

**UNITED NATIONS CHILDREN'S FUND
(UNICEF)**



**Evaluation of Gender Sensitization and
People Friendly Police Initiative,
Karnataka**

**- FINAL REPORT
June 2011**



Deloitte.

Evaluation of Gender Sensitization and People Friendly Police Initiative, Karnataka - FINAL REPORT

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LIST OF ACRONYMS

ACP	Assistant Commissioner of Police
ADGP	Additional Director General of Police
ASI	Assistant Sub-Inspector of Police
BOSCO	Bengaluru Oniyavara Seva Coota (NGO)
CBO	Community Based Organization
CDPO	Child Development Project Officer
CEDAW	Convention on the Elimination of Discrimination Against Women
CRC	Convention on Rights of Children
CSW	Commercial Sex Worker
CWC	Child Welfare Committee
CWO	Child Welfare Officer
DCIB	District Crime Information Bureau
DCP	Deputy Commissioner of Police
DGP	Director General of Police
DP	Dowry Prohibition
DSP	Deputy Superintendent of Police
DV	Domestic Violence
DWCD	Karnataka State Department of Women and Child Welfare
FGD	Focus Group Discussion
FIR	First Information Report

GDI	Gender Related Development Index
GO	Government Order
GSPP	Gender Sensitization and People-Friendly Police Project
HC	Police Head Constable
HDI	Human Development Index
HIV/AIDS	Human Immuno Deficiency Virus / Acquired Immuno Deficiency Syndrome
HR	Human Resources
ICPS	Integrated Child Protection Scheme
IG	Inspector General
INR	Indian National Rupee
IPC	Indian Penal Code
ITPA	Immoral Trafficking Prevention Act
JJB	Juvenile Justice Board
KSP	Karnataka State Police
KPA	Karnataka Police Academy
M&E	Monitoring and Evaluation
MS	Mahila Samakhya
MSW	Master's in Social Work
NA	Not Applicable
NGO	Non-Governmental Organization
PC	Police Constable
PI	Police Inspector

PME	Planning, Monitoring and Evaluation
PNDT	Pre Natal Diagnostic Techniques
PS	Police Station
PTC/S	Police Training College / School
SHD	Station House Diary
SJPU	State Juvenile Police Unit
SI	Sub-Inspector of Police
SO	Standing Order
SPARC	Structure, Procedures, Attitude, Resources and Convergence
ToT	Training of Trainers
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USD	United States Dollar

EXECUTIVE SUMMARY

Introduction

1. This forms the Executive Summary of the evaluation of the Gender Sensitive and People Friendly Police Project (GSPP) undertaken in Karnataka. This initiative is a joint collaboration between the Karnataka State Police (KSP) and United Nations Children's Fund (UNICEF).

Program - Context and Genesis

2. Violence against women and children manifests in various forms – physical, economic, sexual and psychological, cuts across culture and socio-economic classes and is reported from virtually every country of the world including India. Various factors like caste, class and other forms of discriminations, hegemony, patriarchal practices and social dictums further the issue in India. Most often women and children who are victims of such violence and abuse do not seek help or report incidence when it occurs for reasons known.

3. The police often being the first point of contact for the distressed, have a critical role in responding to and preventing violence against women and children. Being 'front-line functionaries', they are expected to respond in an empathetic and sensitive manner to the complainant. However, international research indicates a lesser than satisfactory response from the police, in most cases on account of their own socialization and related beliefs, stereotypes and attitude about gender role and relations. This is widely prevalent across India too, including Karnataka.

4. The discussions and interactions between KSP leadership and UNICEF on problems faced by women and children when dealing with the police paved the way for an action oriented research. This field based research at Police Station level reiterated the lacunae in handling cases of violence against women and children and the need for a more gender and child sensitive police force. This required a structured training program aimed at making the police force more 'gender sensitive and people friendly'. In response, the GSPP Training was initiated in Karnataka, the first of its kind training program in the country for the Police.

Progress of GSPP

5. The focal program of the GSPP is a three-day intensive training workshop for police personnel on issues related to violence against women and children, A critical approach that sets this training apart from others is that the whole emphasis is on attitudinal and behavioral change of the police through an understanding of gender, power relations, prevalent patriarchal influences and changing social scenario. Besides orientation on key legislations for women and

children and procedures to be followed, the training module includes two sessions that attempt to deconstruct the stereotypes and entrenched mindsets for a positive influence in behavior patterns. Keeping in mind that attitudinal and behavioral changes are long-term processes and also that the Police striving to be gender sensitive and people friendly, is a 'desirable' one and not mandatory expected behavior, the Project has set realistic goals.

6. Over the last seven years, 12,572 police personnel (~24% of the civil police force of the state) were covered by the GSPP training. While the operating model started by covering the entire state, the program focus since 2006 is on training new recruits at the police training schools and institutions as well as in-service personnel from two districts namely Koppal and Raichur (which were selected as focus districts). In the last couple of years, the GSPP has also been taking up intensive orientation of Child Welfare Officers (CWOs) designated under the Juvenile Justice Act 2000. This is being implemented in collaboration with the Department of Women and Child Development (DWCD) and facilitated by UNICEF who has contributed to the program funding.

Need for External Evaluation

7. The GSPP initiative is at a critical juncture where the program ownership is being taken over by the KSP, while UNICEF would continue to provide the technical support and facilitate monitoring. While the key stakeholders have been receiving regular feedback and appreciation about the program, it was felt that an external evaluation would enable assessment of progress against the objectives and also provide direction for further implementation. UNICEF engaged Deloitte Touché Tohmatsu India Pvt. Ltd. (Deloitte) to carry out the evaluation focused on assessing the following key aspects –

- Appropriateness of training – content, methodology and approach
- Transfer of knowledge on gender and child related aspects
- Institutionalization and extent of program ownership
- Assessing the impact and benefits

Evaluation Methodology

8. The coverage as part of the evaluation included –

- Desk research covering background material, training manual, past documents, program funding, training statistics etc.
- Field survey across four districts – high intervention areas (Bangalore, Koppal, Raichur) and low intervention (Hassan)
- Observation at 16 police stations across the four districts
- Field survey covering ~230 respondents including KSP Leadership, UNICEF, GSPP resource team, select senior police officials including district superintendents, police

training institutions, peer trainers, trained and untrained police personnel, other government departments (Women and Child Development, Child Labor), statutory functionaries (CWC, JJB), NGOs and community members

Key Evaluation Findings

9. The evaluation findings were documented in detail across individual stakeholder category, collated and analyzed through a training evaluation framework, and the significant observations against the main evaluation objectives are presented below.

A. Appropriateness of the training

10. The feedback from the police trainees, training institutions and peer trainers was unanimous in endorsing the need, relevance and importance of the GSPP training. Various aspects of the training were also widely appreciated including relevance of the training content, comprehensiveness of coverage, training methodology and expertise of core trainers. The role of police themselves as “peer trainers” was also seen as effective in influencing behavior change. An important feedback from most trainees is that more than the modules focusing on legislations, the sessions on ‘Gender and Power Relations’ and “Police Behavior and Public Perception” were perceived as eye-openers and there was request for increasing session duration and emphasis on these modules.

11. A few concern areas highlighted include the inadequacy of training duration and issues in knowledge retention owing to the vast training content. Suggestions included the need for refresher training, increasing training duration and providing simplified reference material. Increased emphasis on modules pertaining to attitudinal and behavioral change was also sought.

“There is no question – this training (GSPP) is a must for every policeman”
- A Head Constable, Koppal

12. All police contacted, both trained and untrained unanimously endorsed the need for the GSPP training to not only select cadres but across the police force, reiterating the appropriateness, importance and institutionalizing the GSPP training.

B. Transfer of Knowledge

13. The evaluation has established the vast difference between the trained and untrained police in their overall outlook towards handling cases of violence against women and children. GSPP training was acknowledged as one of the important ‘agents of change’.

14. Attitudinal Shift – It is encouraging to note significant differences in change in attitude in certain critical areas concerning child labor, physical violence, dowry etc. The attitudinal shift is more pronounced among the younger personnel. However the desired levels of attitudinal change are yet to be achieved across the police force and this can be made possible through refresher courses, reviews and other forms of reiteration. The positive shift is appreciable and needs to be consolidated upon.

15. Level of Knowledge – The analysis highlights a definite higher level of knowledge among the trained than the untrained. The difference in knowledge level was especially significant on Juvenile Justice Act, ITPA and to some extent on the Domestic Violence Act. The significant difference revealed by the pre and post training comparison, emphasizes the role of GSPP training in impacting knowledge level on key legislations concerning women and children. During the interactions at Police stations, it was observed that the quality and depth of knowledge among the trained are at a higher level.

16. While it is given that even the untrained (under GSPP) police come with certain functional knowledge of key legislations, the training has influenced and impacted transactions within police stations. It was interesting to observe that cases at the police station are not solved in isolation but in a consultative manner. A healthy transfer of knowledge from the trained to the untrained police personnel and using the trained policemen as “reference points” was also observed. It was difficult to isolate these influences, but if factored in, it would account for a significantly higher difference between the trained and untrained.

17. Application of Knowledge - The application of knowledge, use of appropriate sections, adherence to procedures and cognizance of critical aspects pertaining to legislations, especially the latest ones, is clearly evident among the trained police as the scores reveal glaring differences. This can entirely be attributed to the impact of the training program. This was also evident in the quality of FIRs filed. Trained colleagues often consulted their trained peers while preparing the FIR. The intense training coverage, roll call interventions in Bangalore were also contributing factors for difference in skill levels among districts.

18. In summation, it is evident from the quantitative analysis that there is enhanced knowledge, skill and application level among the trained police personnel. The qualitative indicators further strengthen the finding. However, there is a definite scope for improvement in the absolute performance levels, focus on modules that currently display low performance and also bridge the disparity between focus and non -focus districts etc. which can be brought about through increased coverage, refresher training, reiteration of messages, experience sharing etc.

C. Institutionalization of Knowledge

19. Institutionalizing the program – Several initiatives have been taken up by KSP in coordination with UNICEF, towards institutionalizing the training program including:

- Adoption of GSPP as part of training school syllabus thereby formalizing the program and also ensuring its continuity
- Developing a cadre of Police Trainers or Resource Group – induction of police personnel as ‘peer’ trainers for the program
- Deputation of trained police personnel as part of the District Child Protection Initiative in the districts of Raichur and Koppal, for coordination and implementation of GSPP
- Designating police personnel as CWOs in all PS and ensuring their participation in the GSPP training
- Renewed emphasis on implementing Standing Order 920, beat system, Open House, community outreach programs like mohalla meetings etc. by KSP Leadership. The trained police have proactively used these avenues and forums for identifying vulnerable children and women and responding appropriately
- Other special initiatives include, separate tracking of women and children cases in crime charts, maintenance of separate registers, review meetings focusing on women and child related cases, mapping of vulnerable areas, sections of population etc. to prevent crime against women and children establishing help desks and displays on women and children issues

20. Steps towards Program Ownership – The KSP Leadership specifically that of the former and the present DG&IG and DG (Home Guards and Fire Services) of KSP not only for bringing in reformation within police system but also in building a sensitive police force has been the pivotal factor in shaping the GSPP. Their belief and conviction in this mission and emphasis on transformation through training are critical determinants for the continuity. This has also been instrumental for the program’s sustenance for nearly a decade. The district leadership has also been critical for the district-wise responses to GSPP. However currently this is individual driven. Districts where the leadership is supportive displayed better performance on evaluation parameters.

21. Several measures are under serious consideration by the KSP, in consultation with UNICEF and GSPP team for the way forward to ensure ownership, steps for institutionalization and commitment for sustenance. These include –

- Earmarking a separate budget for GSPP training (~INR 50 lakhs annually) as part of the department’s training budget ensuring a minimum of two such trainings every month at district level
- Establishing a Planning, Monitoring and Evaluation system for taking the program forward

- Establishing district-level training facilities with human and other resource and
- Increasing the number of peer trainers
- Use of roll call meetings as a forum for GSPP discussions, refresher training

22. These initiatives are critical for the program to move forward and therefore needs to be acted upon at the earliest.

23. The various initiatives towards institutionalization and program ownership are promising. While there have been a number of initiatives, adoption and practice remains with the individual and currently more visible among the trained ones. Increasing the training coverage will help in making these initiatives 'a part of the system'.

D. Impact of Training

24. The GSPP training has definitely had a positive impact on the police at three levels - as an individual, as a system and at the police station level (including aspects like networking, convergence etc.). Increasing the reach and coverage of training could create a broad-based impact. Convergence and networking offers scope for improvement.

25. Police as an individual - The quantitative and qualitative analysis highlight the impact of the training on the police at an individual level. This was evident through their positive overall outlook towards handling cases of crime against women and children, being sensitive to the needs of the complainant or affected, change in their attitude, and increased knowledge, skill, and application of knowledge to the cases. This has resulted in proactive initiatives for addressing violence against women and children with many such individual successful case studies identified during the process of evaluation.

26. Police as a system – The overall impact of the GSPP training in shaping the approach of police towards violence against women and children is amply evident and illustrated through the initiatives taken towards institutionalization of the program and ownership by KSP.

27. Impact at the Police Station Level - The Impact at the police station level was observed and assessed with the SPARC checklist as the measuring instrument -

- Structure - Higher number of trained personnel, assigned and functional CWOs, active role played by Senior CWO in handling children related cases, crime chart separately showing cases of violence against women and children etc.
- Procedures - More availability of help desks for women and children, displays of informative posters, monthly review of cases, issue of FIR copies etc. Vulnerability mapping is still at infancy (with better adoption in focus districts). While no specific trend was seen in the number of FIRs filed, definite improvement seen in the quality of FIRs as well as procedures followed. This was especially seen by the use of multiple sections while filing Domestic Violence case, not

prosecuting the sex-workers while using ITPA, adherence to procedures while handling minors, availability of data and records pertaining to missing children etc.

- Attitude reveals definite change in the treatment of women and children than before and this was more apparent in stations which had a higher number of trained police personnel.
- Resources – More trained personnel and availability of training material, resource compendium, details regarding resource personnel seen in focus districts than in Hassan
- Convergence and Networking - Outreach programs have helped in building relationship with community besides serving as forums for specifically addressing women and children related issues in Koppal and Raichur. Intensity and vigor of outreach programs is more visible in rural districts than Bangalore. The beat system has helped in making the policeman a familiar face in the area and also more approachable for women and children. The Open House program has created a forum for positive and open interaction between police and children in all the districts but more so in rural areas.

**“We (police) used to look at women coming to a police station with contempt and discount their complaints. After the training, I have started treating such cases more seriously” –
PC, Raichur District**

Better coordination between the police and statutory functionaries like CDPO of DWCD, CWC, JJB, Juvenile Homes etc. was observed in the focus districts. Convergence and collaboration with other departments like Labor Department for handling Child Labor cases is minimal and is definitely a focus area for the future. Sensitization of government functionaries of key departments need to be stepped up to improve convergence

Linkages with NGOs were not uniform across districts – better networking with NGOs is seen in Bangalore but it is visibly lower in Raichur with lack of credible NGOs quoted as a reason. Convergence with NGOs and organizations working on child centric issues is more common than those working on women related issues.

E. Benefits

28. This has been evaluated based on feedback from the NGOs and the community who access the services of the police.

29. A commendable fact and the greatest endorsement for the GSPP program is the change in the outlook of the community members and NGOs towards the police. The acrimony and negative opinion has given way to a neutral and in quite a few cases positive perception about the police. The most visible change is that women (in most cases and as seen in both rural and city areas) do not fear approaching the police, more so when they are in a group.

30. There is unanimous agreement about the change in attitude of the police towards cases pertaining to children as expressed by NGOs and community members. Very few instances of mishandling and inappropriateness in behavior are shared by NGO field personnel. However on

issues related to women there is still a mixed response – one that is supportive and one that further traumatizes a woman. A couple of NGOs shared about the disrespectful treatment meted out to women from poor families in Bangalore.

31. However, community members also shared instances where there has been delay in response and police succumbing to political pressures. These offer leeway for dissatisfaction amongst complainants as well as community.

Summarizing Performance

32. The GSPP program has done extremely well by covering 12,572 police personnel till date despite its limited manpower. The evaluation has established the inroads made by the training program in building a sensitive and people friendly police force. The “must-have “status and demand for regularizing the training from within the department stands proof for its relevance. The positive impact that has been achieved vis-à-vis the moderate investment indicates a positive cost benefit analysis and strengthens the **case for continuing with the program and replicating the success. There is a definite need for covering the entire civil police force through the training.** However in the process of scaling up, the various issues and bottlenecks that have been identified through the evaluation process need to be addressed. The evaluation provides an opportunity to incorporate the learning from the assessment and capitalize on what is working well, replicate success stories and address lacunae and gaps. The action points have been derived from these learning.

Key Action Points

33. The key action points are organized under five headings - scaling up, decentralization, monitoring and evaluation, training content, methodology and best practices for adoption and is illustrated below -

1. Scaling Up	
Increase scale and coverage	<ul style="list-style-type: none"> • Standing order for covering GSPP across the state • Circulars summarizing objectives and achievements of GSPP and importance of implementing the same will provide impetus to implementation
Continued role and support from UNICEF	<ul style="list-style-type: none"> • Continued role of UNICEF for technical support, monitoring, documentation etc.
Implementation of proposed steps towards program ownership	<ul style="list-style-type: none"> • Annual budget allocation for GSPP • Create a larger pool of peer police trainers • Use beat meetings as forum for learning

On-line Learning Portal	<ul style="list-style-type: none"> Establishing an online learning portal for GSPP serving as a repository of information and as a medium for refresher training Enhance media coverage to create visibility of good efforts made by police under GSPP
Orienting Senior Personnel	<ul style="list-style-type: none"> Orienting senior police personnel – at the state and district level on the GSPP program
2. Monitoring and Evaluation, a critical program requirement	
Establish PME system and Cell	<ul style="list-style-type: none"> PME Cell for carrying out training plan preparation, identifying peer trainers and their training, regular monitoring and evaluation of GSPP, guidance, budgeting, fine tuning the training could be established
Training Plan or Calendar	<ul style="list-style-type: none"> Develop a scientific training calendar factoring district-wise number to be trained, duration, frequency, trainers availability
Regular Monitoring	<ul style="list-style-type: none"> Regular Monitoring of process, performance, outcomes at individual and police station level
3. Decentralization	
District level training facilities	<ul style="list-style-type: none"> Plans underway for establishing training facility and infrastructure at every district where three – four training sessions to be held every month of which at least two sessions to be for GSPP
Responsibility	Additional SP of every district to be made responsible for the district training facility as well as implementation of GSPP
Develop peer trainers	<ul style="list-style-type: none"> Three - four trainers per district with range-wise trainers for organizing training catering to needs Database of trainers could be sent to all SPs who also need to ensure availability of trainers
4. Improve Training Content, Methodology, Coverage	
Content	<p><i>Increase emphasis on:</i></p> <ul style="list-style-type: none"> Modules aimed at changing attitude and behavior Modules where scoring on knowledge and skills is lower Latest legislations, amendments to legislations, Supreme Court ruling etc.
Methodology	<ul style="list-style-type: none"> Introduce sessions on experience sharing, showcasing individual initiatives and demonstrated application of knowledge Simpler learning materials as handouts after training including illustrative chart on convergence
Training Coverage	<ul style="list-style-type: none"> Introduce planned refresher training program Recruitment trainees also be provided in-service training to enhance retention and motivation Sensitize functionaries from converging departments to ensure better understanding and cooperation Prioritize coverage of select personnel who directly handle women and children issues such as CWO, station writer, computer operator, women police, helpline personnel and younger police

5. Adoption of Good Practices	
Emphasis on Convergence	<ul style="list-style-type: none"> • Improve convergence efforts through orientation of key functionaries from other departments, issue-based interventions and maintaining data on resource persons at all police stations • Success of convergence approach in handling child related cases could be adopted for women related cases as well
Women and children helpline	<ul style="list-style-type: none"> • Learning from successful models to be undertaken for replicating the model and its success in other districts
Performance Recognition	<ul style="list-style-type: none"> • Institutionalize behavior change with rewards for proactive officers and punitive action on those who violate rights of complainants • Recognize police stations which have performed exceedingly well on the SPARC checklist and individuals who have shown excellent initiative with certificates and people friendly police badges

Way Forward

34. It can be said beyond doubt that the GSPP has played a positive role in making the trained police personnel more sensitive and people friendly and is in the right path towards meeting its objectives. The training has resulted in positive outcomes but the benefits are seen in smaller pockets and among trained personnel owing to the low penetration of training especially in the non- focus districts. The fact that such positive results are visible even with the low penetration makes the case strong for increasing the coverage and reach of the program. While the program per se has been well acknowledged and appreciated, fine-tuning certain aspects will ensure that the program is sustainable and larger benefits reaped. These learning and recommendations will aid in hastening the pace of achievement.

CHAPTER 1

ASSIGNMENT BACKGROUND

Contextual Setting

1.1 Violence against women and children constitute infringement of their rights. It is detrimental to social and economic growth as it hampers productivity and diminishes human capital. This violence against women and children is reported from every country of the world, cutting across cultures and socio-economic classes. It manifests in various forms – physical, sexual, economic and psychological. In its background paper for the United Nations study on violence against children (Pineiro, 2006), the World Health Organization estimated that almost 53,000 children were killed worldwide in 2002, while 153 million boys and 73 million girls faced sexual violence. Globally, one out of every three women is a victim of gender based violence (UNIFEM, 2003). Most women and children do not seek help or report violence when it occurs.

1.2 In India, as found in other countries of the world, violence against women and children involve critical challenges. India ranks 113 out of 157 countries in Gender Development Index (Source: Human Development Report 2009, UNDP). The development of a nation depends on the GDI and therefore this index is indicative of the need for an equitable and inclusive growth. Various steps have been taken in the areas of education, health care and legislative measures to ensure the protection of rights of women and children. However, the persisting prevalence of caste, class hierarchy, hegemony and patriarchal practices continue to be barriers denying the rights of women for development.

1.3 India has embraced the various international conventions for the protection of women and children, chief among them being:

- Ratifying the Convention on the Elimination of

Study: Indian men first in sexual violence, last in gender equality

Nearly one in four Indian men has committed sexual violence at some point in their lives and one in five has forced his wife or partner to have sex. The findings of a recent International Men and Gender Equality Survey reflect a new low for Indian men.

As against this only 2% Brazilian males and less than 9% of men in Chile, Croatia, Mexico and Rwanda were found to have indulged in sexual violence. Researchers from the International Centre for Research on Women and Instituto Promundo in Brazil interviewed over 8,000 men and 3,500 women, aged 18 to 59, from six developing countries.

Indians were ranked last on the 'gender equitable men' scale, given that only 17% qualified to the 'highly equitable' category.

India may be taking giant strides economically but it has miles of backwardness to cover on gender issues as we lag behind in alarming proportions. Be it the skewed sex ratio or the number of crimes against women, statistics, time and again, reminds us about the enormity of issue that needs to be tackled. (Source: Times of India, March 7, 2011)

All Forms of Discrimination Against Women (CEDAW) in 1993, as adopted by the UN General Assembly in 1979 which is legally binding in over 100 countries

- Signing the Convention on Rights of Children in December 1992 by which it pledged to enforce these principles through National Policy for Children followed by State Plans of Action for Children.

1.4 Various legislations have also been passed towards the cause of protecting the rights of women and children.

1.5 While the legislative changes were a positive development, it was just one side of the coin, as the problem warranted a 'gender and child sensitive' front level functionaries viz. the police force which actually is the first point of contact for the women and children in distress. Towards this end, the police have a critical role in responding to and preventing violence against women and children. However, international research across countries like Australia, Bangladesh, Canada, India, New Zealand, UK and USA indicates that the response of the police is not always satisfactory (Commonwealth Secretariat, 2000). Crimes against women and children tend to be treated with less seriousness than crimes against men or property.

1.6 Typically, the response of the police towards women and children complaints is based on stereotypes and beliefs about gender roles and relations between children and their guardians, men and women. Police personnel are also members of their societies and like others they too, have undergone a process of socialization that ascribes typecast roles and status to men, women and children. They face conflicts between the application of law and the social attitude that may formalize the vulnerability of children and women. Moreover, policing in India is not a gratifying one as the police system is afflicted with insufficient legal provisions to confront new crimes, inadequate equipment and manpower, critical attitude of the media and negative public perceptions about police.

1.7 As is the case with any other state, the Karnataka State Police is also confronting the task of grasping the prevalence of violence against women and children and the pressing need to prevent and combat it. Conversely, the Karnataka State Police (KSP) have proactively initiated steps for tackling the issue of violence against women and children through offering sensitization programs for the police on child protection and CRC since 1993. The evolution of the GSPP initiative in Karnataka is attributed to this conducive milieu.

History and Evolution of GSPP Initiative

1.8 When India signed the CRC in 1992, UNICEF played a key role in disseminating and sensitizing various stakeholders on the State obligations and commitments, policy and program implementation as well as impact. A number of police training programs on Juvenile Justice or CRC based Acts were held during 1994-2000 in Karnataka. A gender sensitization workshop

was initiated by UNICEF Delhi Office on girl child issues and ‘Meena’ advocacy program during this period. The ‘Meena’ workshop propelled many interesting pointers on how girl child and gender issues were perceived by police personnel.

1.9 Later, in order to avoid a top-down experts’ driven approach, the then Joint Commissioner allowed the UNICEF team of social workers to observe all activities in select police stations in Bangalore over a period of three months to gather ground level insights into police behavior. A consolidated report shared by this ‘Process Documentation’ reiterated the hypothesis about the lacunae at police stations in handling women and child related cases and highlighted:

- Prevalence of glaring gender bias in dealing with cases against women and children
- Lack of clarity on processes and procedures with respect to legislations concerning women and children
- Requirement of urgency to deal with cases pertaining to women and children as they were not considered ‘priority’.

1.10 Based on ensuing discussions and brainstorming, the key stakeholders agreed upon the need and importance of a **gender sensitization intervention** for creating a more responsive and sensitized set of police personnel.

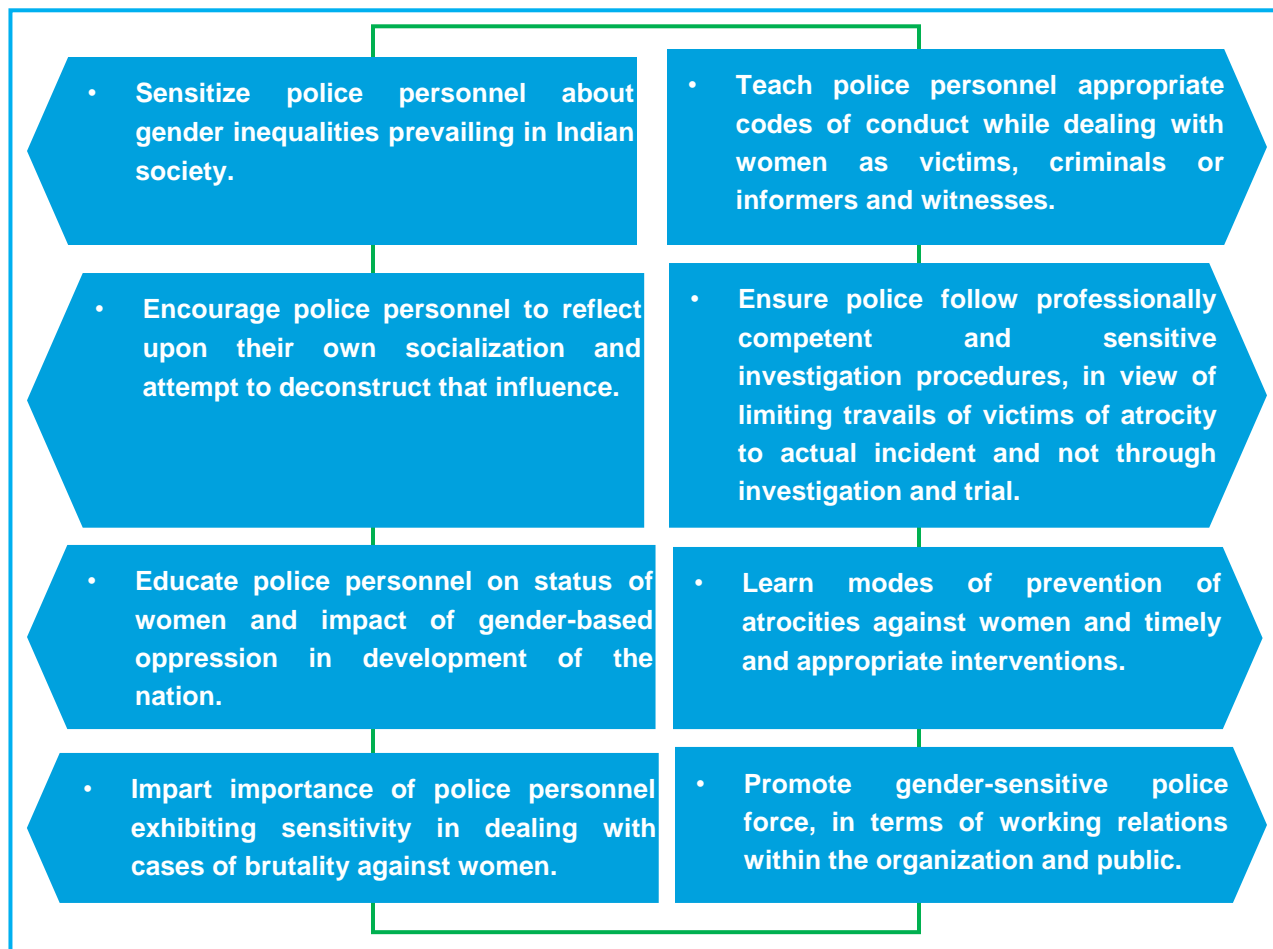
1.11 It was also realized that a one-off training program would not serve the purpose. Instead, a **structured, need based and continuous training program** on gender sensitization for the police personnel was perceived as a viable solution.

Developing the GSPP Training Module

1.12 Developing the training module for making the police gender sensitive was an ingenious and well thought-through process which involved intensive consultations for over a year with the support of the then DGP, Mr. Ajaikumar Singh. The views of more than 500 police personnel were taken into account. The unique and critical aspect of the training was its focus on breaking down gender stereotypes causing an attitudinal shift among the policemen.

1.13 While there were numerous training programs already being offered for police, the GSPP training was not conceived to follow a ‘top down’ approach but instead intended to be a program **“for the police, of the police and by the police”**. The draft training module was intensively pilot tested through ten pilot workshops in 2002-03 before it was finalized in 2003. The guiding principles for the GSPP training module are shown in Exhibit 1.1:

Exhibit 1.1: Guiding Principles of GSPP



1.14 The GSPP training covered various aspects that were clubbed into modules as described below:

Module 1	Redefining Role of Police
Module 2	Gender and power relations-Institutional analysis of power
Module 3	Violence against women – laws, procedures
Module 4	Violence against children – laws, procedures
Module 5	Police role and response in combating trafficking of women and children, police role and HIV/AIDS
Module 6	Police behavior and public perception and counseling skills

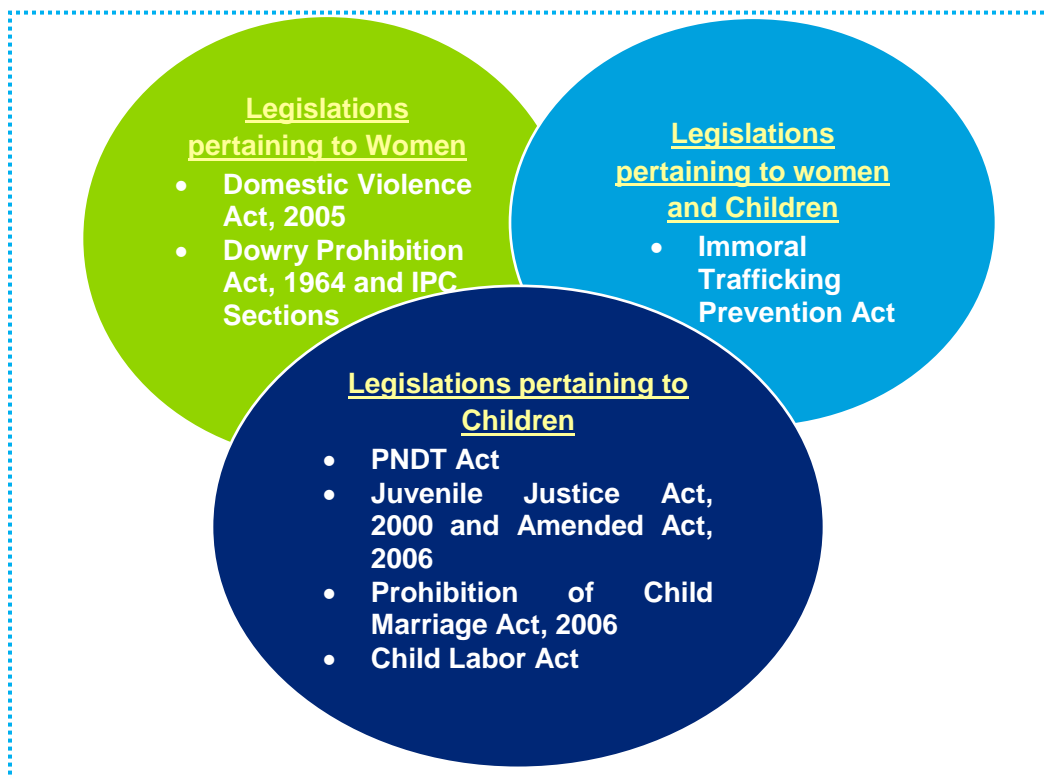
1.15 The training was designed in such a manner that each module provided:

- A background and established the need for that module
- Key content / subject specific knowledge points relevant to that topic

- Crucial functions for the police personnel that they could follow in their work routine in cases pertaining to women and children

1.16 Besides general and behavioral aspects, the training also touched upon knowledge about important legislations and the relevant sections concerning women and children as well as the action / implementation points. The key legislations covered under the training are in Exhibit 1.2:

Exhibit 1.2: Legislations covered under GSPP Training



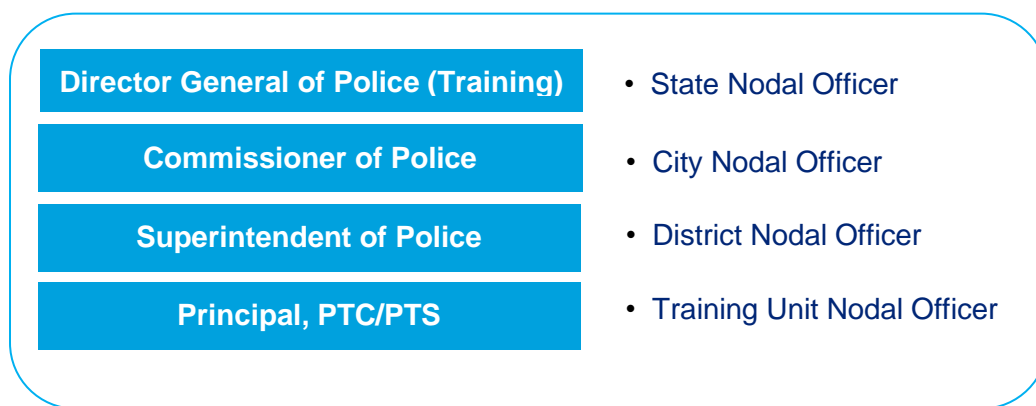
1.17 For the the purpose of the evaluation, Deloitte team reviewed the training module in detail and correspondingly attended a GSPP training program, based on which the fundamental knowledge points, procedures and applications on the various modules were prepared and understood. This was also ratified by the core GSPP team and formed the basis for developing the questionnaires to assess the knowledge and application of the police personnel. This matrix is enclosed as **Annexure 1.1** to the report. The modalities for implementing the GSPP program is detailed in the following section.

GSPP Implementation

Project Implementation Structure

1.18 At the helm of the Project Leadership are the KSP senior officials (heads of the state police force and training wing) and UNICEF. The project implementation structure is provided in the exhibit below:

Exhibit 1.3: Project Implementation Structure



1.19 The various aspects relating to the implementation of GSPP are detailed in Table 1.1 below:

Table 1.1: Key Aspects of Implementation

GSPP Training	Strategy and Process
Levels of Training	<p>There are four levels of training –</p> <ul style="list-style-type: none"> • In Service Training – <i>for police constables to Police Sub Inspector level</i> • Recruitment Level Training – <i>conducted at various police training institutions for new recruits. GSPP training was institutionalized through inclusion of gender sensitization topic as part of final assessment among other topics. The recruitment training was not conceptualized originally but was included subsequently based on feedback received</i> • Mid- Level Training – <i>began in 2008 for ACPs / DCPs / Inspectors</i> • Refresher Training – <i>began in 2010 focusing on gender module for HCs, ASIs and PSIs</i>
Geographical Coverage	<ul style="list-style-type: none"> • When GSPP training began in 2004, it was offered across the state covering all districts • Since 2006, the training program is offered in police training institutions too • Since 2008, the geographical coverage is limited to districts where intervention was most needed. Accordingly, an intense training program launched in Koppal and Raichur districts for 100% coverage

GSPP Training	Strategy and Process
Training Venue	<ul style="list-style-type: none"> • Training is organized through existing training institutions of KSP including: <ul style="list-style-type: none"> ○ Karnataka Police Academy (KPA) ○ Training College at Gulbarga and ○ Training Schools in Channapatna, Khanapur and Dharwad • In addition, in-service training is organized at select police department venues in focus districts based on requirement
Trainers	<ul style="list-style-type: none"> • Four member core training team formulated for this purpose; team facilitates sessions with assistance of external resource persons from NGOs, lawyers etc. • Training the Trainer program was held in 2006 based on which a pool of 15 police is identified as peer trainers. This is detailed at the end of table • Training in Koppal is mainly handled by core trainers and peer police trainers. However, training at Raichur is handled by a core trainer with external resource persons • Two police trainers were also appointed as coordinators for the intense training program at Koppal. The success of this experience has led to appointment of two such coordinators, recently, in Raichur
Training Calendar	<ul style="list-style-type: none"> • A very basic training plan has been developed for districts; systematic training calendar is yet to be developed at State level • Training programs is dependent upon co-operation from district and availability of core trainers. Limited availability of trainers is a bottleneck for expanding scale / coverage
Duration	Three - day training at districts and four - day program at training institutions
Modules Covered	Uniform coverage of training modules across all districts
Training Methodology	Besides classroom sessions, participatory techniques such as brainstorming discussions, games, simulation and case studies are used
Batch size	Groups of 40-45 police personnel of various ranks and mixed gender at a time
Positions Covered	<ul style="list-style-type: none"> • Training is aimed at covering front-line functionaries among police namely SIs, ASIs, constables and head constables as they form key interface with public • Exclusive training for women police personnel at the behest of Department of Women and Child Development
Monitoring and Evaluation	<ul style="list-style-type: none"> • Pre and post-test questionnaires developed and conducted for each trainee to ascertain training impact before and after training. However they are yet to be analyzed • Two research studies have been carried out on GSPP namely, Process Documentation and Case study on Gender Sensitization of Police Personnel, Knowledge Community of Children in India (KCCI), 2008 • Setting up of a Monitoring and Evaluation Cell is proposed for future • SPARC checklist was developed by the GSPP team in consultation with KSP for assessing the extent to which police stations are people friendly, post the GSPP training

1.20 Certain features that are distinctive to the GSPP as extracted from the above table have been emphasized in the following section.

Creation of Police Trainers

1.21 An exclusive feature of the GSPP is the creation of peer trainers among the police called as the ‘police trainers’. The police trainers were developed not only to ensure wider outreach of training among the personnel but also to promote ownership and conviction among the personnel. This is also an **example of effective institutionalization of the training**. Another interesting aspect is that **the involvement of police personnel as trainers is entirely voluntary and there is no honorarium involved**. This has also ensured that only genuinely interested and committed personnel with passion have opted for being trainers which augurs well for the sustainability of the project as well. In Koppal, the police trainers were also given responsibility for coordinating the GSPP training towards attaining 100% coverage.

Assessment through SPARC Checklist

1.22 The project has also developed specific criteria to assess police stations which are most people-friendly through the SPARC checklist. SPARC delineates the necessary Structures, Procedures, Attitudes, Resources and Convergence on issues relating to women and children. The police stations are expected to adhere to this for being considered “people friendly”.

Convergence with External Stakeholders

1.23 The KSP has established an innovative partnership with various external stakeholders. Collaboration with the Department of Women and Child (WCD) was initiated in the State in the context of enhancing effective tackling of the issues of women and children. The WCD department has allocated a budget for funding this initiative and specialized SJPU training. In addition, the GSPP has also collaborated with various NGOs who serve as external resource persons for the training.

Key Project Expectations

1.24 The GSPP training is a concept which is **unique to the country**. Unlike the routine training programs, this **does not follow a top down approach**. Given the importance of the program, its collaborative approach in operationalization, the main stakeholders of the GSPP namely, UNICEF and KSP Leadership had clear objectives and expectations from the training:

- Develop a sensitive police force to respond to the needs of women and children at the police station
- Impart understanding that social legislations are not only for do-gooders but should also be part of enforcement to prevent crime
- Bring about a better and more positive interface between civil society and the police

1.25 A critical aspect to be note in this context is that **Gender Sensitization is a desirable but not yet a mandatory requirement and expectation from the police.** It is **not statutorily or legally** expected of them but something which is good, if practiced. Given this, the expectations from the program were realistic and practical. While the stakeholders were receiving feedback about the training program and its outcome, they were very keen to have an independent evaluation of the program to understand police station level responses on various aspects of performance related to the job after the training.

“The police are not expected to be social workers and only need to implement provisions of legislation which exists for protection of women and children”

- Ms. Sudha Murali
Child Protection
UNICEF

“The constraints under which the police work and GSPP is implemented needs to be understood and kept in mind during the evaluation. Sometimes the behavior of the police is not because of lack of sympathy but because it is not a priority”

- Mr. ST Ramesh
DG&IG of Police, Karnataka

1.26 With this basic understanding of the GSPP project evolution and context, the progress made by the project and its achievements so far, are dealt with in the next section.

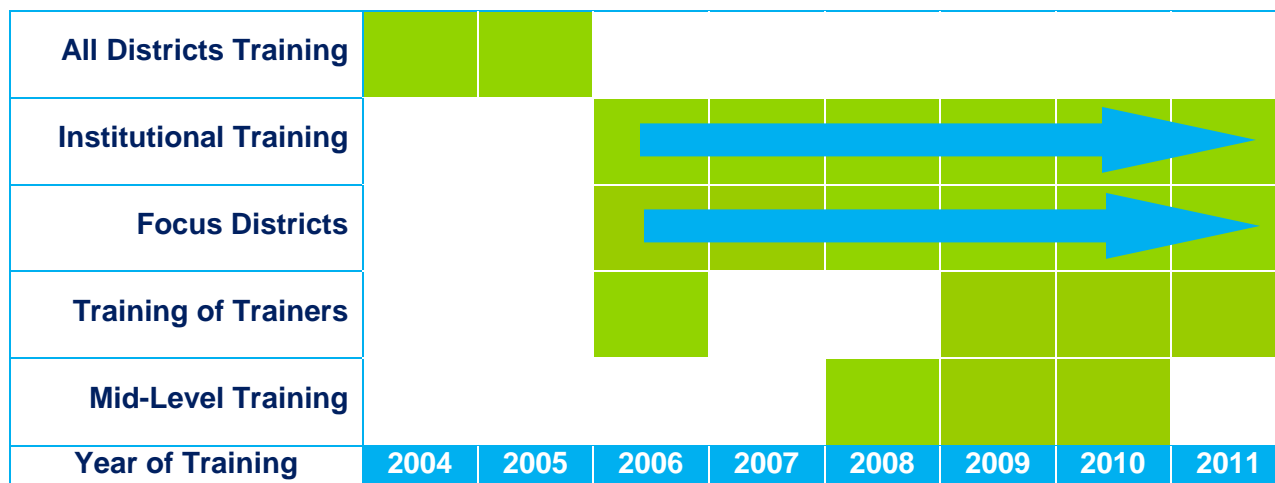
GSPP Program – Progress and Achievements

1.27 The advancement and attainments of the GSPP project comprising the numerical and geographical coverage of the training, project resources and costs accrued so far by the project and the accolades gained are detailed in this section.

Trajectory of Training Coverage

1.28 The course of GSPP training commenced with coverage of all districts of Karnataka. The trail of the approach adopted from commencement until this year for coverage under the training is tracked in Exhibit 1.4:

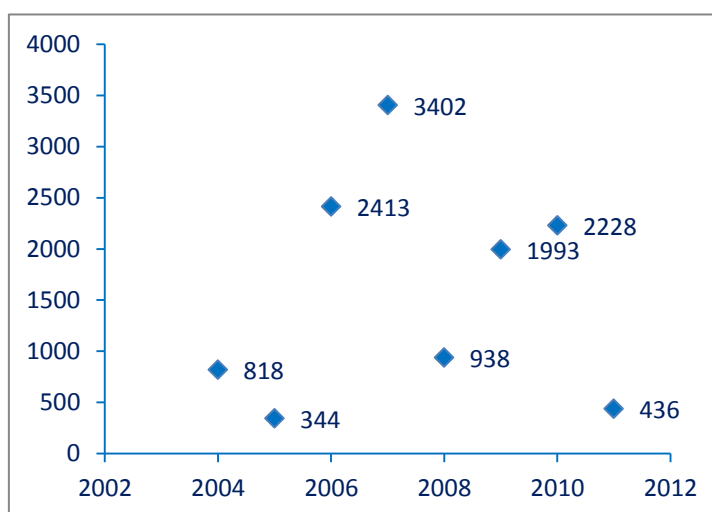
Exhibit 1.4: GSP Training Trajectory



Source: Discussions with Core GSP Team

1.29 To begin with, that is during 2004 – 05, the GSPP covered all district personnel under the training. Since 2006 the training is offered through the training institutes by means of a ‘focus district’ approach. The focus district approach entails covering the police personnel in districts where there is high incidence of violence against women and children. The unique ‘training of trainers’ approach commenced in 2007 with a few workshops. It resumed in 2009 and has been organized since then, on a yearly basis. Training at the mid-level is offered from 2008 – 10. Thus the program has grown over the years with novel strategies such as peer training and focus district training etc. introduced at different time intervals. The GSPP program is thus vibrant in quality with inventive methods embraced in reaction to the demands and ramifications of the issue in Karnataka.

1.30 The year – wise coverage of GSPP is shown in Exhibit 1.5 (right): This exhibit indicates that the training coverage was highest in 2007 and modest during the initial years of commencement that is during 2004 and 2005. Training is on-going for 2011 and the numbers presented in the exhibit is the coverage up to February 2011. The training coverage in terms of personnel are presented in the following section.



Overall Training Coverage

1.31 The GSPP training began in 2004 and is continuing till date. In all, 12,572 police personnel have been trained until February 2011. The overall statistics with respect to the coverage is presented below:

Table 1.2: Overall Training Coverage

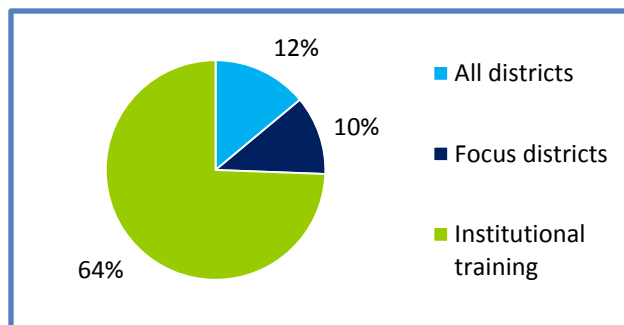
Total Number of Police Personnel in Karnataka State	~100000
Total number of civil police	55,165
Total number of Trained Personnel	12,572
Training penetration (% trained among total police personnel in Karnataka)	12%
Training penetration – relevant police personnel (% trained among relevant category of police personnel)	24%

Source: KSP Statistics

1.32 It is noteworthy here that the civil police are those who exclusively deal with cases at the police stations. The coverage of training using a team with few resource persons as reflected in the above table is indeed an extraordinary achievement of the GSPP.

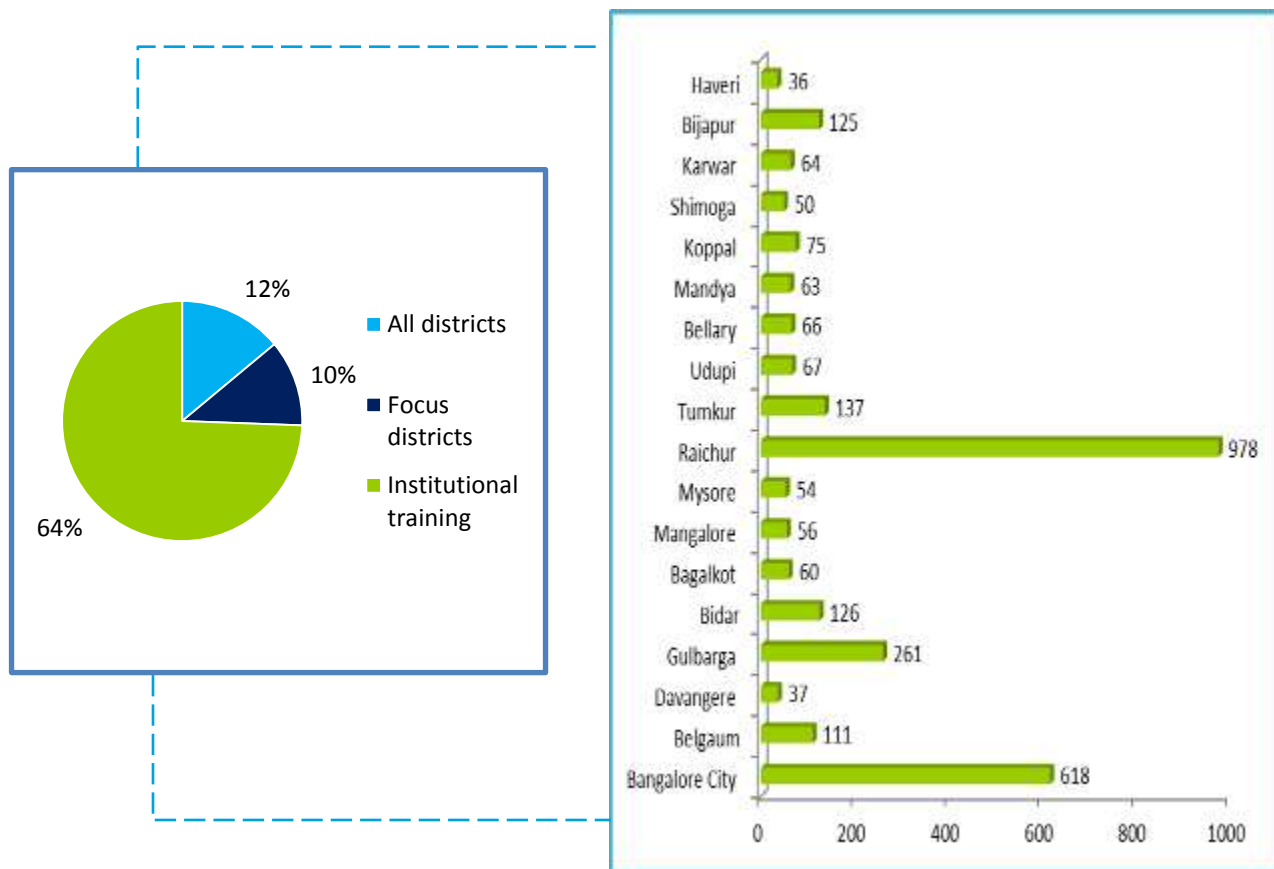
Category-wise Coverage

1.33 Among the 12,572 trained, 12% (1500) was trained in the initial phase across all the districts, 8092 were trained in 169 batches in the training institutions. 10%, i.e. 1233 numbers were trained through the focused training initiative. The distribution of coverage among these three categories is shown in Exhibit 1.6 (right):



1.34 The district wise coverage of personnel in the first phase of GSPP training is provided in the exhibit below –

Exhibit 1.7: District wise Coverage of GSPP Training in Phase I



1.35 The numbers trained in each district reveals highest coverage in the category of focus district of Raichur. The training in Koppal was not initiated at this stage and hence the numbers are lower. The updated data for Koppal is detailed in the following section.

Focus Districts Coverage

1.36 As discussed earlier, the GSPP training was offered in a focused manner in districts where the intervention was most required, since 2008. The focused intervention was offered in two districts – Raichur and Koppal. The intense coverage in Raichur began in 2008 and the initiative in Koppal commenced in 2009. The details of the numbers covered by GSPP training in these two districts are provided below:

Table 1.3: Coverage of GSPP Training in Raichur and Koppal (till date)

Particulars	Raichur	Koppal
Total Police Personnel	1278	686
Numbers covered by GSPP Training (till date)	978	255 (210 GSPP 45 CWO)
% Training penetration	77%	37%
Target for covering 100% training – Year?		

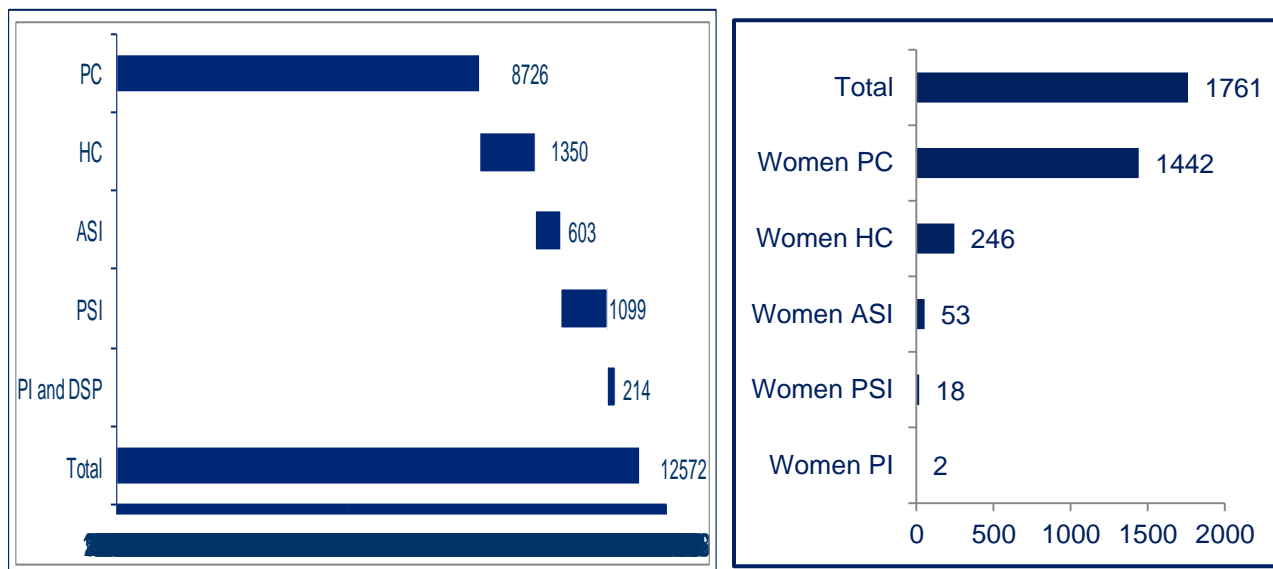
Source: KSP Statistics

1.37 Thus the coverage at Raichur is higher and efforts are underway in Koppal for increasing the training penetration among the police.

Designation-wise Coverage

1.38 Training is focused on frontline police workers, who are the face of the police to the community, so that they will work towards adopting appropriate procedures in handling cases concerning women and children. The break-up of GSPP training by designation of police personnel in general and among the women police as well is provided in the exhibits below –

Exhibit 1.8: Designation-wise coverage in General and among Women



1.39 Of the total 12,572 personnel sensitized so far under GSPP (through 234 workshops and batches), around 8726 PC have been trained which is line with the strategy of GSPP to focus GSPP training on frontline functionaries who interface with the public.

1.40 The numbers trained among women police reveals that around 1761 women police personnel have been trained and here again the number of women PCs trained is higher. The ratio of women personnel trained accounts for 13% of the total trained personnel. However, it should be noted here that the women police constitute 3% of the total force only.

Training of Trainers (ToT) Coverage

1.41 The details on coverage of ‘training of trainers’ is provided in the table below –

Table 1.4: Coverage through ToT

Number of ToT batches held	6
Number of ToTs trained	192
Number of Trainers shortlisted	54
Number of Trainers active	12
Average number of training session held by the ToT per annum	33

Source: KSP Statistics

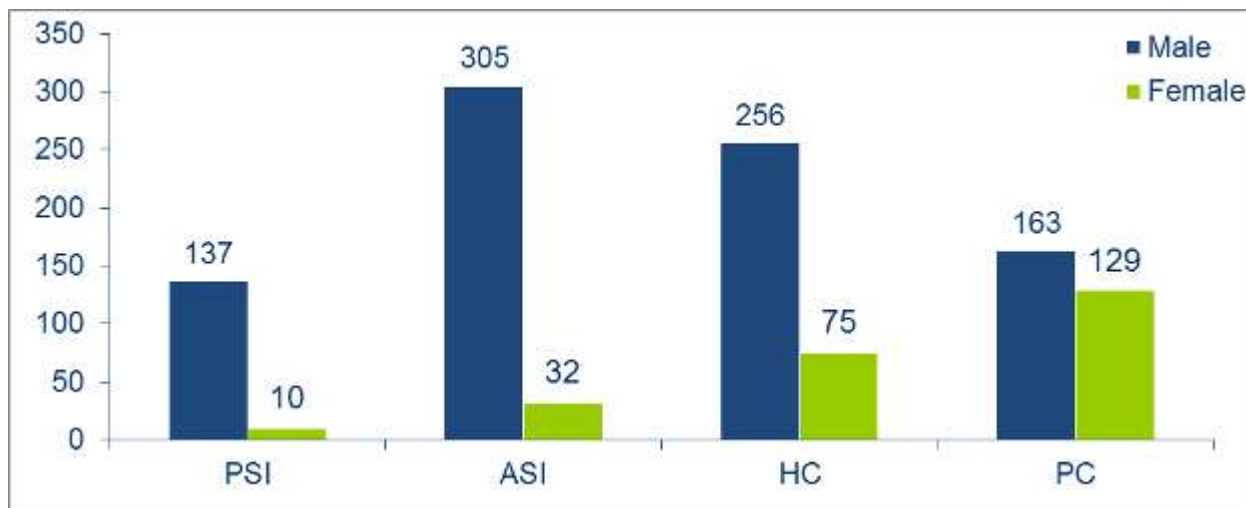
1.42 It is quite a task for the GSPP to identify motivated and interest peer trainers and even if the personnel volunteer there still remains the process of shortlisting based on their performance and availability. It is also dependent on their being relieved by their supervisors. Hence the number of shortlisted peer trainers is lower. Despite this, it is quite commendable that police have volunteered to carry out peer training with little or no incentive involved despite their time constraints and work priorities.

Coverage of CWOs

1.43 The Child Welfare Officers (CWO) were identified and designated at every police station level as a result of the follow up action on the JJ Act. The assigning of CWO and setting up of the State Juvenile Police Units and their linkage with statutory mechanisms such as the Child Welfare Committee (CWC) and the Juvenile Justice Board (JJB) is another visionary objective realized by the GSPP under the JJ Act.

1.44 In convergence with the Department of Women and Child Development and facilitated by UNICEF, there was special focus on covering the CWOs by the GSPP training. Of the total 1133 CWOs, around 98% (i.e. 1061 CWOs) have been covered till date by the GSPP training. The position-wise detailed break-up of CWOs trained are in Exhibit 1.9:

Exhibit 1.9: Coverage of CWOs by GSP Training



Source: KSP Statistics

1.45 The high coverage of CWOs is another outstanding accomplishment of the GSP which has been possible due to the adoption of an institutional approach.

Financial resources for GSP

1.46 Details of the total annual budget spent on GSP over the last seven years and break-up of contribution to the funding is provided in the table below –

Table 1.5: Total Spend on GSP

Year	Total Amount Invested on GSP Training		Break-up of Contribution (in %)				
	In INR	In USD	UNICEF		KSP	DWCD	
			In INR	In USD		In INR	In USD
2005	24,50,295	55,689	24,50,295	55,689	-	-	-
2006	26,04,150	57,870	26,04,150	57,870	-	-	-
2007	21,50,850	52,460	21,50,850	52,460	-	-	-
2008	20,61,115	47,933	10,66,750	24,808	-	9,94,365	23,125
2009	27,72,950	57,770	21,72,950	45,270	-	6,00,000	12,500
2010	10,56,250	22,962	10,56,250	22,962	-	-	-
2011	22,68,940	50,421	10,57,000	23,489	-	12,11,940	26,932

Note: Information on expenses is based on GSP program audit reports

Source: KSP Statistics (except for the conversion rates for the USD which is based on prevailing rates during the respective points of time)

1.47 UNICEF has been contributing to the funding of the project since inception. KSP provides the training infrastructure and accounts for expenses incurred by police personnel to participate in the training program. DWCD's contribution of funds towards GSPP has commenced since 2008. The GSPP program is expected to be entirely taken over by the KSP by the end of this year.

Break-up of Expenditure

1.48 The break-up of the annual spend on GSPP by various heads of expenditure is provided in the table below –

Table 1.6: Break-up of GSPP Spending

Break-up of Spending (in %)	Head - wise Spend (in INR)	Year-wise Break-up of Expenses (in INR)				
		2006	2007	2008	2009	2010
Administrative Expenses	3,371,694	9,50,553	9,94,079	8,77,373	5,74,139	8,40,988
Advocacy and Communication	1,59,588	24,763	1,34,825	-	-	-
Bangalore City	4,12,885	1,22,190	1182	36,000	2,12,373	41,140
Capacity Building (TOT)	3,97,826	1,93,419	3,045	2,01,362	-	-
Convergence	60,940	3,696	10,137	41,557	3,250	2,300
District Programs	1223398	289276	934122	-	-	-
Recruitment Level Training	4,48,316	3,65,125	-	46,634	36,557	-
Mid-level Officers Training	2,30,820	-	-	2,27,950	2,870	-
Review and Monitoring	1,124,325	3,596	4,066	27,276	5,79,278	5,10,109
Raichur Protection Plan (DPP)	1,040,667	-	-	9,83,521	48,584	36,022
Revision of Manual	67,088	-	-	-	41,048	26,040
CWO Training	6,35,418	-	-	3,77,609	1,26,643	1,31,166
Special Juvenile Police Unit	1,35,546	-	-	-	-	1,35,546
Total Annual Spend	10,201,409	19,52,618	20,81,456	28,19,282	16,24,742	17,23,311

Note: Information on expenses is based on GSPP program audit reports

Source: KSP Statistics

1.49 The expenses follow the trajectory and methodology of training discussed earlier in the chapter with more emphasis in covering all districts and Bangalore city initially, followed by recruitment level training and later on, the shift to focus districts as reflected in the increase in budget on the protection plans and setting up of Juvenile Police Units. There has been a

decrease in spend during the past two years namely 2009 and 2010 which is attributed to decrease in support by UNICEF and transfer of ownership to KSP.

1.50 It should also be noted that the expenses under CWO and mid-level officers training is fully borne by the DWCD. The DWCD has also shared expenses to some extent under convergence, Raichur Protection Plan, administrative as well as review and monitoring.

1.51 On the whole, an average of around Rs.20 lakhs per year has been spent on the GSPP with an overall well spent amount of nearly a crore of rupees since inception of the GSPP in 2006.

Human Resources for GSPP

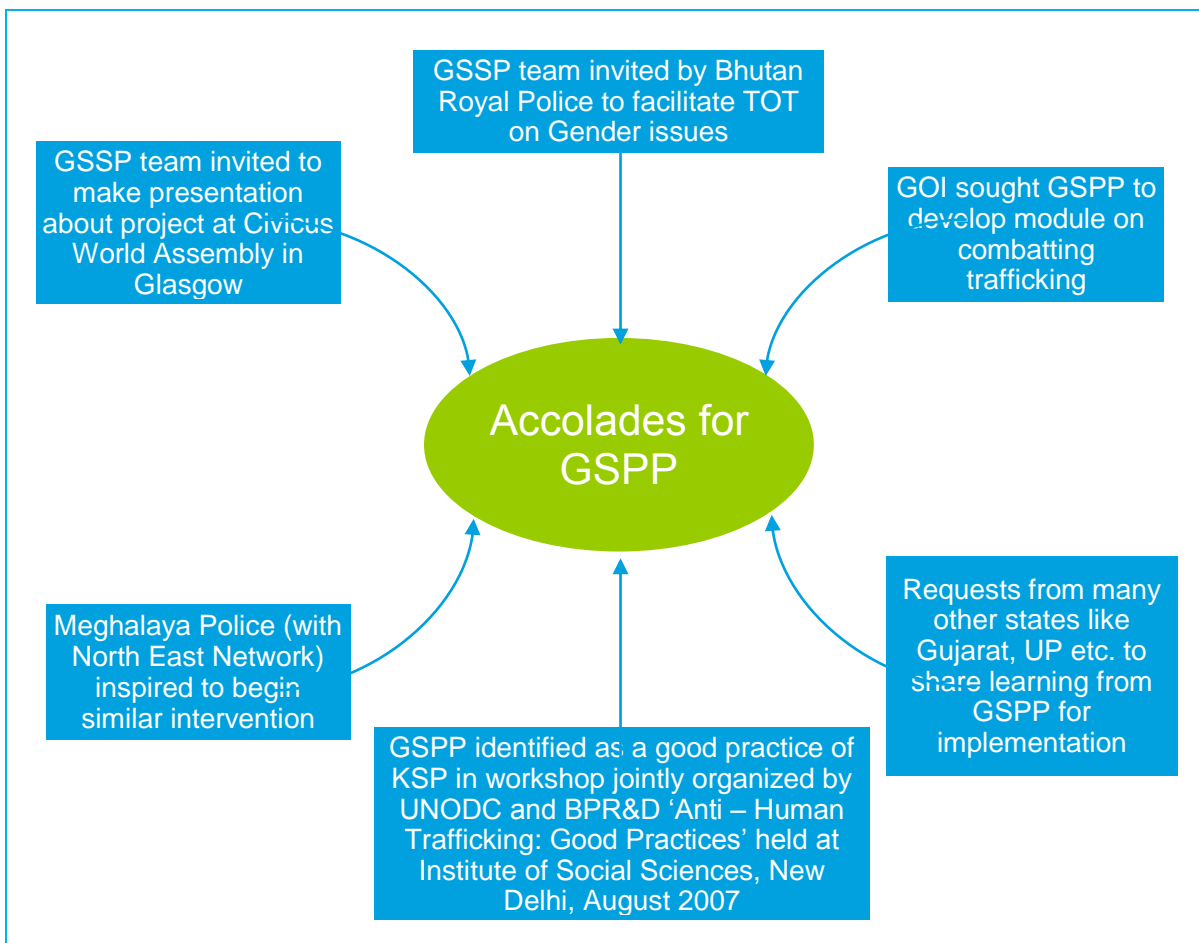
1.52 The analysis by head-of-expenditure reveals only 40% of the expenses is towards administration inclusive of salary and wages. This is mainly on account of the lean human resources structure of GSPP. The GSPP in Karnataka is handled by a team of four resource persons. The entire process of project management, updating the training curriculum, planning the training calendar, organizing training programs, conducting and monitoring the training and its follow-up is handled by this team. The internal peer trainers of the police department and a few external resources are used solely for the purpose of training support. While there is no honorarium involved for the peer trainers, external resources are paid an honorarium of Rs.1000 per session.

1.53 It is commendable that the coverage and achievements of GSPP have been possible by a prudent team of four persons. It is also significant that the core team has been associated with the GSPP project since commencement of training. This augurs well for the continuity and quality of the program. On the flipside, the limited resource could also be viewed as a constraining factor in scaling up and enhancing the reach of the GSPP training. Hence augmenting the team strength will be a focus area for future.

Accolades for GSPP

1.54 The importance of GSPP has been universally recognized and the successes of the program are credited as 'best practice' across diverse forums and echelons. Several of these accolades endowed upon the program are presented in the Exhibit 1.10 below:

Exhibit 1.10: Accolades and Acknowledgements for GSPP



Source: GSPP Records

1.55 Few media report extracts covering the GSPP program are reproduced below:

Police urged to protect rights of women – The Hindu, March 5, 2007, online edition

BELLARY: A three-day workshop for police personnel on gender sensitisation, with a focus on prevention of violence against women and children, began at the District Police Office here on Sunday. Superintendent of Police Arit Paul, who inaugurated the workshop, said that the police were the visible face of the Government, and appealed to them, therefore, to make efforts to ensure that women were not discriminated against and the rights of children were protected.

He said that while there were enough laws to tackle these menaces, what was lacking was the willpower to implement them. "There is need for a change in the attitudes of people, and this change should begin at home," he said.

He urged police personnel to take maximum advantage of the workshop to gain knowledge on laws against exploitation of women and children. He hoped the workshop would help the participants change their attitudes so that they would become more people-friendly.

People-Friendly Police' launched – The Hindu, Monday, Jul 21, 2004, online edition

BELGAUM, JULY 20. A unique programme, "People-Friendly Police", aimed at restoring public faith in the police force, was launched here on Tuesday. The Additional Director-General of Police, Recruitment and Training, Ajaikumar Singh, said the programme was the first of its kind in the Northern Range consisting of six districts. It involved several non-governmental organisations (NGOs).

The police officer said the police personnel should realise that they had to discharge certain responsibilities. "Power should be used to prevent crime and protect the weak," he said.

The programme was essentially a pilot project taken up for the first time in the State with the co-ordination of the UNICEF.

Source: KSP Website

1.56 Given the background and context dealt with so far, the rationale for conducting an Evaluation of the GSPP Initiative is explained in the following section.

Need for Evaluation

1.57 As mentioned earlier, the GSPP training is in the verge of being taken over by the KSP. Having completed nearly a decade, KSP and UNICEF felt that this was an appropriate time for an external evaluation of the GSPP, which will be critical in obtaining feedback on the training as well as document key lessons learnt. The learning's and recommendations that emerge thereon were felt necessary to:

- Provide policy inputs to State governments to optimize and sustain the intervention
- Expand lessons learnt
- Shift focus / strategy, where necessary and
- Improve methodology, where appropriate

1.58 **Deloitte Touché Tohmatsu India Pvt. Ltd. (Deloitte)** was retained by the United Nations Children's Fund (UNICEF) to carry out the '**Evaluation of the Gender Sensitive and People Friendly Police Initiative of the Karnataka State Police**'. This forms the Final Report of the Evaluation.

CHAPTER 2

ASSIGNMENT APPROACH AND METHODOLOGY

2.1 This section details the objective, scope of work, approach and methodology for the assignment. Being the first of its kind, the Gender Sensitization training program has evoked considerable interest within and outside the country as it has been a training process initiated by the police, for the police and with the police personnel being the key stakeholders and prime movers. The evaluation was intended to be **qualitative** in nature.

Scope of Work for the Evaluation

2.2 The key elements of the scope of work is presented below:

Training Content and Methodology	<ul style="list-style-type: none"> • Appropriateness of training curriculum, methodology and approach • Knowledge gained by police personnel on social legislations relating to child protection and gender issues • Awareness about specific action points and procedures on enforcement legislation to be implemented by police on child protection and gender issues
Institutionalization of Knowledge	<ul style="list-style-type: none"> • Demonstration of interest and commitment displayed by state government / Karnataka police on ownership of the training process and steps initiated towards this • Action taken to demonstrate integration of training program on gender sensitization into the institutional mechanisms of Karnataka Police
Effectiveness of Training	<ul style="list-style-type: none"> • Better and more sensitive response shown by police on issues affecting children and women in distress • Feedback from key stakeholders including women and children in contact with police, women's organizations, Child rights NGO's, other functionaries on their perceptions as to whether gender sensitization has brought about change in police behavior on issues related to children and women • Achievement of project objective of the training program, namely creating linkages and more sensitive interface between police and the community • Improvement shown by police in establishing linkages with other concerned departments on issues affecting children and women • Achievement of training program objectives as stated in the project document • Overt benefits and potential areas of opportunity that can be tapped for children and women • Cost benefit analysis of training in terms of results achieved and the number of personnel • Reasonableness of costs for Karnataka Police / state government to absorb in future • Views, response of police personnel to child rights violations as perceived by key stakeholders (NGOs working closely with children in conflict with the law, Child Rights organizations, Women and children organizations,

	media etc.) <ul style="list-style-type: none"> • Proactive action taken by police personnel on issues affecting women and children • Spin-off impact beyond project expectations
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Source: Adapted from UNICEF Request for Proposal (RFP) Document

2.3 In addition, few other aspects that were provided by UNICEF during commencement of the assignment included coverage of :

- Missing Children – response at the police station level
- Implementation of instructions of DG and IG on women and child issues
- Individual initiatives by the police at the district level
- Whether these initiatives are sustained / sustainable
- Implementation of Standing Order No. 920 of DG and IG for community outreach
- Innovative interventions of GSPP team – e.g. roll call, meetings, convergence
- Anti-human trafficking initiative

2.4 The key deliverables for the assignment as specified in the Terms of Reference include:

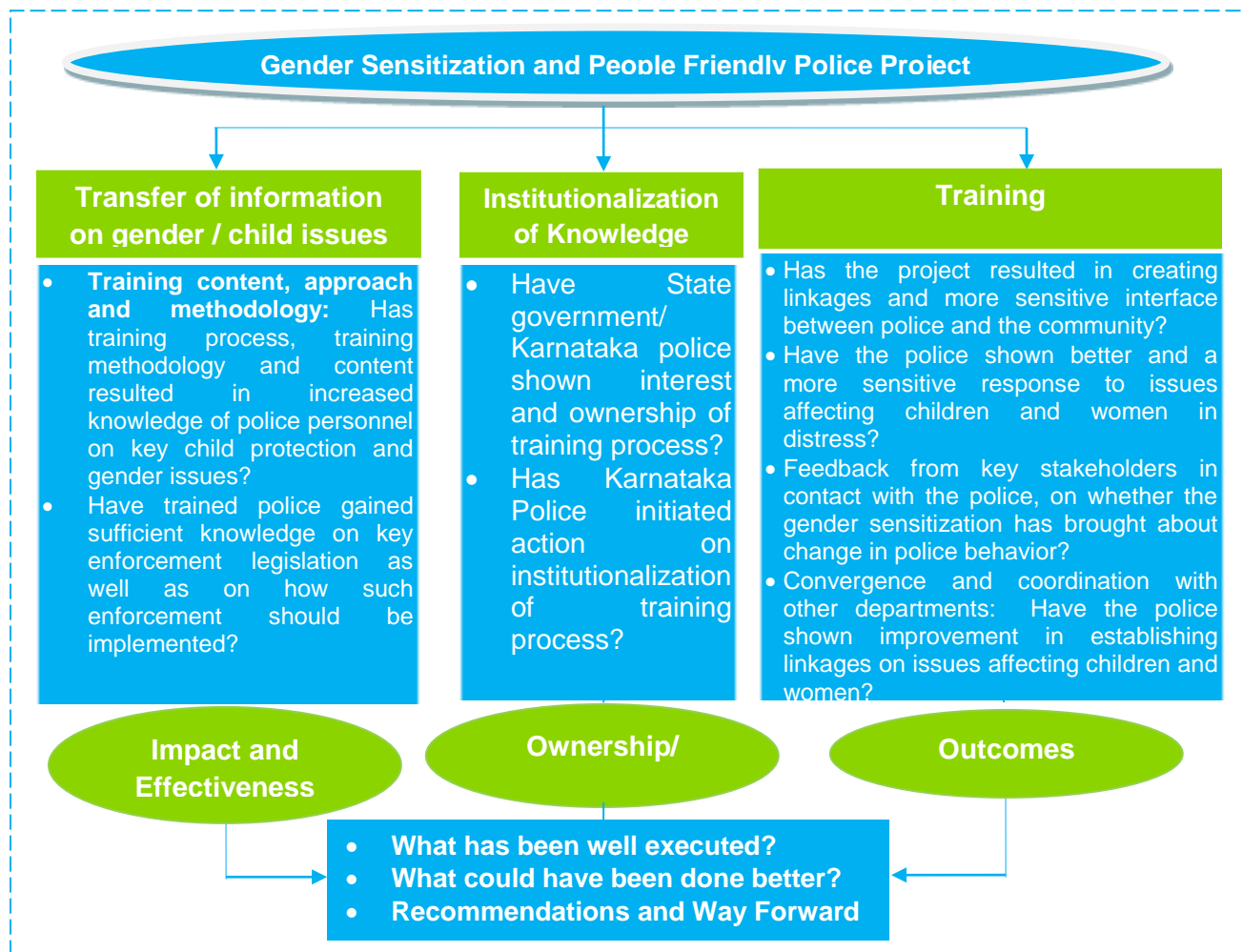
- Inception Report
- Survey Instruments including Questionnaires and Checklists
- Draft Report (this report)
- Final Report

2.5 Our elaborate approach in view of the scope of work detailed above is described in the following section.

Overall Approach to the Assignment

2.6 The conceptual framework of Deloitte’s approach to the assignment seeks to obtain information based on the objectives including the questions raised under the scope of work in the terms of reference. This overall approach is in Exhibit 2.1 below:

Exhibit 2.1: Assignment Approach

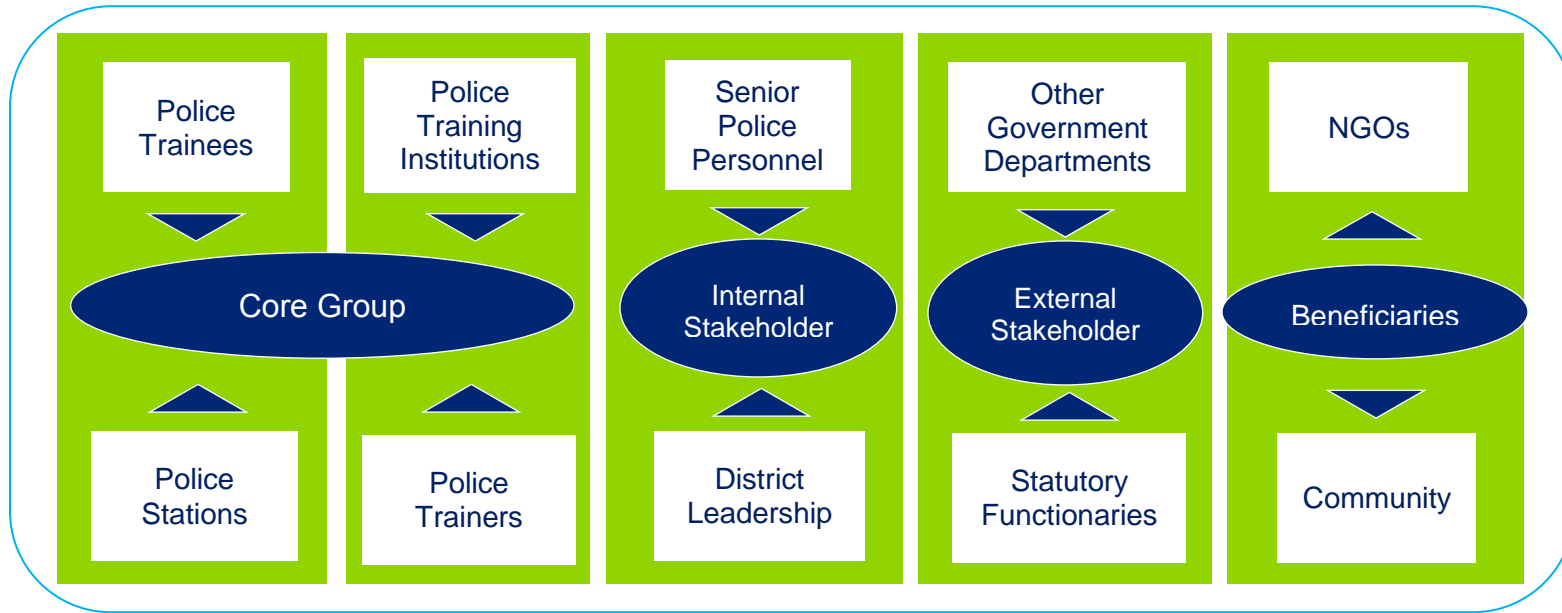


2.7 The methodology for the above approach is detailed in the following.

Assignment Methodology

2.8 The police department and the trainees were central to the GSPP program evaluation. Besides that a variety of internal and external stakeholders and their perceptions were very essential in carrying out a comprehensive evaluation of the program. The assignment methodology ensured coverage of multiple stakeholders involved in the program. The several stakeholders covered as part of the assignment methodology and the primary aspects covered through the meetings is presented in Exhibit 2.2:

Exhibit 2.2: Coverage of Stakeholders



2.9 The mapping of the various stakeholders met and the principal aspects covered under the evaluation is illustrated in the Table below:

Table 2.1: Evaluation Aspects Covered for the Key Stakeholders

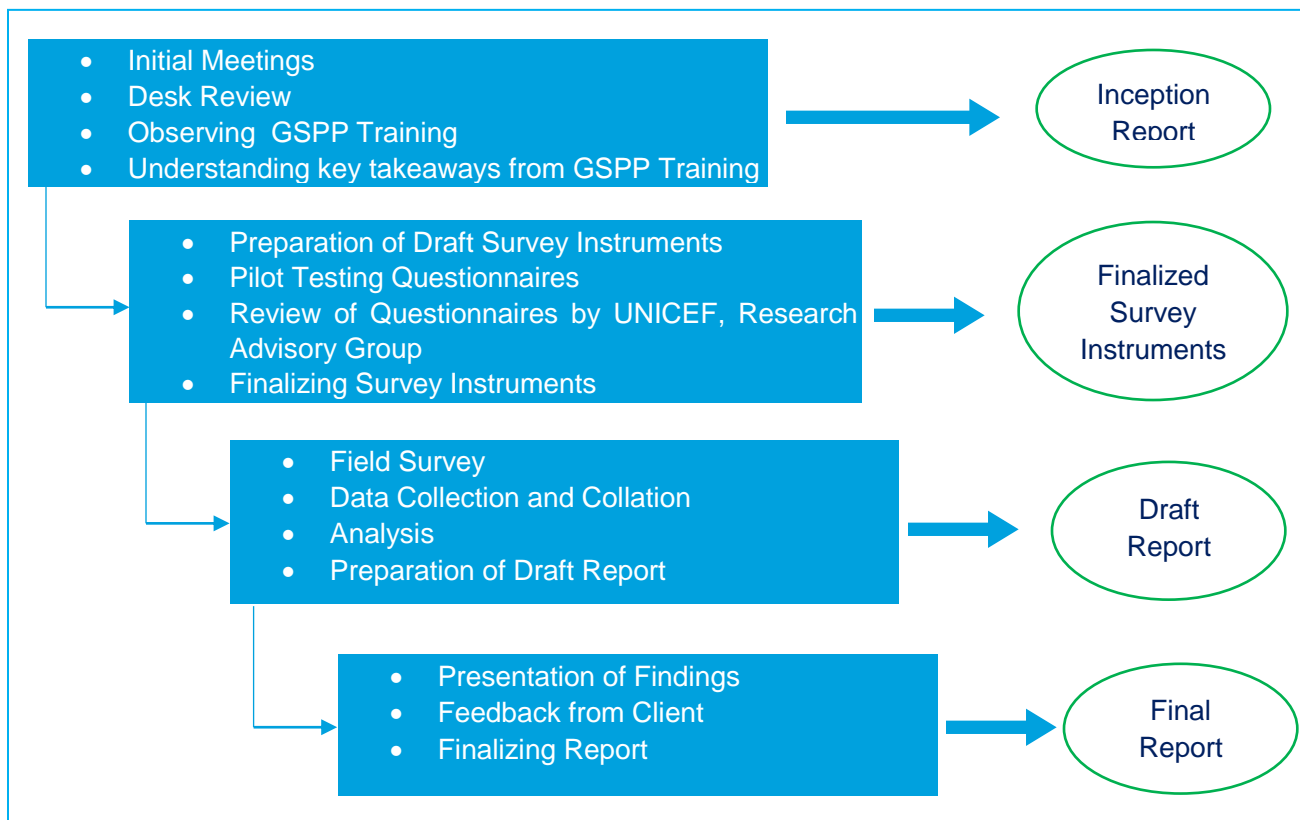
Stakeholders Covered	Information Coverage					
	Genesis, Objectives	Training content, methodology, process	Training Impact – improvement in knowledge, attitude, practices	Institutionalization and Convergence	Benefits of Training	Feedback for improvement
Police Trainees						
Police Trainers						
Police Training Institutions						
Police Stations						
Police Leadership, UNICEF, GSPP Resource Team						
Senior Police Officials						
District Superintendents						
Other Govt. Dept. officials						
Beneficiaries						

2.10 The detailed matrix illustrating the information sought from various stakeholder categories is presented in **Annexure 2.1** to the report. While the stakeholders covered and the evaluation aspects featured in the coverage formed the mainstay of the methodology, various other activities were carried out in a sequence as part of the methodology. These steps in the methodology are explained in the following section.

Schedule of activities for the assignment

2.11 The broad activity sequence for the assignment is provided in Exhibit 2.3 below:

Exhibit 2.3: Activity Sequence for the Assignment



2.12 The principal activities above are described in the next section that follows.

Preparatory Phase (Inception Report)

2.13 The assignment commenced by a first meeting with the Research Advisory Group. Deloitte had detailed discussions with the key stakeholders – UNICEF and KSP Leadership besides the core GSPP team to acquire a thorough orientation to the program. The assignment team carried out a detailed desk research to understand the GSPP program besides reviewing the training material in detail. This was followed with the Deloitte team attending the three day training program to gain hands on experience in participation and understand the content and methodology used for the various modules. Based on this, the team prepared a detailed matrix documenting the key takeaways from the training program. The training program was also used as a means to interact with the trainees, understand their experiences and obtain their feedback. The inception report containing the finalized survey plan was prepared and submitted at this stage.

Preparation of Survey Instruments and finalization

2.14 Based on the understanding of the program Deloitte prepared specific survey instruments for the different categories of stakeholders. A diverse range of instruments including observation tools, structured questionnaires, information checklists, formats for focus group discussions etc. were prepared based on the methodology identified. The draft survey instruments were submitted to the research advisory group, GSPP resource team and UNICEF for their feedback. In parallel, Deloitte also carried out pilot testing of the questionnaires. Based on the inputs the survey instruments for the assignment were finalized. The finalized survey instruments used for the field survey are enclosed as **Annexure 2.2** to the report.

Field Survey

2.15 The field survey was undertaken in four districts of Karnataka –

- Three districts with high intervention and focused training – Koppal, Raichur and Bangalore
- One district with low or negligible focus – Hassan

2.16 A detailed district-wise sampling plan was developed to ensure coverage of various categories of stakeholders. The actual sample covered as part of the assignment is shown in Table 2.2:

Table 2.2: Sample Coverage in the Assignment

Category	Bengaluru	Hassan	Raichur	Koppal	Others	Total
KSP Leadership	2	-	-	-	-	2
Senior Police Officials including SPs of the districts covered	-	1	1	1	7	10
Police Training Institutions	-	-	-	-	4	4
Police Trainers	7					7
GSPP Trained Police Personnel	31	17	26	26	-	100
Untrained Police Personnel	14	21	9	11	-	55
Trainees (pre, post training evaluation)					27	27
Core GSPP Team including former GSPP Project Coordinator					5	5
Other Government Departments, CWC, JJB etc.	3	3	3	2	-	11
NGOs	5	4	4	4	-	16
Community Members (FGD with 10-15 respondents)	1	1	1	1	-	-
TOTAL						~237 + 4 FGDs

2.17 Given that the assignment was meant to be a qualitative review, Deloitte’s proposal envisaged covering only 40 trainees. However, the actual coverage of trained and untrained personnel was **significantly higher** (142 in all with an increase of 115 among the trained and

untrained, in addition to 27 trainees covered under pre and post training evaluation) than what was proposed initially. This was carried out in consideration of advisory groups' view that an increased coverage would help in better understanding of change in knowledge, attitude and practices. In addition, a brief survey was also undertaken during a live training program with the trainees to understand the pre and post training knowledge levels.

2.18 The specific details of the contacts made as part of the assignment is provided as **Annexure 2.3** to the report. The detailed profile of the trained and untrained police covered as part of the evaluation is presented as **Annexure 2.4** to the report.

Analysis and Preparation of Draft Report

2.19 The field survey findings were collated and an in-depth analysis made. Quantitative analyses were undertaken to understand the impact of training in terms of increase in knowledge, change in attitude and improvement in skill and application. Qualitative analyses were used to document the perceptions and feedback on the training. These analyses were used to prepare the draft report.

2.20 During the course of the assignment Deloitte has been in constant touch with UNICEF and also kept them abreast of the assignment progress and findings. Apart from the commencement meeting, interim discussions with UNICEF were held during the:

- Questionnaire finalization
- Commencement of primary survey
- Completion of survey at individual districts and
- Analyses of findings

2.21 This collaborative approach and regular interactions with UNICEF proved valuable in bringing about course corrections where necessary.

Preparation of Final Report

2.22 This final report is submitted after incorporating comments and observations from the Research Advisory Group. It should be noted here that all activities were completed as per schedule, except that the field visits had to be postponed from December 2010 to January 2011 in view of the zilla and taluk elections across the state including in the districts chosen for the field visits. Considering this and the increased sample size the assignment duration was rescheduled in agreement with UNICEF.

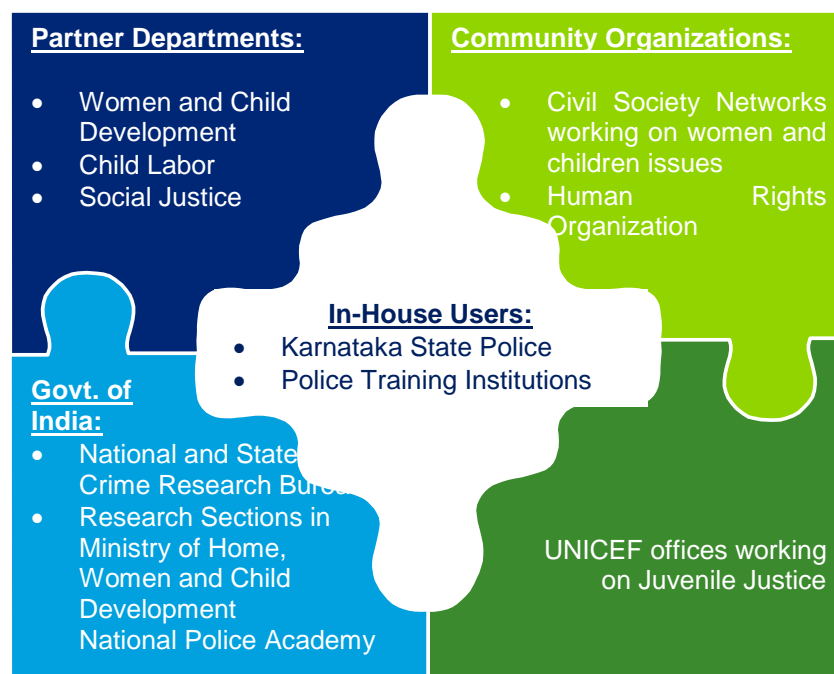
Use of Findings

2.23 The findings are expected to serve **in-house use by Karnataka Police** for improving and optimizing the training curriculum, content and methodology of the Karnataka Police Academy and the Police training schools in the state. The State Resource Group of police

trainers on Child rights issues will be further strengthened with the application of the key recommendations emerging from the assessment. The assessment is also expected to influence policies for women and children and effect enforcement in other states.

2.24 The **National Police Academy (NPA)** is the key training institute for all directly recruited police officers in the country. The findings are expected to help provide a policy input to NPA for IPS officers who are the supervisory cadre for the police personnel in the field. These various likely users of the assessment is elucidated in Exhibit 2.4 below:

Exhibit 2.4: Key Users of Findings



(Source: Adapted from UNICEF, Terms of Reference)

Caveats and Exclusion

2.25 It should be noted that the evaluation design ensured that common evaluation errors have been avoided by ensuring that the methodology factors in –

- Understanding key organizations' (Police, UNICEF) requirements, objectives and expectations as well as the institutional context of the assignment
- Factoring in the longitudinal data by understanding the trajectory and time series data of the training program
- Avoiding over-reliance on key informant interviews and ensuring that responses from all categories of stakeholders have been factored in along with statistical analysis of sample data
- Include a basic cost benefit analysis
- Distinguishing between knowledge, attitude and practices etc. in the analysis of findings

2.26 The assignment evaluation and report needs to be read in the light of the following caveats:

- The assignment was intended to be a qualitative research. Hence the sample drawn for the assignment is not a statistically relevant one but meant to substantiate the findings of the qualitative research, where necessary.
- The assignment is based largely based on field survey and monitoring. Therefore, any qualitative as well as quantitative analysis and evaluation would be subject to and limited by availability of data as well as the articulation, co-operation and participation of the various stakeholders.
- The assignment evaluation has been based on the observation at the sixteen police stations and interactions with the limited number of trained and untrained police personnel and intended to understand the impact on account of the training. Hence, it may not be appropriate to extrapolate the findings across the state but at best use this as an indication of the status of trained personnel
- Reliance shall be placed on the financial statements, documents, books and records made available to Deloitte. Deloitte would not be responsible for the accuracy of the information (including any financial information and statements) provided. Deloitte would consider such information as given.
- Deloitte would not be directly or indirectly responsible for any decision or consequences of any decision, taken on the basis of the study outputs. The responsibility for the final decision would rest solely with the project implementers.

2.27 This chapter forms the approach and methodology of the assignment. This report and its annexures form the final report on the assignment. This final report is structured as follows:

- Chapter 1 : Assignment Background
- Chapter 2 : Assignment Approach and Methodology
- Chapter 3 : Key Findings from the Field
- Chapter 4 : Analyses of Findings
- Chapter 5 : Recommendations and Way Forward

CHAPTER 3

KEY FINDINGS FROM THE FIELD

Overview

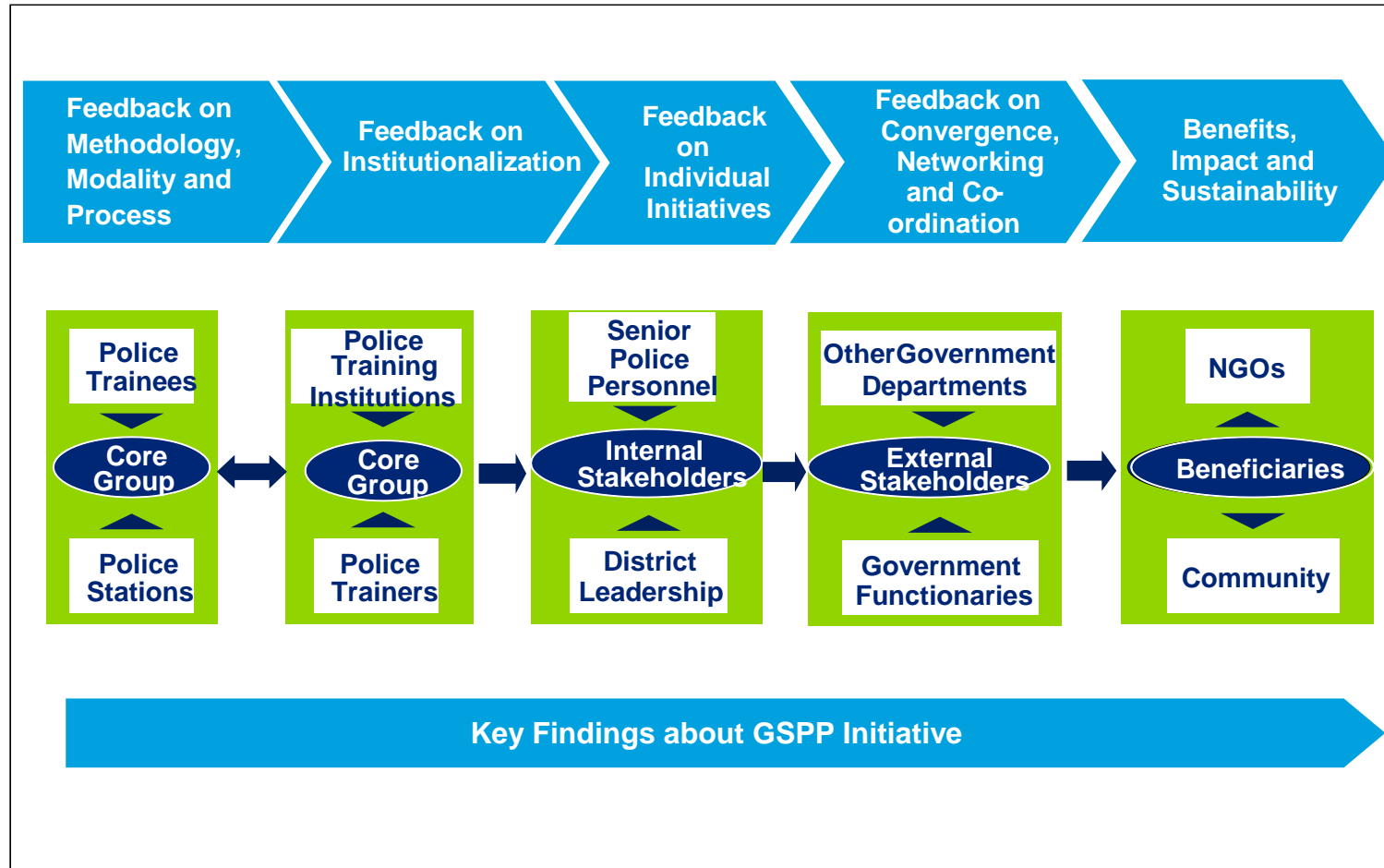
3.1 A critical part of the assignment involved the field survey covering a broad range of stakeholders. The focus of the field survey was to obtain qualitative feedback on several aspects pertaining to the GSPP program. While the GSPP evaluation was expected to be qualitative, certain attributes pertaining to knowledge, attitude and skills were also measured among the police personnel and quantitatively evaluated. However, the focus of this chapter is to present the qualitative feedback from the different participants.

Framework for presenting findings

3.2 Central to the GSPP training are the police personnel – the trainees and by means of them, the police stations. The training resource team and the training institutions are two key components of the training program. The internal and external stakeholders act as influencing factors on the training program and process. The beneficiaries – NGOs and community members sense the impact of the training and its outcome which reflects the end result of the training program. All these stakeholders were covered as part of the field survey and the framework for presenting the field level findings captured from various stakeholders is illustrated in Exhibit 3.1:

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Exhibit 3.1: Framework for presenting Findings from Stakeholders



3.3 The nature of responses elicited from each category of stakeholders is presented in Table 3.1:

Table 3.1: Type of Feedback / Responses from Stakeholders

Stakeholder Findings	Feedback / responses on				
	GSPP Training	Institutionalization	Individual Initiatives	Networking and convergence	Impact, benefits, sustainability
Police Trainees	√		√	√	√
Police Stations		√	√	√	√
Police Training Institutions	√	√			√
Police Trainers	√				√
Senior Police Personnel	√	√		√	√
District Leadership	√	√	√	√	√
Other government departments				√	√
Government functionaries				√	√
NGOs					√
Community					√

3.4 The responses are detailed in the sections below:

(This space is intentionally left blank)

Section I: Findings from Police Personnel

3.5 The evaluation team interacted with 155 police personnel comprising both trained and untrained personnel. Besides checking the impact on knowledge, attitude and practices, detailed discussions were held on their perceptions about the GSPP program, experiences, feedback and areas for improvement. This section presents the responses of the trained police personnel on the GSPP program.

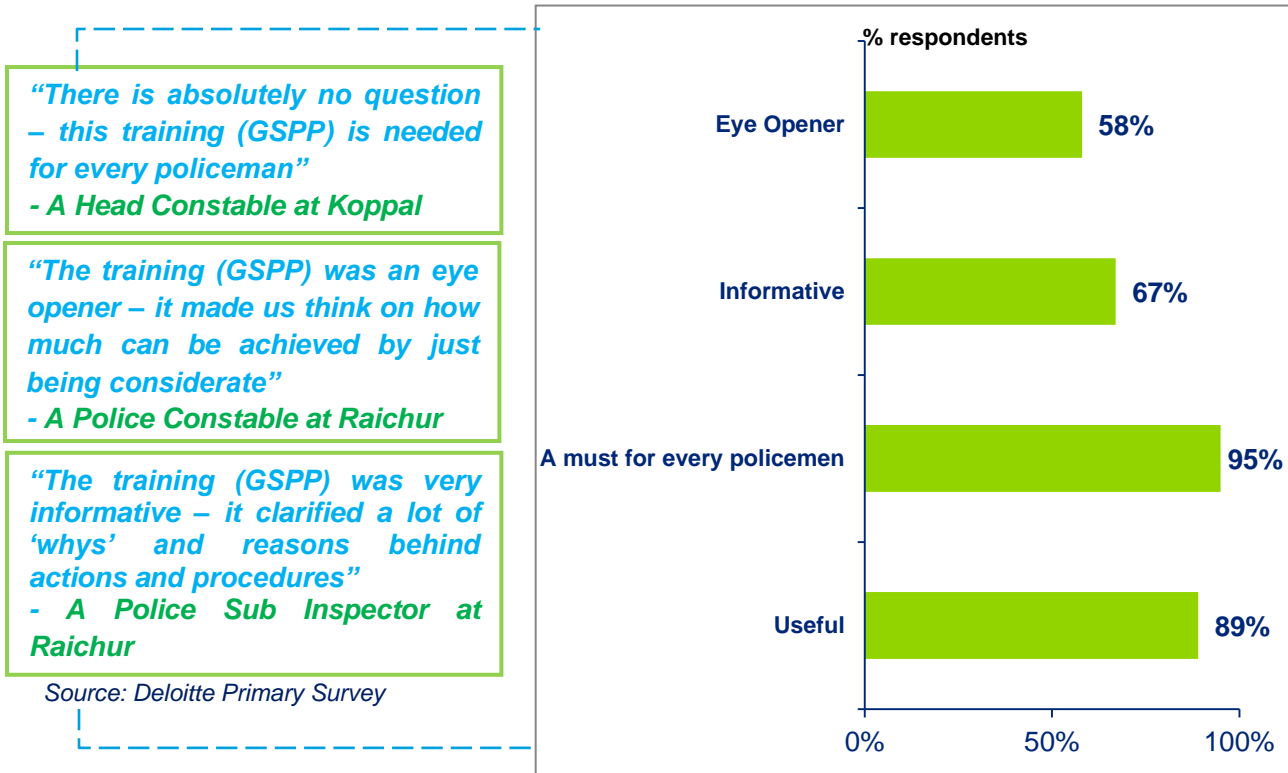
3.6 An average police personnel is subject to a high level of multi-tasking and therefore works under pressure. Their work-life balance is skewed with more than 40% working at an average of 13-16 hours per day (*Source: Research undertaken by Public Affairs Centre, Bangalore as part of their publication A Mirror to the Police*). There are many situations that warrant a policeman to prolong his job round the clock without a respite. The research further revealed that 64% of the policemen worked all seven days a week without their routine weekly day off, with the number touching an alarming 96% at senior levels. Vacancy across the department and limited recruitment leading to shortage of manpower was seen as prime cause for most of the issues. Besides, this extreme physical and mental stress also forms a part and parcel of their work. In addition, the police system is also not “performance based” and hence clearly what differentiates people are their personal drive and motivation.

3.7 Under these circumstances, quite a few policemen tend to view their participation in training programs as a waste of time. In other cases, they tend to look at training programs as an opportunity for “**time-off**” from their pressure packed routine without caring too much about the objective or purpose of the training program. In line with this behavior, nearly 30% of the trained personnel were candid to admit that when they were nominated to attend the GSPP training they thought of it as “another one of those training programs”. However some of the policemen who had heard about the GSPP training from their colleagues looked forward towards participating in the program.

“What makes me look forward to attending training is that I can sit under the fan for three days, get good food and go back home on time.” – A police trainee

3.8 The unanimous and spontaneous feedback about the GSPP training among the trained police personnel was that it was “**Extremely Useful**”. The overall feedback on the GSPP training program is presented in the Exhibit below –

Exhibit 3.2: Feedback on the GSPP Training



3.9 The reaction from the trainees during the post training evaluation conducted by the evaluation team also reflected this positive trend:

“The unanimous positive feedback about the training is the best endorsement for the GSPP. Not a single person interacted with during the training questioned the need for or relevance of the training program. The importance of the training was accepted beyond doubt.”

3.10 Of all the respondents surveyed only two persons mentioned that the training program was boring and one person only mentioned that it was a waste of time.

3.11 The trained police personnel were also asked to provide their scores on a scale of 1-10 (10 being the highest score) on various aspects related to the GSPP training program. The average score awarded by the respondents is provided in the Exhibit below –

Exhibit 3.3: Feedback on various aspects of training



A	Max Possible Score	E	Quality of Trainers
B	Relevance of Content	F	Learning Materials
C	Comprehensiveness	G	Training Duration
D	Training methodology	H	Batch Size

Source: Deloitte Primary Survey

3.12 The trained police personnel were **extremely satisfied** with the relevance of the GSPP training and its comprehensiveness which is evident by the high scores. The **training methodology and quality of trainers** were seen as **key differentiating factors** for the training program. Respondents acknowledged the **caliber of the trainers as well as their command of the subject matter**. In addition, the **passion** with which they handled the sessions left a great impact on the trainees and made their buy-in easier.

Training Duration

3.13 Respondents were also **highly satisfied with other operational aspects** including the training venue, batch size, seating facilities, food etc. However, most of the respondents felt that the **duration of the training** (three days in most cases but for training institutions where it is four days) was **grossly inadequate** for the volume of information that is being covered in the training. While they were appreciative of the amount of information that they perceive of value, they felt that packing all this information over the duration of three days tends to be an **“information overload.”** This led to problems in retention of knowledge. There was an earnest request for:

- increasing the duration of the GSPP training
- enhancing the frequency of the training

- supplement the one-time program with refresher training

Training Materials

3.14 Besides the duration, another area where the respondents provided their opinions was on the learning materials provided at the training. The respondents appreciated that the material was comprehensive but felt it was too bulky and elaborate which hampered frequent reference. Some of the Acts / legislations were also in English. In addition, while the training material focused elaborately on the legislations, applicable sections etc. the emphasis could have been more on practical aspects such as procedures which would help the policemen in their day to day dealings. The respondents felt that a **concise “ready reckoner”** capturing critical learning, like for instance, the procedures to be followed under each legislation could be very useful in implementing the learning.

Learning from the training

3.15 Respondents mentioned numerous exceptional learning from the training:

- Interestingly, more than the legislations and sections, sessions covering “Gender and Power relations” as well as “Police Behavior and Public Perception” were found to be very distinctive and challenging. Some mentioned that these sessions served as an eye-opener as to how they can improve upon their behavior in their professional as well as personal life.
- Many respondents have acknowledged that the greatest learning for them was the manner in treatment of women and children when they approached the police station. Since a number of child related legislations have been amended in the recent past, trainees acknowledged that they learnt much about procedures for handling children and child related cases. This was specifically expressed in the context of the newer legislations such as ITPA, JJ Act etc.
- Another interesting fact mentioned by respondents was that this training also covered the whys and reasons behind many of the social problems concerning women and children. This helped them appreciate the issues facing women and children in a better manner.

3.16 The broad responses across districts are presented in the table below:

Table 5.2: Key Learning from the GSPP Training

Particulars	Bangalore	Koppal	Raichur	Hassan
Key Learning from the GSPP training	<ul style="list-style-type: none"> • How to behave with women at police station • Change in thinking about women and children • How to respect and treat women (CSW) with dignity • Possibility of convergence with other government departments • Knowledge about departments to contact for implementing various acts • Procedures for handling women and child related cases • Treat women and children with respect – generally and at police station • JJ Act • Counseling 	<ul style="list-style-type: none"> • Immediacy of filing FIRs • Legal Awareness • Child Rights • Child Labor and Child Marriage • Importance of Counseling • Complexity in child abuse • JJ Act • Procedures for various legislations • Importance of positive attitude 	<ul style="list-style-type: none"> • Treat women with respect • Children in need of care and protection • PNDD Act • Social consciousness • Police behavior in relation to his / her home environment • Police behavior with public • Treat women and child related cases with respect and importance • How to handle CSWs under ITP Act 	<ul style="list-style-type: none"> • Women and children issues • DV Act • Existence and role of CWOs • How to handle children in conflict with law • Possibility of working together with NGOs
Implementing what they learnt at training	>90% of respondents			
Constraints in implementing learning	<ul style="list-style-type: none"> • Political influence / interference • Lack of support from 	<ul style="list-style-type: none"> • Retention of knowledge • Lack of support from 	<ul style="list-style-type: none"> • Retention of Knowledge • Lack of support from 	<ul style="list-style-type: none"> • Lack of awareness about GSPP among many police staff

Particulars	Bangalore	Koppal	Raichur	Hassan
	seniors • Work Pressure	other departments	other departments • Lack of support of Labor Department	• Retention of Knowledge • Lack of awareness and priority among senior officers
Support Required	<ul style="list-style-type: none"> • Support from senior officers – this was mentioned by more than 90% of respondents • Help and co-operation from colleagues • Circular from leadership about key takeaways from GSPP training for all police stations to establish importance • Orienting other departments through GSPP training • Support of SHO 	<ul style="list-style-type: none"> • More training • Support of Senior officers • Simple Reference material for procedures • Sharing of experiences where they have implemented learning • Experience sharing in CWO review meeting • Training all staff • CDPO Support 	<ul style="list-style-type: none"> • Share examples of handling similar cases • Support from other departments • Guidance from Senior Officers • Refresher training 	<ul style="list-style-type: none"> • Regular Training • Improving systems • Circular, order from Police Leadership

3.17 The fact that over 90% of the respondents claim that they implemented what they learnt at the training is a significant achievement for the GSPP training as well as the outcome. Some of the insights mentioned by the respondents are presented below:

“I used to think that as a policeman, only if I sit in a certain manner, it would benefit my position. I have learnt about the impact of positive body language from the training”

“We (police) used to look at women coming to police station with such contempt as if they were the accused and would immediately discount what they were saying. But now I have started looking at women related cases more seriously.

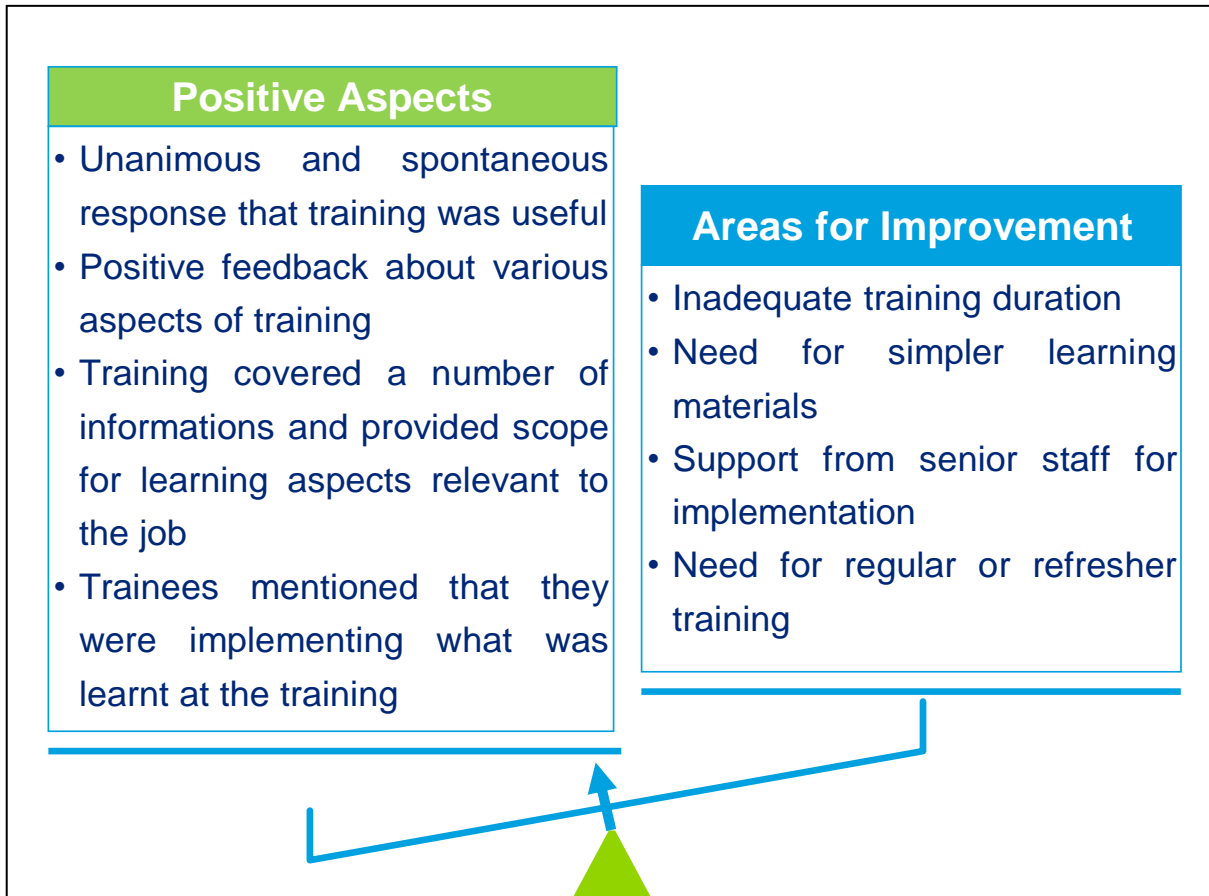
“The peer trainers were from the police department and one of us. When we could see that they were able to implement so much, it was a big motivating factor for us. It gave us the confidence that if they could do, so can we!”

“The training provides us with a lot of knowledge. However, without practical experience (if we don't get to handle cases in that area) we tend to forget what we learn. Sharing experiences of how other people in our area have successfully handled such cases will be extremely useful for us.”

3.18 In addition, the KSP Leadership was also interested in understanding the perceptions of the police personnel (trained and untrained) on various aspects relating to the value system and their personal experiences and reactions with respect to violence against women and children. The key findings on the Value System of police personnel are presented as **Annexure 3.1** to the report.

3.19 Thus the summary of findings from the discussions with the police trainees is provided below –

Exhibit 3.4: Summary of Feedback from Police Trainees



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Section II: Observations at the Police Stations

3.20 As part of the evaluation, the Deloitte team visited four police stations in each of the four districts covered (mix of three districts with high focused intervention and one non-focus district). A combination of city, town and rural police stations were covered. The names of the police stations covered as part of the evaluation is provided in Table 3.3:

Table 3.3: Police Stations Covered in the Evaluation

Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> ▪ Upparpet ▪ Bharathi Nagar ▪ Yeshwantpur ▪ Ashok Nagar 	<ul style="list-style-type: none"> ▪ Alavandi ▪ Koppal ▪ Kukkanur ▪ Karatagi 	<ul style="list-style-type: none"> ▪ Idapanoor ▪ Sardar Bazar ▪ Kavithal ▪ Gabbur 	<ul style="list-style-type: none"> ▪ Holenarasipura ▪ Arakalgud ▪ Hassan City ▪ Sakaleshwara

3.21 As discussed earlier in greater detail, the GSPP team developed a SPARC checklist for assessing the extent to which police stations are people friendly, as a result of the GSPP training. This checklist was adapted for the purpose of the evaluation.

3.22 The coverage at the police station involved synthesis of observations, personal discussions and desk research. The evaluation team –

- Observed a choice of aspects relating to the structural, infrastructural and people friendly characteristics of the police station
- Held discussions with the police inspector / sub inspector, the station writer, the CWO, the computer operator and a mix of trained and untrained police personnel
- Conducted desk review at police stations on:
 - Crime statistics
 - Trend in cases relating to violence against women and children
 - Filing of FIRs, quality of FIRs
 - Registers maintenance - SHD, beat registers, special registers maintained for cases pertaining to women and children, registers maintained by CWOs etc.

3.23 The key findings at the police stations visited as well as differences across districts is presented in Table 3.4:

Table 3.4: Summary of Observations at Police Stations (PS)

Assessment Parameter : STRUCTURE			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> • At least three police have undergone GSPP training in all stations • CWOs are in position (except in one PS due to recent retirement) • Crime charts reflect women and children cases in two PS • Senior CWO in position and reviewing cases in few locations only 	<ul style="list-style-type: none"> • At least three police have undergone GSPP training in all stations • CWOs are in position (except in one PS due to recent retirement) • Crime charts reflect women and children cases in three PS • Senior CWO played very active role in reviewing cases 	<ul style="list-style-type: none"> • Very few untrained police personnel at the stations. More than three trained personnel in all the PS • CWOs in position in all the PS • Crime charts reflect women and children cases in all stations • Sr. CWO in position; moderate focus on review 	<ul style="list-style-type: none"> • Very few trained police personnel; in one police station there were no trained persons. • CWOs in position in all PS but role not as active as in the other districts • Crime charts reflect women and children cases in all stations • Sr. CWO in place but review of cases not happening
<ul style="list-style-type: none"> • <i>On account of Raichur and Koppal being focus districts for the GSPP intervention and by virtue of the increased coverage in Bangalore, the number of trained staff at every police station is high, as against Hassan where most of the trainees have been covered through training schools</i> • <i>Raichur has almost 80-90% of the police covered by the GSPP training at the police stations. The consultations among the police in dealing cases was a regular aspect and this made it very difficult to distinguish between the trained and untrained</i> • <i>While CWOs are in position in all districts, their understanding of their role and responsibilities as well as their initiative in handling women and child related cases, reporting to the Senior CWO, maintaining records, convergence, individual initiatives relating to women and children, participation of CWOs in outreach activities etc. is much higher at Koppal and Raichur and moderate in Bangalore; However, it has not taken off to this extent at Hassan. A PI (DCIB) has been nominated as Sr.CWO in Hassan. With the extreme pressure on his investigative duties he is not in a position to focus on his job as Sr. CWO.</i> • <i>Availability of women police personnel an issue in all the districts. Where available they have been trained and designated as appropriate</i> 			

Assessment Parameter : PROCEDURES			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> • Help desk is not available and in one PS it is available for children only • Separate women and children register maintained in one PS • Monthly review of cases made in two PS • FIR copy is provided • Vulnerability mapping done by two PS 	<ul style="list-style-type: none"> • Help desk is available • Separate women and children register maintained in three PS • Monthly review of cases made in three PS • FIR copy provided and in one PS details are maintained in a register with signatures of recipients • Vulnerability mapping done by two PS 	<ul style="list-style-type: none"> • Help desk available in all PS; separate enclosure in two PS for women complainats • Separate women and children register maintained in three PS • Monthly review of cases made in all PS • FIR copy provided in all PS • Vulnerability mapping done in all PS 	<ul style="list-style-type: none"> • Separate helpdesk is not available • Separate women and children register is not maintained in any of the PS • Monthly review of cases made in all PS • FIR copy provided in all PS • Vulnerability mapping not done in any of the PS
<ul style="list-style-type: none"> • Availability of help desks, display of posters pertaining to child rights, violence against women and children are available in all police stations in Koppal and Raichur; It is moderate in Bangalore and no such arrangements were observed in Hassan • Practice of maintaining separate registers for women and child related cases as well as carrying out “Vulnerability Mapping Exercise” is not prevalent in Hassan as against other districts where this is practiced • FIR copies have been issued uniformly in all the police stations surveyed and in many cases, record of the same was also maintained in the registers (this is significant and should be seen in light of the research conducted by Public Affairs Centre where 94% of the police men indicated that they issued FIR while 34% of the public mentioned that they have not received FIR). • Besides FIR, Hassan also had the practice of issuing NCRs i.e. receipt or acknowledgements for Non Cognizable offences. This was unique to Hassan and was not seen in other districts. • In some police stations in Koppal and Raichur, records of cases handled without filing FIRs were made in a separate notebook. However, in other cases, it was mentioned that the Senior officers did not permit them to make a record of it in the SHD • While monthly review of cases by DSP is carried out in all districts, emphasis on cases pertaining to women and children is made in Raichur and Koppal. • Status of cases against children is regularly updated and also reviewed by Senior CWO in Koppal and three SJPU in Bangalore. However this is not practiced in Hassan and Raichur. 			

* Vulnerability Mapping Exercise – a process undertaken to identify areas and communities of people especially women and children prone to abuse and exploitation such as trafficking for labor child marriage, school drop-outs etc.

3.24 A few pictures on the crime records and help desks maintained at the police stations visited are appended to this report. A summary of positive instances on the assessment parameter of structures and procedures as quoted by the police are compiled below:

“In the GSPP training they asked us to make an entry of cases especially DV cases dealt with without FIR – through counseling etc. as it can become supporting evidence, later. However, our Senior Officers ask us not to enter such records”

Koppal Town Police Station

“The Help Desk for Women and Children has been set up right at the entrance of the police station which gives the women a feel that they are not actually going inside the police station and makes them more comfortable”

Kavithal Police Station, Raichur

“I do not get any details about cases pertaining to women and children from the police stations. I read the newspaper and then have to contact individual police stations and ask them for details.”

Senior Child Welfare officer – PI (DCIB), Hassan District

“We focus on maintaining excellent records of even Non cognizable offences. NCRs (receipts) are given for such complaints. This also captures instances where women have approached the police station, what the problem was, solution offered etc.”

Arkalgudu Police Station, Hassan District

“Earlier our documentation never focused specifically on cases pertaining to women and children. But now our crime chart, monthly crime record etc. specifically covers various aspects of crime against women and children including DV, Dowry, Molestation, Rape, Missing Person (women, children) etc. Doing this has also helped us in knowing the trend and identifying problem areas. For instance, we have now realized that most DV cases are coming from a particular community settlement and we are focusing that in our beat and outreach programs”

Koppal Town Police Station

“Designating CWOs / Women and Child Protection Officers in every police station has made a big difference in importance given to cases against women and children. More than anyone else, these officers ensure that they treat complainants with respect. Complainants also find them more approachable”

Idapanoor Police Station, Raichur

Assessment Parameter : ATTITUDE			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> • Courteous treatment provided to women and children • Few case studies provided on individual initiatives by trained police and CWO • Change in overall outlook – handling women and children issues as priority 	<ul style="list-style-type: none"> • Courteous treatment provided to women and children including separate space, medical aid, if required • Several case studies of positive individual initiatives by trained police personnel and CWO • Change in overall outlook – handling women and children issues as priority 	<ul style="list-style-type: none"> • Courteous treatment provided to women and children • Several case studies pertaining to individual initiatives mentioned in all the police stations • Change in overall outlook – handling women and children issues as priority 	<ul style="list-style-type: none"> • Courteous treatment provided to women and children • Very few individual initiatives mentioned • Handling women and children issues still does not feature in the priority areas of focus as yet
<ul style="list-style-type: none"> • <i>Definite change in the way women and children are treated at all the police stations visited. This was also observed in instances where we could see women interacting with the police at the station. This was also echoed through our discussions with the NGOs and community.</i> • <i>Nearly 98% of the trained police and 87% of the untrained police interacted with also acknowledged that there is a significant difference in the way police treat women now in comparison to five years earlier</i> • <i>Innumerable external factors such as change in societal attitude, improvement in education levels, increased awareness among women, role of SHGs and NGOs and internal factors like increase in the number of educated people in the police force, focus by senior officers, departmental focus etc. were quoted as influencing attitudinal change</i> • <i>Over and above all these, the GSPP training was also seen as an important factor for bringing about this change. This was expressed during the discussions as well as in the questionnaire survey where 58% of the trained people in Bangalore, 65% in Koppal and 78% in Raichur have mentioned GSPP training as an important factor for bringing about this change.</i> • <i>A variety of individual initiatives have been taken up by the trained police personnel in Koppal and Raichur and to some extent in Bangalore. However this was not seen much in the case of Hassan. The intense focus of the program in Raichur (for a longer period) and Koppal (albeit a shorter period) have ensured that there have been many instances of positive interventions for the case of women and children which is a significant achievement. There is a need for increased coverage to translate individual initiatives to change into a system level behavior</i> 			

3.25 A summary of positive instances on the assessment parameter of procedures as quoted by the police personnel are compiled below:

At Shivnagar camp, a father molested his daughter. The son (brother) was enraged and killed the father. The police arrested the boy but found that he was less than 18 years old. The boy was produced to CWC before 6 PM on the same day. He was later released on bail in accordance with JJ Act.

Kavithal PS, Raichur

A local goonda engaged children for work at cotton farms. He did not refrain from this practice despite warnings. The police knew he would get away easily if he was booked only under Child Labour Act. So alongside they also booked him under Goonda Act because he was also violent to the children. The children were rescued. The beat constable also took initiative of counseling the parents on the importance of education and against child labor.

- Idapanoor PS, Raichur

The PSI attended GSPP training and was very convinced by the objective. He has also taken initiative to do so much more research on these topics and train the staff at his police station on the various aspects relating to violence against women and children. His collection of information was a virtual knowledge repository.

Mr. Mallikarjun Badu, PSI, Kavithal PS, Raichur

SPANDANA (Vanitha Sahayavani Helpline and legal support center for counseling) – A successful intervention for violence against women at Hassan

Spandana was established in 2002 through the active involvement of the then SP. Currently it is manned by two women – a HC and an ASI (who was to become a SI shortly). People across the district are generally aware of the existence of Spandana and conscious effort by the District Police leadership to create and promote awareness of Spandana has also helped. In 2010, almost 260 cases were handled by Spandana directly or were directed to Spandana through the SP. Very few referrals came from the police stations. Spandana reported that they have been highly successful in solving domestic violence issue through counseling. Even follow-up of the cases by them revealed that the outcomes of the counseling have been successful. They have also resolved cases requiring legal intervention like divorce, child custody, property rights etc. The learning from this initiative is worth emulating in other districts where the helpline is not working as well.

Assessment Parameter : RESOURCES			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> All personnel trained on JJ, DV and ITP Act; Designated CWO trained in two PS and yet to be trained in the remaining two PS GSPP training material and resource compendium available at all the police stations Details regarding resource persons for training outreach was not available in two police stations covered; in one it was mentioned that the ACP’s office is in the same campus and hence they would obtain this information from him 	<ul style="list-style-type: none"> All trained / designated personnel undergone training on JJ, DV and ITP Act in all PS GSPP training material and resource compendium available at all the police stations Details regarding resource persons for training, outreach etc. were not available at police station. They would get necessary information from the GSPP team 	<ul style="list-style-type: none"> All trained designated personnel undergone training in JJ, DV and ITP Act in all PS GSPP training material and resource compendium was available at all the police stations While details regarding resource persons for outreach, training etc. was available at one police station, in other three, they would get necessary information from the GSPP team 	<ul style="list-style-type: none"> Relevant trainings not undertaken GSPP training material and resource compendium was not available Details regarding resource persons for training, outreach etc. was not available at police station
<ul style="list-style-type: none"> <i>There was visible difference in the extent of knowledge, familiarity with procedures relating to these acts especially JJ Act between Bangalore, Koppal, Raichur and Hassan</i> <i>In Bangalore, Koppal and Raichur, the police personnel themselves had much experience in dealing with DV cases; there was no filing of FIR involved in these cases and they had to be sorted through referring to CDPO, counselor, CBOs etc. However in Hassan, such cases mostly approached SPANDANA (helpline and counseling center) directly. So many police stations did not have experience on this count.</i> <i>Trained as well as untrained police (through knowledge from trained police) knew the existence of and role and procedures relating to referring cases to CWC, JJB, and CDPO etc. This was observed across all the police stations in Koppal and Raichur. However this was not the case in Hassan. While they were still following procedures, their familiarity was much lower. The limited number of cases pertaining to women and children in Bangalore makes it difficult to comment on the same,</i> <i>The GSPP resource team at Bangalore, Koppal and Raichur were considered as “resource persons” and used by the police stations for their interactions, programs etc.</i> 			

Assessment Parameter : CONVERGENCE			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> All PS have linkages with CWC, JJB and helplines Two PS have linkages with NGOs; linkages exist with government institutions in all PS All PS participating in outreach activities 	<ul style="list-style-type: none"> All PS have linkages with CWC, JJB, and helplines and interact with them on a regular basis. Contact details are available in two PS; linkages exist with government institutions in all PS Three PS have linkages with NGOs All PS participating in outreach activities 	<ul style="list-style-type: none"> All PS have linkages with CWC, JJB, helplines but tend to interact through GSPP co-coordinator than directly Though aware of NGOs lack of quality NGOs limit scope for linkages Outstanding work demonstrated in four PS on outreach activities 	<ul style="list-style-type: none"> No established linkages with CWC, JJB Limited networking with NGOs While outreach activities are carried out, it is more at a generic level
<ul style="list-style-type: none"> <i>The renewed vigor and circular for implementing Standing Order 920 has really provided an impetus for various outreach activities.</i> <i>Across the four districts, the outreach program, beat system, beat registers, mohalla meetings, open houses etc. were held fairly regularly. While the vigor of this is more in the rural districts, it is a little constrained in Bangalore. Bangalore being a metropolis also makes it difficult for them to conduct Mohalla meetings etc. Open Houses and school outreach are more prominent in Bangalore</i> <i>While the community outreach program was followed in all the districts, it is in the focus intervention districts and the trained police personnel who saw it as an opportunity to focus on violence against women and children. Various initiatives in this regard have been observed in Raichur outreach programs; community outreach programs are yet to be carried out in Koppal</i> <i>The beat system has really helped in making the policemen a familiar face in the area and also more approachable for women and children</i> <i>Thus these efforts have helped in making the police a more people friendly face. But the trained personnel have been able to channelize these efforts in a better manner for women and children related areas</i> <i>Convergence with NGOs is seen at a much higher level at Bangalore. However in some cases, owing to the extreme work pressure, there is also a tendency of over reliance on NGOs</i> <i>The convergence with other departments with respect to addressing women and child related issues and networking has been significantly better in the focus districts than Hassan. However, the convergence with NGOs has happened to a limited extent only. Lack of credible NGOs was quoted as the reason especially at Raichur.</i> 			

3.26 A summary of positive instances on the assessment parameter of convergence as quoted by the police are compiled below:

<p><i>On every Thursday, the PSI and a few other officers allocate time for discussion with school children. The beat police conduct Jana Sampark Sabhya, on a monthly basis at each village where women and children issues are discussed, in the presence of all villagers. This open house discussion has helped build a rapport between the police and people</i> Idapanoor PS</p>	<p><i>Police have informal chats with kids during beats, through which they get to know about various illegal activities going on in the village. [“Kids see us as friends”</i> Idapanoor PS, Raichur</p>
<p><i>The Crime Prevention Week / Month is used as an occasion to build bridges with the community. After the training we have started focusing more on gender and child related aspects. The debate topics chosen for colleges are concurrent issues facing women and children.</i> Kavithal PS, Raichur</p>	<p><i>We use Open Houses to talk about a lot of pertinent issues relating to children. With smaller children we talk about importance of education, child rights, child labour etc. With teenage children we talk about child marriage, drugs etc. We could identify and prevent three such child marriage cases (by counseling parents) due to the open houses</i> Gabbur Police Station, Raichur</p>

3.27 Some pictures reflecting involvement of the Karatagi PS in Koppal on ‘Open House’ programs conducted for school children and community outreach programs conducted are appended to this report.

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Assessment Parameter : Trend in FIRs, Cases pertaining to Women and Children			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> No specific trend observed in number of cases pertaining to women and children. Given the large coverage and population however, the number of cases filed seemed lower - <ul style="list-style-type: none"> One of the PS is located in a commercial area and hence no scope for many domestic cases; while prostitution is prevalent no such cases were observed in the records In one station data was not shared quoting the need for police inspector's permission and his non-availability 	<ul style="list-style-type: none"> No significant trend observed in number of cases pertaining to women and children 	<ul style="list-style-type: none"> No significant trend observed in number of cases pertaining to women and children 	<ul style="list-style-type: none"> Increasing trend observed in overall number of cases as well as cases filed against women and children
<ul style="list-style-type: none"> <i>Hassan district fares much higher on the development indices including literacy, HDI etc. than Koppal and Raichur. The better awareness of the people coupled with the FIR Cell as well as emphasis for filing FIRs given by the SP has led to a large number of FIRs being filed there. In addition, some of the police stations visited by the team e.g. Arkalgud were also in the trouble prone areas. In the same area, there was mention of Konnanuru Police Station where annually ~500 – 600 FIRs are filed (despite it being a rural PS) with a high preponderance of cases of violence against women especially rape and molestation cases.</i> <i>However many police stations mentioned that after the training the number of cases filed relating to cases of crime against women and children especially missing children etc. have increased and they have never turned down a case without filing FIR</i> <i>Details of overall trends in cases as well as cases against women and children are enclosed as Annexure 3.2 to the report</i> 			

Assessment Parameter : Quality of FIRs, Handling of Cases			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> Quality of FIRs were in line with expectations but shared in one police station only Typical cases handled pertain to DV, dowry and ITPA; in one PS two dowry cases were resolved through compromise Cases under child labor and child marriage could not be observed at all On the whole the number of cases themselves are lower or were not shared in detail 	<ul style="list-style-type: none"> Quality of FIRs were in line with expectations All cases pertaining to DV, DP, missing children JJ etc. handled appropriately with procedures being followed Very less exposure to filing of cases under ITPA, Child Labor Child Marriage etc. Procedures relating to JJ followed systematically Police stations handled most cases independently but clarified doubts with the GSPP coordinators Consult trained GSPP colleagues, CWO for filing women and child related cases 	<ul style="list-style-type: none"> Quality of FIRs were in line with expectations All cases pertaining to DV, DP, missing children JJ etc. handled appropriately with procedures being followed Very less exposure to filing of cases under ITPA, Child Labor (despite huge problem of child labor in the district), Child Marriage etc. Procedures relating to JJ followed extremely well Very active role played by GSPP coordinator - Police stations handled most cases pertaining to women and children with the support of the GSPP coordinator Consult trained GSPP colleagues, CWO for filing women and child related cases 	<ul style="list-style-type: none"> Quality of FIRs in line with expectations All cases pertaining to DV, DP, missing children etc. handled appropriately with procedures being followed Not too much familiarity with JJ Act and related procedures Dependence on PSI or senior officers for filing appropriate sections
<ul style="list-style-type: none"> <i>DV Act – Use of multiple sections is seen in all the districts with most procedures followed. However entry in SHD of cases which are resolved without filing FIRs is observed sparingly in Koppal and Raichur; it is captured through NCR in Hassan</i> <i>Referral of cases to CDPO for counseling under DV Act / police counseling is seen in Bangalore, Koppal and Raichur. In Hassan there are very few instances of police stations referring cases for counseling. Most cases either directly contact or are referred by SP to SPANDANA.</i> <i>DP Act – Sec 3&4 of DP Act was used also in combination with 498 A. FIR is reflective of all procedures. Dying Declaration is also seen in few instances (where applicable)</i> 			

Assessment Parameter : Quality of FIRs, Handling of Cases			
Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> • Few cases of ITPA seen - however records still classify the cases under SIT Act; in quite a few instances, the CSW was made the witness (learning credited to GSPP training). However in some instances, cases were also registered on the CSW. In a few cases the PS mentioned that this was done erroneously before training. • Handling of procedures for children in need of care and protection and children in conflict with law is well understood and followed. However application of JJ Act for other cases, for instance, rape of a minor girl etc. was not done. No records could be seen on follow up action for kidnapped / molested / rape victims especially, if they were minors. No coordination is observed with CWC, NGOs • Not many instances of JJ Act or children being sent to CWC or JJB is seen in Hassan in comparison to Koppal, Raichur and Bangalore, where many such instances were observed • Missing Children complaints have been registered in all police stations Earlier missing children complaints were not taken seriously but now police, further to SC / HC directions, register complaints on missing children (unless the parents ask them otherwise before filing complaints). Classification of missing children (boys, girls), status of the case (traced / untraced), change of status if it was kidnapping, rape etc. has been carried out. However, while there are provisions in the reports to capture the reasons behind the missing children complaints, in most cases the reason was mentioned as “others”. Linking of missing children to kidnapping and trafficking has also not been seen • No record of Child Marriage or Child Labor cases seen at the PS. However many instances quoted in Koppal and Raichur where police have been part of raids to prevent child marriage (with DWCD) and Child Labor (with Dept. of Labor). The police however mentioned that after the GSPP training they have realized that this is an area where they can focus • Knowledge on Sec 8b of ITPA has improved significantly after training and police are aware of how to treat the CSW 			

3.28 A summary of positive qualitative responses on the assessment parameter of convergence and handling of cases are compiled below:

Documentation of minutes and signatures of participants are taken for campaign meetings held before mass marriages. Such meetings are conducted eight days prior to the mass marriages

Kukkanur PS, Koppal

Though the JJ act was enacted in 2005, the police station used to charge sheet against children below 18 years of age, until they were trained. Now minors are not charge sheeted

Gabbur PS, Raichur

Around 60 children were engaged in cotton farms across 10 villages in Raichur. Whenever the police went on beat, the children were kept hidden. This continued despite counseling the landlords and parents. The PS informed UNICEF (GSPP team) and a raid was planned. The landlords and parents were warned against this practice and released.

Idapanoor PS, Raichur

Women complainants are given a seat and politely inquired. Three types of action are taken on domestic violence issues - counseling, legal action and reconciliation

Karatagi PS, Koppal

Gender Sensitization training helped in addressing female infanticide issue in Mandya. Learning from GSPP was used to educate people as to how girl children are equally capable

PSI, Holenarasipura, Hassan

The PSI attended the GSPP training and learnt about filing DIR (Domestic Incidence Report) for DV cases. While the form is still not widely in circulation, he took the initiative to download it, trained his personnel on the same and actually used it for filing a DV case. The report was comprehensively filled by CWO with the guidance of the PSI

Kavithal PS, Raichur

Earlier we used to dismiss women who came to complain of domestic violence. We would even ridicule the woman. Now we are conscious and actually place all the options in front of the woman.

Koppal Town PS

While the police are aware of the procedures and rules regarding JJ Act, the magistrate is not. In one case, he insisted on charge sheeting a minor boy.

Koppal Town PS

The Senior CWO in Raichur mentioned involvement in one case pertaining to a juvenile. In this case the juvenile was detained under custody of the police. He pointed out to his senior officer that this is not acceptable under JJ Act and secured release of the juvenile.

Raichur

Earlier we were filing cases against children and would even beat them. Now we are conscious of not handcuffing / beating children. We are mindful of how to handle them, verify their age and differentiate between serious and non-serious offences

Gabbur PS, Raichur

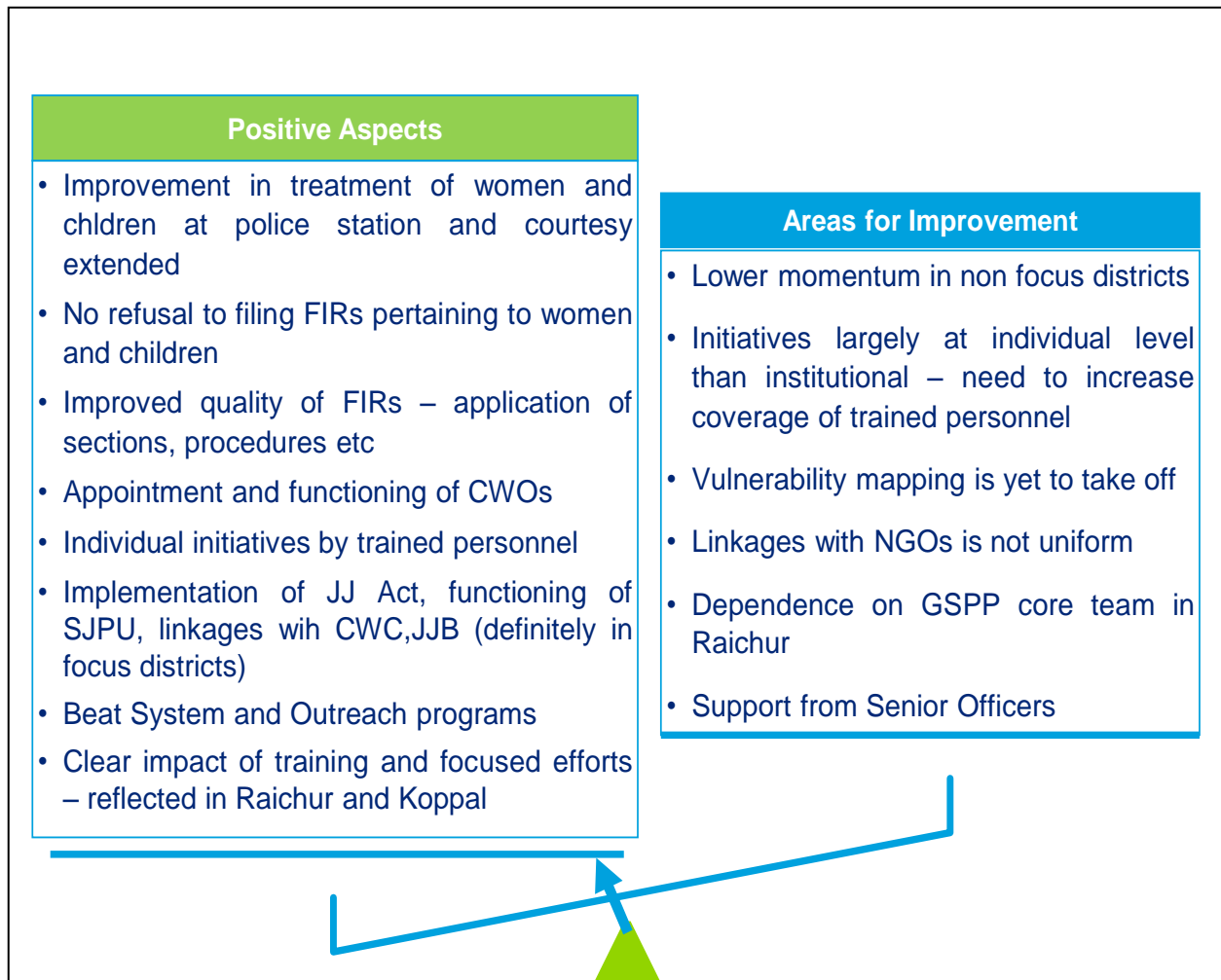
3.29 The police also mentioned certain constraints in carrying out learning gained from GSPP. These are presented in the following:

- *A CWO in Raichur mentioned that he is able to focus on women and children cases during leisure time only as work pressure was mentioned to be higher.*
- *Police personnel in a PS in Raichur were not aware of NGOs. Child victims are referred to Bala Mandir but the infrastructure in this institution is mentioned to be very poor that some children tend to run away*
- *There is not much co-operation from the Department of Labour especially when informed about child Labour cases. This is especially high in child labour prone districts like Koppal and Raichur. A high degree of corruption was also mentioned in the department which allows people booked under child labour to be let off easily. The police expressed that once let off, the offenders taunt the police*
- *Need for sensitizing senior police officers as in most cases they seem to be the constraining factor for the trained police to focus on women issues as they do not perceive it to be priority.*

Summary

3.30 The overall summary of findings from the observations at the police stations is provided below –

Exhibit 3.5: Summary of Feedback on observations at Police Stations



Section III - Responses from Police Trainers and Training Institutions

3.31 There are four existing police training institutions in the State. These institutions offer regular training to the police personnel. GSPP training has been added as a component in the training offered to the police personnel and hence these training institutes were covered under the assessment.

3.32 The police trainers or ‘peer trainers’ have been identified from within the police system. Potential trainers were invited voluntarily from across the state. Based on the “Training of Trainers” module, policemen with passion, drive, keenness, knowledge of the subject, confidence and communication skills were identified as trainers. Fifteen such trainers were active when the evaluation was on.

3.33 It should be noted that the police trainers are not offered any honorarium for being a trainer and tend to undertake this in addition to their routine duties. They participate and conduct GSPP training along with the four core GSPP trainers. While they have independently handled modules, they are yet to independently manage a complete training program.

3.34 The core trainers and peer trainers also participate in the training programs undertaken at the police training institutions. The feedback provided by the peer trainers as well as the police training institutions is provided in the table below -

Table 3.5: Key Feedback from Police Trainers and Training Institutions

Particulars	Feedback from Police Trainers	Feedback from Police Training Institutions
Background	<ul style="list-style-type: none"> Almost all trainers were either graduates or post-graduates with specialization in teaching and opted for training out of their own interest 	<ul style="list-style-type: none"> GSPP training is provided in the Police Training School as part of all training
Nature and extent of involvement with GSPP	<ul style="list-style-type: none"> Almost all trainers were PCs and have been conducting training for a minimum of one year or more with majority having handled more than 20 sessions on GSPP 	<ul style="list-style-type: none"> GSPP training is offered as part of basic (52 weeks) and refresher (10-15 days) courses offered by the Karnataka Police Academy for four days In a year, 15 such courses are conducted
Training Content	<ul style="list-style-type: none"> The trainers expressed that there was a comprehensive coverage of contemporary issues relevant to women and children This was also reflected in the feedback they received on their sessions which were found to be very informative and interesting by the trainees Some of the trainers expressed that the extent of content that was covered in three days was very difficult for the trainees to absorb completely The trainers felt that the sessions on Gender and Power Relations and Police Behavior and Public Perception could be emphasized upon as this was totally new and served as an eye opener to the police 	<ul style="list-style-type: none"> Overall there were no major concerns expressed on the training content and methodology. Few improvisations suggested are: <ul style="list-style-type: none"> Since it was not possible to change attitudes through a single training session, it was felt that this aspect needed constant reiteration Training could cover relevant aspects of women psychology for better understanding of the plights of women
Training Methodology	<ul style="list-style-type: none"> It was felt that though there were participatory exercises and techniques, the training was still largely classroom oriented. Experience sharing and more real life examples and case studies were suggested The learning materials for both the trainers and trainees were mentioned to be very bulky and did not facilitate easy reference. A simpler reference material and that too in the local language was preferred 	<ul style="list-style-type: none"> The training is class room oriented. More exposure through live cases in the field could be planned. Experience sharing was felt necessary to make the message more acceptable and believable
Processes and Procedures	<ul style="list-style-type: none"> All trainers have been conducting sessions as planned by the GSPP and no issues were faced in processes and procedures Most of them mentioned lack of cooperation from higher 	<ul style="list-style-type: none"> There were no difficulties or constraints faced so far in organizing GSPP training at the institutes

Particulars	Feedback from Police Trainers	Feedback from Police Training Institutions
	<p>officials when they try organizing training sessions on their own initiative; however a few such sessions have been held at Mysore, Mangalore etc. It was also mentioned that higher officials do not consider their suggestions</p> <ul style="list-style-type: none"> • Another constraint faced by many was their senior officers releasing them from daily duties to participate in the training. While this was not faced by trainers located in the focus districts, others in Bangalore or where the senior officials were not oriented on GSPP faced this problem. This actually limited the participation of some trainers 	
<p>Benefits and Impact of GSPP Training</p>	<ul style="list-style-type: none"> • The trainers expressed that the trainees unanimously felt that the GSPP training was useful; The had not heard any negative feedback about the training which they felt was the best endorsement for the program • There was unanimous response in acknowledging improvement in knowledge, quality of FIRs, registering and recording women and children cases • The trainers agreed uniformly the change in attitude is very challenging and takes time. But positive signals were definitely seen after the training. Younger personnel were more amenable to change • A distinct change was seen between the trained and untrained as untrained are still perceived to be rude and the trained were more proactive in their approach • Based on their interaction with police whom they trained the constraints in implementation seemed to be <ul style="list-style-type: none"> ○ Lack of support from Senior officers ○ Retention of Knowledge ○ Simpler reference material for procedures 	<ul style="list-style-type: none"> • There was mixed response on the overall perception of GSPP – while the current director of KPA felt that it was a good program it was not seen as an outstanding course. However the former Director of KPA perceived that though receptiveness to GSPP was initially resistant, it has turned out to be a good project • The Principal at the training school perceived that the training has become a successful one, as against his initial belief • The overall feedback from the trainees, the fact that they found the training informative and useful also helped in changing the initial mindset against the program • GSPP training seems to have a greater impact in the refresher courses offered by the institute rather than the induction program • It was suggested that the GSPP training should be offered as part of induction and later after the new recruits have completed one-two years of service so that they appreciate the content in a better manner and that it would serve as a refresher training as well
<p>Institutionalization and networking</p>	<ul style="list-style-type: none"> • The GSPP has played a beneficial role in promoting coordination with other departments and NGOs which has been helpful in resolving cases, leading to a ‘win-win’ 	<p>The training has appeared to have become institutionalized as it is offered as part of all training programs. Some views on this aspect were:</p>

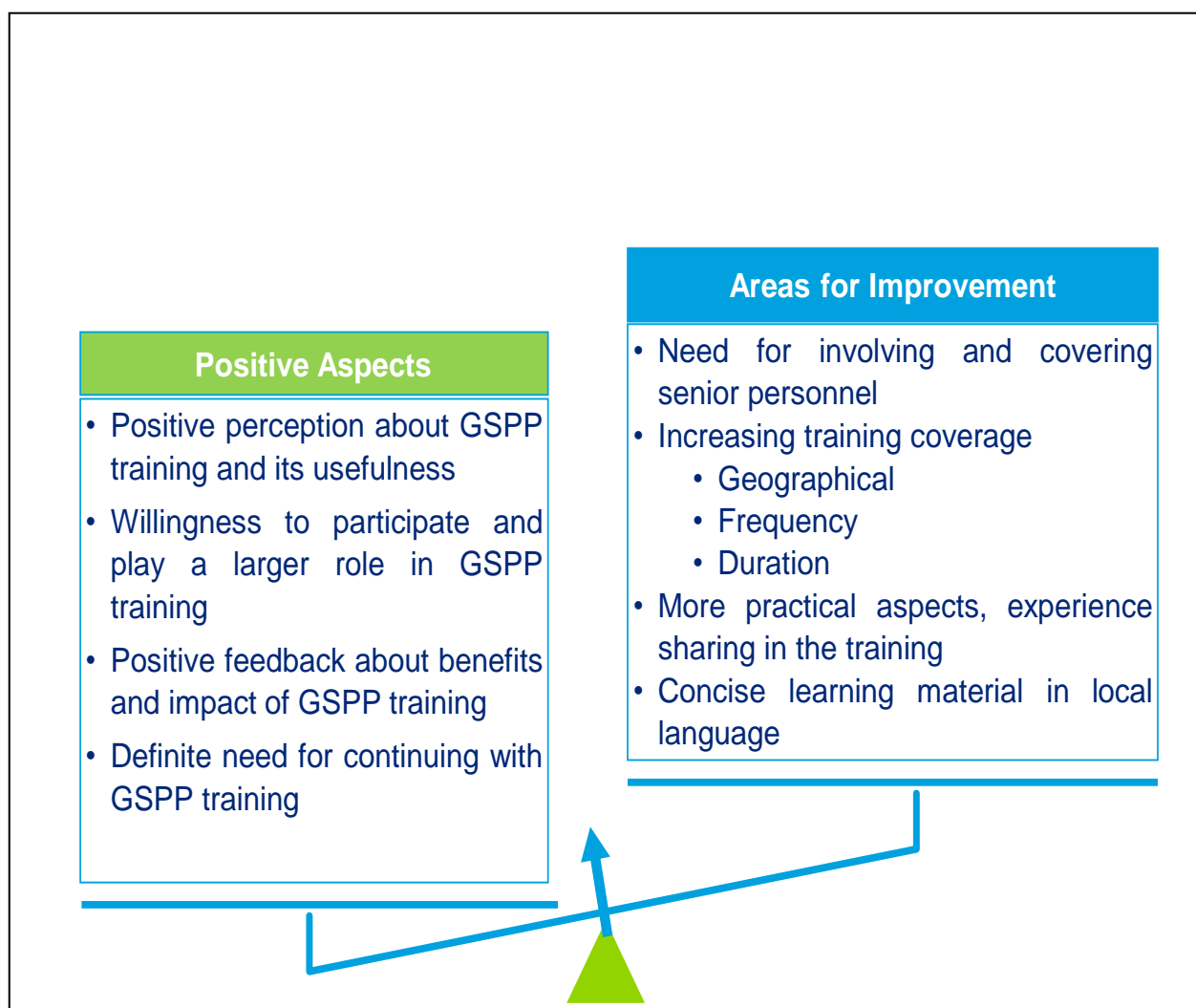
Particulars	Feedback from Police Trainers	Feedback from Police Training Institutions
	<p>situation</p> <ul style="list-style-type: none"> • Coverage of SJPU, CWC, JJB and NGOs by the GSPP training was seen as a means of improving convergence 	<ul style="list-style-type: none"> • GSPP is a very well structured but is a 'primary focused' program. The time has come to shift the focus to the higher cadre officers • Other allied departments (DWCD, labor, judiciary etc.) also need to be trained, so that the efforts of GSPP are fruitful
<p style="text-align: center;">Future involvement and suggestions on sustainability</p>	<ul style="list-style-type: none"> • The interest evinced by the trainers on future involvement in the program was unanimous and unquestionable • Some suggestions made on this aspect were: <ul style="list-style-type: none"> ▪ Refresher training every six months ▪ Increase in frequency of training ▪ Coverage of entire state ▪ Have a training team for each sector / range ▪ Promotion of group learning among trainers ▪ Trainers to report directly to nodal officers ▪ More autonomy to the CWOs at PS ▪ Budget for trainers to conduct training 	<ul style="list-style-type: none"> • The institutes are open and supportive for offering GSPP training to its cadre in future • There is scope for increasing training sessions and participation of the faculty as trainers • Support required is in terms of inducting eminent persons to deliver gender sensitization sessions, particularly for higher officials • A special training session for SPs where along with core trainers external experts could also conduct sessions. It was expressed that training SPs and their buy in for implementing the learning's and supporting the program in their district will give momentum

Summary

3.35 In summary the police trainers are keen to be involved in the training and are satisfied with the content, methodology and its impact. Their key requirements appear to be support from higher officials and need for learning materials and brochures summarizing key facts and statistics.

3.36 The training institutes have come to accept GSPP as a component of the training considering its importance and need and the fact that it has been well received among the trainees. They are also interested in extending full support to this program in the future. The conclusion from the findings in training institutes and police trainers is in Exhibit 3.6:

Exhibit 3.6: Summary of Feedback from Police Trainers / Training Institutions



Section IV - Responses from Senior Police Personnel / District Police Leadership

Senior Police Personnel

3.37 As part of the evaluation, a few senior police personnel were met with. Some of the personnel either had a brief association with GSPP or had taken some proactive initiative for the cause of women and children. Given this, it was felt important to obtain their perceptions and feedback and obtain their suggestions as well regarding the program. Their feedback is summarized and presented in Table 3.6:

Table 3.6: Feedback from Senior Police Personnel

Particulars	Feedback from Senior Police Personnel
Awareness about GSPP	All officers were aware of GSPP. However, but for one or two officials, the awareness seemed to be very basic
Extent and nature of involvement	Except few officers, none have been directly involved with GSPP training or has participated in the entire training.
Perceptions about the concept and need	All the senior personnel were unanimous in accepting the need for such training and the importance of the training. The overall feedback was that this was a very “necessary” training for the police personnel to bring about a change in behavior
Feedback on training content, methodology	<ul style="list-style-type: none"> • All the senior officers met had very positive feedback on the training content and methodology. • It was mentioned that the topics and modules covered under the training were contemporary and relevant to the fervent issues pertaining to women and children • Only some officials had observed the actual conduct of the training. They felt that the core trainers of GSPP were extremely capable and competent and passionate about the topics which made a great impact on the sessions. • However some were of the opinion that while the “peer trainer” concept of police trainers were good, they were not of the same caliber as the core trainers. They still needed the support and participation of core trainers. Further they were not in a position to organize or conduct training programs at the district level. The senior police personnel felt that this could be due to lack of support from the district leadership as well as lack of seriousness and conviction among peer trainers to conduct such sessions. • Some suggestions with respect to the training content and methodology included - <ul style="list-style-type: none"> ○ Latest rulings of Supreme Court must be included to ensure content is comprehensive and concurrent ○ The training could be made more interesting and participatory and new components which police personnel do not have awareness earlier on, could be inducted ○ Refresher courses must be conducted on JJ Act for every six months with more focus on case studies ○ Provide more clarity on the difference between serious and non-serious offences in property thefts; more clarity on

Particulars	Feedback from Senior Police Personnel
<p>Individual initiatives for women and children (either on account of GSPP / otherwise)</p>	<p>disposal of stolen property is also required</p> <ul style="list-style-type: none"> • Former SP of Belgaum had organized community outreach programs through voluntary interest arising out of personal experiences. The details are provided as a case study at the end of this table • A unique initiative began by the Bidar district SP is the establishment of ‘helpline’ for women’s issues. This follows after observation of such a program in Hassan when the officer was under probation with the SP. The details are provided as a case study at the end of this table • The SP of Haveri district has initiated systematic training coverage of all police personnel at sub divisions through peer trainers • Mohalla committee meetings are being held in naxal affected areas; the police has collected data on total women in such areas with names which has aided in retention of school drop-outs (Haveri district) • The District Women Cell established six years earlier is maintaining a database of missing cases among women and children since 2007 (Haveri district)
<p>Benefits / Impact of GSPP</p>	<ul style="list-style-type: none"> • All senior officers were unanimous in acknowledging the positive impact of GSPP training on the trained policemen • They mentioned that all participants they interacted with provided positive feedback about the training (which they added was quite surprising since the police were normally critical of many training programs) • They felt that the training had led to an overall improvement in the way police treated women who approached the police station and the seriousness with which they handled such cases • They felt that the training had resulted in increased cases registration and provided awareness on procedures for dealing with the cases. • It was perceived that the trained police have been a positive influence on untrained police and discuss procedures with respect to such cases • However it was felt that the current impact of the training is limited to where more trained personnel are present. While there have been positive changes these seemed to be concentrated where focused training is happening. • It was expressed that all districts are free to organize GSPP training nothing in the department moves without a S.O (Standing Order). Therefore, the training coverage has to be scaled up considerably across the state to escalate its impact
<p>Areas / Suggestions for improvements</p>	<ul style="list-style-type: none"> • It was felt that the lower cadre of police was exposed to various training such as HR, HIV etc. A typical police station gets continuous requests for nominating personnel for training. Typically, those personnel who do not perform well are sent to training while the good personnel are retained at the PS itself to attend to their work. Such nominated personnel also tend to be less educated and on the verge of retirement and hence are not motivated to apply the skills learnt. Hence training these non-performing personnel do not produce much impact; Therefore, GSPP training should focus on: <ul style="list-style-type: none"> ○ those personnel who are inclined towards such issues ○ Personnel with relevant qualifications (MSW, B.Ed., etc.)

Particulars	Feedback from Senior Police Personnel
	<ul style="list-style-type: none"> ○ interested personnel ○ younger personnel ● Training of this nature especially involving attitudinal change cannot be a one-time affair. Hence, periodic re-sensitization was felt important. While the main training could be conducted by the core trainers, refresher training could be handled by the peer trainers. Refresher training for every two - three years is essential ● One of the main focus area for the program needs to be on conducting more ToTs and developing a good quality of peer trainers which was felt important for increasing the scale and coverage of the program as well as its sustainability ● Another important aspect was felt to be the need for better utilization of the peer trainers. A clear mandate needs to be drawn for peer trainers and they also need to be given responsibility for conducting training programs in their districts. Constant refresher training was also felt important for trainers ● A database of trainers need to be developed and circulated to all District SPs ● An important aspect for program sustainability was the need for inducting and sensitizing District SPs to the importance of this program. Standing order for conducting GSPP training in the district as well as allowing the peer trainers to conduct training was suggested ● Regular follow-up and monitoring of GSPP training as well as an evaluation of the training outcomes was felt essential ● Staffing every police station with one - two women police officers (instead of establishment of Mahila PS) and training them on GSPP was stated to be important ● More emphasis on newer aspects in the training program viz. counseling, police behavior and public perception

3.38 The unique initiatives commenced by two Senior Police Personnel interacted with are presented below:

The officer's mother had to undergo child marriage but that did not deter her from being progressive. Though she lived in a rural area, the mother was motivated to educate her children. Inspired by his mother's progressive nature, the officer was motivated to empower women. He realized that women undergo harassment such as eve-teasing, outraging modesty, dowry and domestic violence and yet fewer laws cater to their needs. Hence the officer issued a circular during his tenure as SP of Belgaum ordering his subordinates to conduct regular Mahila committee meetings as per SO 920. The then District Collector Ms. Shalini Rajneesh supported this initiative. Initially the officer himself participated in such meetings to mobilize the community to attend such meetings. Prominent community leaders including religious leaders were roped in to provide speeches during such meetings. Gradually, attendance to these meetings began to swell. Many a times, women's grievances were resolved at the local police station itself, as approaching the court proved to be a long-drawn process. The meetings were carried out in 240 villages and the PS witnessed a 100-200% rise in cases during his tenure. Later, the officer was transferred and presently, the meetings are not carried out with vigor as the replaced SP did not support this initiative! (Mr. Hemant Nimbalkar, Former SP of Belgaum)

A unique initiative began by Mr. Satish Kumar, SP of Bidar was the establishment of 'helpline' for women's issues. This was based on observing the success of such a program in Hassan where the officer was under probation. He mentioned that at Hassan -

- *A woman PC and HC was made responsible for this helpline*
- *FIRs were filed in separate files for complaints received through helpline*
- *Upon receiving complaints through helplines, women were provided exhaustive counseling*
- *Nearly 100 cases were referred to helplines*
- *Resolved cases were followed up by women police during their regular rounds too*
- *Filing of cases was made as a last resort only as this will involve arrest of spouse, who then resorts to the services of lawyer; lawyers are manipulative and the verdict might not favor the women complainants.*

The officer expressed that counseling couples was successful in rural areas where people are willing to listen and accept authority of police in cases of DV and the same may not apply in urban areas. The helpline set up by the officer in Bidar is yet to be advertised and is therefore known to few only.

3.39 In summary, though many of the personnel were not directly involved in the program, they were very well aware of the program and provided support to the program by offering valuable suggestions on improvisations. Few of them had pioneered individual initiatives which are worthy of emulation. They were vociferous in indicating the need for and importance of this program and emphasized the need for increasing the scale and coverage across the state.

District Superintendents of Police

3.40 During the field visits to the districts of Koppal, Raichur and Hassan, the evaluation team had detailed discussions with the district leadership namely the Superintendents of Police. Their awareness, involvement and perceptions about the GSPP training, feedback on the impact and benefits on account of the training as well as their suggestions for improvement are presented in the table below -:

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Table 3.7: Feedback from the District Superintendents of Police

Training Parameters	Koppal	Raichur	Hassan
Knowledge and awareness of GSPP	Well aware and playing an important role in the implementation of GSPP in Koppal which is a focus district	<ul style="list-style-type: none"> • Involvement with GSPP began with Police Training School, Khanapur • Convinced with the program, conducted two-three programs in Kodagu and two programs as Additional SP – Belgaum • Now actively involved in GSPP implementation in Raichur which has been a focus district for over two years now 	Broadly aware of GSPP but currently not offering it in Hassan
Overall Perception of GSPP	Perceives GSPP training as an important initiative considering the backward status of women in the district	Is fully convinced about the need, importance and benefits of this program and feels that this is a “must” for every police in the country	Any training that make the police more sensitive to the needs of women and children is good
Content and methodology	Found the training content to be comprehensive and training methodology appropriate.	<ul style="list-style-type: none"> • Found the training content as excellent • Felt that the aspects pertaining to legislations are something the police would anyway come to know / have to know. Therefore, emphasis must be more on the attitudinal aspects – gender and power relations, counseling, police behavior • Found the “core trainers” to be of exceptional caliber. • Initial training sessions at the police institutions perceived to be of much better quality (because of these trainers) than the ones being carried out at present at Raichur. He specifically quoted the wide breadth of knowledge and expertise that Mr. Gururaj and the passion that Ms. Rovina brought into the training sessions. • External resource persons are not able to bring the same perspective or experience sharing as the core trainers. • Further he was of the opinion that the peer 	<ul style="list-style-type: none"> • Unaware of training content and methodology • When taken through, he found it appropriate to current context

Training Parameters	Koppal	Raichur	Hassan
		<p>trainers were not available for training at Raichur <i>(This should be looked at in the context that over the last two years the entire training program at Raichur has been handled by a set of trainers comprising Mr. Ajith [core trainer] plus a lot of external resources. None of the other trainers [Rovina, Gowramma, Mr., Gururaj] or “peer” trainers have handled any sessions at Raichur)</i></p> <ul style="list-style-type: none"> Felt that the training methodology was appropriate 	
<p>Initiatives for increasing training reach</p>	<ul style="list-style-type: none"> The officer provides whole hearted support for organizing GSPP training across all cadre, support to implementing team, participation in inaugural and valedictory sessions (which endorses seriousness and commitment to the program), issue circulars to police stations for nominating, coverage etc. Very keen to ensure 100% coverage - has developed a plan to provide basic training to all police personnel in the district. The second phase of the plan will be to provide refresher training through the chosen few among the trained (peer trainers) 	<ul style="list-style-type: none"> Conduct and participation in GSPP training taken very seriously at the district level Raichur has already achieved more than 80% coverage and this was possible only because of the thrust from district leadership, which was mentioned to be a critical success factor for implementing at the district level Subsequent to reaching 100%, plans also underway to commence refresher training Complete support provided to implementation team who have autonomy to plan and organize training programs 	<p>Not initiated GSPP training in the district. Only coverage through those who undergo training at the police training institutions</p>
<p>Special initiatives taken for women and children</p>	<p>Number of initiatives focused towards GSPP:</p> <ul style="list-style-type: none"> Assigning and offering full support to an Implementation team based out of Koppal Nominating dedicated and 	<p>Spearheaded a variety of initiatives for GSPP:</p> <ul style="list-style-type: none"> Personal initiative in the implementation of GSPP Have successfully managed to communicate the seriousness about GSPP and its larger message. This has percolated down the 	<p>No initiatives on account of GSPP. But a few generic initiatives for women and children include:</p> <ul style="list-style-type: none"> Appointing CWO

Training Parameters	Koppal	Raichur	Hassan
	<p>qualified personnel as police trainers</p> <ul style="list-style-type: none"> • Appointing dedicated person as Senior Child Welfare Officer who is proactive in his approach on women and children issues • Successful set up and implementation of JJ Act. Effective convergence between CWC, JJB and police • Personal participation in SJPU review meetings to monitor progress • Women and child related aspects focused upon during review meetings • Constant discussion and status review on GSPP implementation with the implementation team 	<p>district</p> <ul style="list-style-type: none"> • Complete support to the implementation team • Successful set up and implementation of JJ act – SJPU etc. • Personal monitoring of progress on GSPP training • Implementation of S.O 920 and maintenance of Beat register • Details of missing children focused upon and discussed during review meetings 	<p>in all police stations</p> <ul style="list-style-type: none"> • Implementation of S.O.920 which is perceived by him as a means of building a healthy relationship with the civil society Have made Sr. CWO responsible for all juvenile cases and instructed police stations to contact him for guidance. But this has not been monitored upon • Impetus, support and recognition to SPANDANA – the legal counseling centre which is a resounding success in Hassan
<p>Overall benefits and impact of the program</p>	<p>While acknowledged that the benefits of training goes without saying, felt that the ambitious training coverage has just commenced and it was very early to look at benefits and impact.</p>	<ul style="list-style-type: none"> • 100% visible changes seen in the district in the way women and children are handled on account of the training • Knowledge, awareness and adoption of JJ Act • Beat system and outreach – earlier police constable knew very less people but now beat has become a routine aspect. This has made him more approachable to community and in turn more aware and sensitive to the problems around. GSPP training has made 	<p>Given the low presence of trained personnel at Hassan, could not comment on the impact and benefits of the training</p>

Training Parameters	Koppal	Raichur	Hassan
		<p>them become more aware of possible problems for women and children and proactively look around for such problems</p> <ul style="list-style-type: none"> • While awareness of legislations, sections etc. are incidental (as constables do not handle cases in isolation; cases are always dealt in consultation as a group) awareness about possible problems, what to look for etc. and change in the mindset is the biggest achievement of training • GSPP training has made police use outreach programs as a way of discussing about issues concerning women and children • Drastically improved counseling skills – this was especially seen in child labor which is a rampant menace in Raichur. Police are effectively able to counsel parents and children on this. • Overall alertness and awareness of the police on women and child related aspects is a significant achievement of the training • The GSPP training has benefited the untrained personnel through the trained personnel. In a police station both trained and untrained personnel work together and end up solving cases together. As the number of trained personnel increase, there is both conscious and unconscious sharing of knowledge. This is a huge benefit of the program 	
<p>Constraints in implementing</p>	<ul style="list-style-type: none"> • Political interference in police cases • Time constraints for the personnel in focusing on these issues. <p>It is noteworthy to mention that the</p>	<ul style="list-style-type: none"> • Rampant issues facing Raichur district were Child labor, Child marriage etc. Both these have a limited role for the police. Police need to play a more supportive role to the DWCD and Dept. of Labor respectively. While police have been charged up after the training to make a difference there is total lack of 	<p>-</p>

Training Parameters	Koppal	Raichur	Hassan
	<p>SP himself instructs the personnel against succumbing to political pressure and has also compulsorily made it necessary for personnel in his district to take time away from work for four days in a month to perform in a better manner</p>	<p>support from the other departments. This was seen as the most important constraint in implementing learning's.</p> <ul style="list-style-type: none"> • It was mentioned that the Labor Dept. and Child Welfare Dept. were virtually non-existent at Raichur. People were not available after 11 am – 5 pm <ul style="list-style-type: none"> ▪ When women cases came after 5pm CDPO not available even for consultations; The CDPO is not accessible during holidays and after office hours; hence CDPO's role is to be strengthened • No state home available at Raichur. When there are women cases, WPC takes accused home (while taking a huge risk). WPC end up doing menial ayah work which is not their job description • This needs to be the biggest focus area for improving impact 	
<p>Focus Areas / Suggestions for improvement</p>	<ul style="list-style-type: none"> • Need for training to be a continuous rather than one time effort • Need for improving reach and coverage of program across state • Need to improve pool of trainers • Need for sustained leadership support – implementation of GSPP should not be individual specific 	<ul style="list-style-type: none"> • Need for the entire police force to be covered by this training • Need for developing more quality resource personnel • Refresher training – focusing on priority areas • Need for covering and orienting other departments • Need for sustained support from leadership 	<p>-</p>

3.41 The initiative, commitment and conviction of the district leadership have been instrumental in the GSPP training implementation at Koppal and Raichur as against Hassan. The district leadership has without doubt endorsed the importance and need for the training as well as its tangible impact and benefit. However the sustainability to a large extent is dependent on the incumbent and hence GSPP implementation needs to move away from being individual specific.

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Section V - Responses from Other Departments

3.42 As part of the evaluation, discussions were also held with other departments including the Department of Women and Child Development, Department of labor as well as various government functionaries at the district level including CWC, JJB members etc. The main feedback provided by them included –

Table 3.8: Feedback from Government Departments and Functionaries

Particulars	Feedback from Government Departments / Functionaries
Awareness about GSPP	<ul style="list-style-type: none"> • Most department functionaries interacted with were aware of GSPP. The DWCD for instance, is also a stakeholder by virtue of part funding the training
Overall perceptions about GSPP	<ul style="list-style-type: none"> • GSPP credited to have been one of the main reasons for bringing about change in police behavior • GSPP training felt “essential” and “necessary” for change They felt that the trained police personnel have become more sensitive to women and children and this was visible in places like Raichur and Koppal where there was a more intensified effort
Areas of Convergence	<ul style="list-style-type: none"> • Implementing JJ Act • Implementing ICPS program • Functioning of SJPU • The participation of both police officers and Department officers in the SJPU review meeting was also seen as a positive step in convergence. In focus districts like Koppal and Raichur, the SPs themselves participate in the review which provides more impetus to implementation • Participation of the police in the JJ Automation – police participated and provided practical feedback and suggestions on making the system user friendly and close to reality
Impact / Benefit on account of GSPP	<ul style="list-style-type: none"> • There is a definite change in the way police treat women and children • While the overall knowledge of JJ Act and its related provisions and procedures was low, the trained police personnel demonstrated a much higher knowledge of procedures • The DWCD credited the GSPP program and its structure as being one of the main factors for successfully implementing the ICPS in Raichur and Koppal • There was better convergence seen between the police and government functionaries like CDPO, CWC, JJB, Child Protection Homes etc. in places like Raichur and Koppal. Both were mutually aware of the existence and interacted with each other regularly • The extent to which the SJPU is functioning and its robustness in

Particulars	Feedback from Government Departments / Functionaries
	<p>Raichur and Koppal were ahead than most other districts including Hassan and this was also credited to the intense GSPP efforts and convergence between the police and the departments</p> <ul style="list-style-type: none"> • The departments quoted a number of instances where the police have proactively identified possible areas for intervention by the other departments (which never used to happen earlier). As mentioned by a district functionary at Koppal, “a few years earlier we had to chase the police for assistance. Now the police are after us “ • The district level functionaries quoted a number of instances where the police <ul style="list-style-type: none"> ○ Have dealt with DV cases appropriately, provided victims the options and referred them to CDPO ○ In the case of children in need of care and protection and children in conflict with law, police at Raichur and Koppal have followed procedures and referred children to CWC, JJB within stipulated time ○ Police have accompanied the department during raid conducted for child marriage ○ In the same manner police have also informed the Labor Department about certain areas where child labor was seen and also accompanied the department and given them full support during raid and rescue operations • The DWCD members were also candid in admitting that but for one - two cases, there were very few complaints about the way police were handling these cases at Koppal and Raichur (as against other districts where there were more complaints). This was seen as a significant achievement which was credited to the GSPP training and follow up. This was also seen at Shimoga district where the DWCD has taken initiative to train 100% of the police on JJ Act. The response of the police was also tangibly better in the district • Police response to abandoned children was exceptional especially where the trained police were more. A number of case studies were seen at Raichur, for instance, where the police have taken initiative in handling and rehabilitating such children • A few grey areas mentioned include – <ul style="list-style-type: none"> ○ instances of harassment of children by police in Bangalore city - especially boys between 16-18 years who are habitual offenders ○ treatment meted out to children in conflict with law, especially if they are over 15 years ○ Availability of police escorts especially when the children

Particulars	Feedback from Government Departments / Functionaries
	<p>were hospitalized or had to be transferred to homes</p> <ul style="list-style-type: none"> ○ Treatment of Missing Children complaints from the “protection Homes” - Police tend to blame the officials at the home for their carelessness. <p><i>(Police however expressed that the observation homes have poor infrastructure and many a times children kept in these homes are missing due to lack of proper care and attention by the security and staff)</i></p> <ul style="list-style-type: none"> ○ Lack of participation of SPs in the SJPU review in quite a few districts – wherever they did participate, the entire implementation got a major boost
<p>Areas for Improvement</p>	<ul style="list-style-type: none"> • Better training focus in Bangalore city which is very challenging in complexity, volume and diversity of cases • Increased coverage and reach of GSPP across the state to observe the training impact more at a system level rather than at the individual level. To this end, the DWCD is also willing to partner the training and play an active role in conducting training • Sensitize District Police Leadership on GSPP – participation of DSPs in the SJPU review meetings at Koppal was quoted as a reason for the program implementation being taken very seriously in these districts

3.43 The feedback about GSPP was mainly provided by the DWCD and its related functionaries. The need for, importance of and benefits from the training were acknowledged by them. The training has also served in bringing about a convergence between the police and DWCD in some districts. The department desired for scaling up the coverage of the training to witness a larger impact of the program.

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Section VI - Feedback from Beneficiaries: NGOs and Community

3.44 The GSPP program was directed at making the police force more sensitive in handling cases pertaining to women and children and making them more friendly and approachable to the community. The impact of the training program would be best exemplified by the people who actually interface and are the recipients of such service. With this in mind, the evaluation focused on interacting with community members and NGOs to obtain their perception about the police, any change in perception, and positive feedback on police behavior as well as areas that provide scope for improvement. The details of NGOs covered in the districts is in Table 3.9:

Table 3.9: List of NGOs Covered

Bangalore	Koppal	Raichur	Hassan
<ul style="list-style-type: none"> Paraspara BOSCO Hengasara Hakkina Sangha Vimochana APSA 	<ul style="list-style-type: none"> Olekkara Education and Welfare Society Sarvodaya Integrated Rural Development Society Bhimarao Integrated Rural Development Society Mahila Samakhya 	<ul style="list-style-type: none"> Sri Kanakadasa Seva Shikshana Samasthi Orphanage Janachethna Mahila Samakhya Indira Mahila Okkoota 	<ul style="list-style-type: none"> Prachodaya Tavaru Charitable Trust Santhvana

3.45 The significant responses from beneficiaries is summarized in the table below -

Table 3.10: Summary of Feedback from Community and NGOs

Parameters	Bangalore	Koppal	Raichur	Hassan
General Perception about police	<ul style="list-style-type: none"> Over the years, a positive change in public perception about police Definitely not a negative perception or “hatred” 	<ul style="list-style-type: none"> Women feel more comfortable and less fearful about approaching a PS than earlier except among SC/ST or very poor 	<p>No immediate negative perception associated with police. Negative perception has given way for neutral perception about police</p>	<p>The fear associated with going to a police station has given way for “hesitation”</p>
Perception about change in police behavior	<ul style="list-style-type: none"> Definite positive change in the behavior of police towards children Positive signals about police dealing with women – but in urban areas police treat poor women with disrespect Another positive signal is that women are not afraid of approaching a PS Women cases are handled more seriously when referred through NGO Not many issues were mentioned in the police dealing with cases pertaining to children Only one organization, Vimochana felt that women cases are not dealt in the right manner especially, 498A. The concept that woman should not separate from her family is very much 	<ul style="list-style-type: none"> Women cases are handled with more seriousness and promptness when referred than before. Cases handled better when referred through NGO or a women’s group Significant change in police attitude while dealing with cases pertaining to children 	<ul style="list-style-type: none"> Police lacked awareness earlier; now Police treat the women and children with courtesy by offering seat, privacy in case of issues that are sensitive to the victim. (Lingasur police station has a separate room) Significant improvement in quality of FIR over the years in terms of detailing and mention of the respective acts. Participate in community outreach programs has helped community in knowing who their police constable is and making the person more approachable UNICEF has adopted this district to carry out development interventions; after UNICEF’s intervention the awareness of police to child rights and issues has increased and actions are taken in a rapid manner 	<p>Changes observed in police behavior; women are treated with more dignity than before.</p>

Parameters	Bangalore	Koppal	Raichur	Hassan
	ingrained in the police and they do not like this questioned. Therefore they actively discourage women against filing cases			
Positive aspects about police	<ul style="list-style-type: none"> • Positive attitude of police is individual specific in the police force; however younger cadre have a more positive attitude • Earlier police would not even take woman complainant seriously but now that does not happen 	<ul style="list-style-type: none"> • Police perform well under good leadership; present SP is good and hence there is a slight improvement on the whole • Police are handling cases in a better manner due to training provided as well as public awareness • Police definitely taken women and child related cases seriously and file FIRs • Significant improvements seen in the way police handle children – but this is not uniform. 	<ul style="list-style-type: none"> • Significant improvement in the general outlook of police towards women and children • The earlier attitude of scorn and ridicule does not exist in most cases • Women are not afraid to approach police station • Police take complaints and register FIRs • Police have also handled DV cases well – however when there is political influence from the husband’s side their attitude changes • Earlier police were not concerned about atrocities against children. They would turn a deaf ear. Now many of them are very sensitive to child related problems. Few instances quoted on police support to NGOs are given below: <ul style="list-style-type: none"> ○ Ten years earlier, a number of child marriages were occurring in the district. These have decreased due to police intervention 	<ul style="list-style-type: none"> • Co-operation and improvement in the way police are dealing with dowry related cases • While there are positive trends, police behavior seems to be based on who approaches them • Police have made themselves more familiar to community members through outreach activities which has brought down fear of people • Definite improvement in filing of FIRs relating to women and child cases. Police do not refuse FIRs now

Parameters	Bangalore	Koppal	Raichur	Hassan
			<p>and higher literacy rates</p> <ul style="list-style-type: none"> ○ Janachetna mentioned that regular raids are made to farms to rescue child labor; police have successfully helped the NGO to prevent 16 child marriages ○ Mahila Samakhya has mentioned that police have been helpful in preventing 12-14 cases of child marriages during 2009-10; eight cases of Child marriages have been prevented due to synergy between Police and Kishori group 	
Areas of improvement	<ul style="list-style-type: none"> • Police succumb to political pressure • CWO position is vacant and the NGO's assistance is sought to carry out the role of the CWO; in another PS the responsibility is delegated to the NGO itself due to lack of time • NGOs were aware of GSPP training and found a difference in the attitude of trained 	<ul style="list-style-type: none"> • Newly appointed PCs exhibit positive attitude and behavior but lack knowledge on women and children issues • Some police are definitely more compassionate and sensitive than others. • Police need to build rapport with community and networking with NGOs • More coverage for 	<ul style="list-style-type: none"> • Police at Raichur are more sensitive than Labor department in Child labor cases. The police should be given the authority to raid and take action • Police often succumb to pressure from political parties • While the police conduct of cases relating to child are exemplary, their attitude relating to DV still needs change • One-two police themselves 	<ul style="list-style-type: none"> • Uniform treatment of complainants irrespective of their social standing • Police should keep complainant informed about status of cases • Asking proof for manhandling should be avoided • In Hassan there was an instance of child abandoned

Parameters	Bangalore	Koppal	Raichur	Hassan
	<p>personnel. Even among the trained these changes are individual specific and hence it is also important to motivate them</p> <ul style="list-style-type: none"> • Definition of cruelty under 498A is insufficient • There is a lack of privacy in PS for women to discuss 	<p>training among police as they are transferred</p> <ul style="list-style-type: none"> • Poor women need not be hassled to produce documentation for investigation purposes; direction to be given to the relevant department to provide assistance in such cases • Increase in number of police force 	<p>may be trained to provide counseling on DV cases to women as the funding support to Mahila Samakhya to provide counseling services at a PS has come to an end</p>	<p>and police did not know what section to use</p>

3.46 Some positive case studies mentioned on the way police handled cases are provided below -

Husband (Anjeenappa) abused wife (Renuka) on suspicion about her relationship with his friend. He chased her out of house along with their three children. Victim approached the Manavi police station with help of MS. The PSI did not register the complaint saying that it as a family matter to be resolved among them. The victim later approached the SP with MS, who followed it up with the PS to ensure justice. The PSI then spoke to the husband who parted a share of the property with his wife and children. (2009) [Mahila Samakhya, Raichur]

Timmapura village had organized a mass marriage involving child marriage which was successfully prevented by MS with help of police. Few villagers began harassing the MS members for this. MS approached the Lingasur PSI who organized a meeting at the village detailing laws of child marriage, violence against women and children and punishment for any wrongdoings against women and children. This helped MS members in the village to continue working against child marriages and DV (Mahila Samakhya, Raichur)

A federation is in receipt of at least nine rape complaints last year; in two cases the victim was married to the rapist itself! As a result of such activities, community fear the federation more than the police (Raichur)

Sridevi residing in Jalahalli was married at a very young age. When she turned 18 years of age, Sridevi was unwilling to join her husband as she was married against her consent. Police supported Sridevi's decision and helped her in getting married to a person of her own choice (2009). [Indira Mahila Okkoota, Raichur]

A pregnant victim in Ganazali village was abused and murdered by her husband and in-laws. NGO lodged a complaint with Jalahalli police station. The police conducted the investigation and arrested the husband and the in-laws. Later, the murder was proved and the husband was jailed along with the in-laws (November 2010)

[Indira Mahila Okkoota, Raichur]

A 12-year old girl had participated in the Khsetra Adhyayana program organized by the Gabbur Police where contact numbers of police were shared. The victim and her mother were abused by her drunken father. The victim then called the police explaining her plight. Based on the victim's phone call police visited her residence immediately and counseled her father and warned him on the legal consequences if he continues with this behavior. Presently, the father has turned into a non-alcoholic person and the daughter is attending school

[Indira Mahila Okkoota, Raichur]

3.47 There are instances when the NGOs / community were not able to secure a successful response from the police. these cases as shared to us during the discussions were:

Renuka was molested by a PC. She lodged a complaint to Sirvar Police station. The police refused to register the complaint demanding for proof.

(Mahila Samakhya, Raichur)

An eight – year old boy was kept in PS till 10 pm as filing of FIR was delayed; the NGO had to put up a fight with the police to secure release of the child

(Paraspara, Bangalore)

A dowry harassment victim was found burnt and dead at her in-laws' home. The NGO lodged a complaint with the Devadurga PS. Police did not treat the complainant very well and FIR was not filed against the accused due to lack of representation from the victims' family (survived by an ailing mother) {November, 2010}

[Indira Mahila Okkoota, Raichur]

Farhat Sultana is married to Sheikh Rehman, a PC in Sindhanur PS. She has been married for 11 years and has three girl children and they reside in the police quarters. Victim was abused and harassed by husband who is accused of having illegal relationship with another woman. Victim approached SP office seven years earlier for justice, where the PC was counseled against it. The PC resorted to such behavior once again. He also sent his wife and children out of the house in 2007. Victim approached the police station along with MS but no case has been registered against the accused as yet

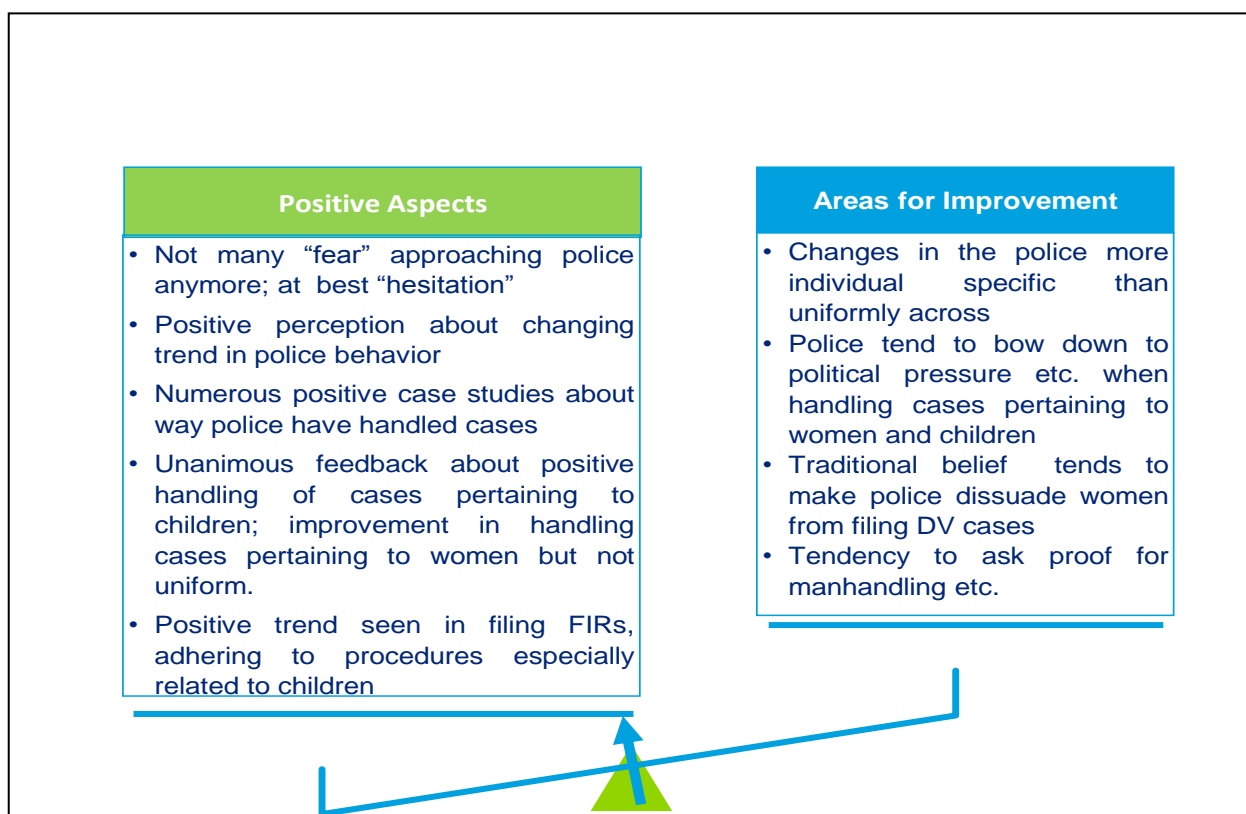
(Mahila Samakhya, Raichur)

3.48 A detailed compilation of positive instances, narrations and quotes on the various parameters are in **Annexure 3.3**.

Summary

3.49 The summary of important feedback from the discussions with beneficiaries – NGOs and community members are provided below –

Exhibit 3.7: Summary of Feedback from Beneficiaries



3.50 Traditionally both the NGOs and the community tend to be at loggerheads with the police and carry a negative perception about them which also led to an association of fear while approaching the police. Quite contrary to this, the fact that both the NGOs and the community were actually appreciative of the positive trends in police behavior. They very openly acknowledged the tangible and visible improvements demonstrated by the police in handling cases pertaining to children. NGOs who were aware of GSPP credited the training to have played an instrumental role in this.

Summary of Findings

3.51 The overall summary of key findings from the various stakeholders is provided in the table below:

Table 3.11: Summary of Key Findings from Stakeholders

Stakeholder/ Feedback	Overall Perception about GSPP	Need / Importance of Training	Training Content, methodology, Process	Convergence / Networking	Implementing Learning	Benefits and Impact
Police Trainees	●	●	●	●	●	●
Police Trainers	●	●	●	●	●	●
Police Training Institutions	●	●	●	NA	●	NA
Senior Police Officials	●	●	●	NA	●	●
DSPs	●	●	●	●	●	●
Other Govt. Departments	●	●	●	●	NA	●
Beneficiaries	NA	●	NA	NA	●	●

 Negative  Neutral  Positive
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3.52 The findings indicate a positive trend among police. This is corroborated more through the analyses of the findings in the subsequent chapter.

CHAPTER 4

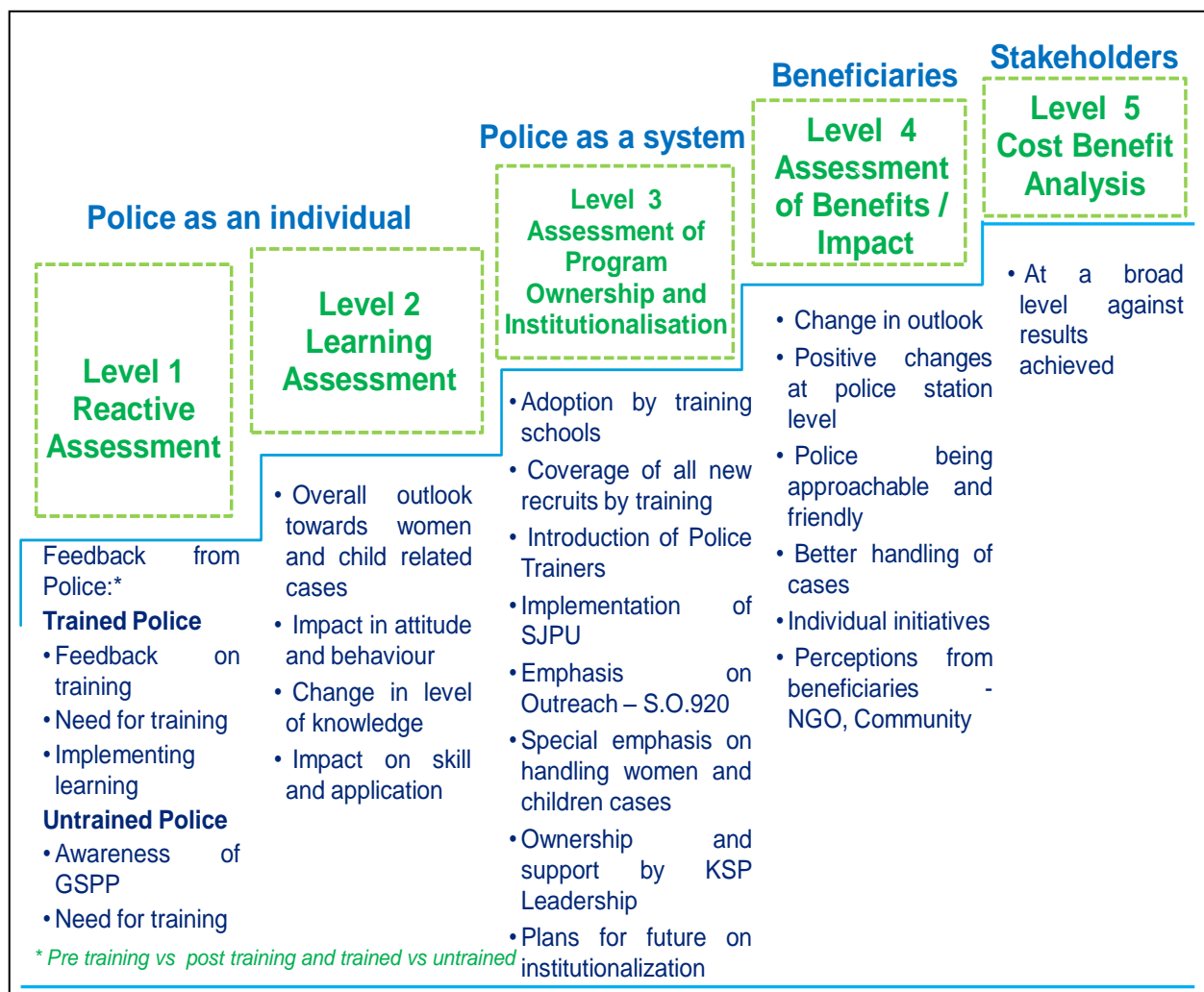
KEY ANALYSES OF FINDINGS

4.1 The main findings relating to the GSPP evaluation based on the desk research and field survey was presented in the earlier chapters. This chapter presents a strategic evaluation of the findings with a view to assess the overall outcomes and impact of the training.

Framework for Evaluation

4.2 The overall framework for evaluating the findings is presented in Exhibit 4.1:

Exhibit 4.1: Framework for Evaluating the GSPP Initiative



4.3 The framework for evaluating the GSPP training has been adapted from the well-known and most commonly used “Kirkpatrick Model” for measuring the effectiveness of the training program. This model, developed in late 1950s, has since been adapted and modified by many but with the basic structure retained. The original model proposes a four level approach for evaluation –

Evaluation Level	Objective
Level 1 Reactive Assessment	How did the participants react to the training?
Level 2 Learning	To what extent did participants’ knowledge improve as a result of the training?
Level 3 Behavior	To what extent did participants’ change behavior and apply skill in the workplace as a result of the training?
Level 4 Benefits	What are the benefits accrued as a result of the training?

4.4 The above Kirkpatrick model has been customized for the purpose of the evaluation of the GSPP training with a five level approach, comprising:

- Level 1 – Reactive Assessment
- Level 2 – Learning including Knowledge, Attitude and Beliefs and Skill or Application
- Level 3 – Steps taken for institutionalization of the program
- Level 4 – Benefits and Impact
- Level 5 – Cost Benefit Analysis

4.5 All levels are equally important for the evaluation. However, while most evaluations tend to be centered on Level 1 assessment, the proposed evaluation methodology factors in all levels.

4.6 Inputs for Levels 1 and 2 of the analysis are based on the interactions with the trained and untrained police personnel as well as observations at the police stations. The analysis for the Level 3 is based on our discussions with the KSP Leadership, several senior police officials, district superintendents of police, training institutions and observations at the police stations. Analysis for Level 4 is based on observations at the police stations as well as responses from NGOs and community members. Level 5 analyses are constructed upon the training investments made as provided by the Project against the results achieved.

4.7 The evaluation of GSPP at the various levels is presented in the following sections.

LEVEL 1: REACTIVE ASSESSMENT


Feedback on GSPP training and need

4.8 The feedback from the trainees was unanimous in endorsing the need and importance of the GSPP training. Besides finding the training useful and informative, 95% of the trained police endorsed the program as **“a must for every policeman”**. In addition to the trained police personnel, all other stakeholders too, unanimously voiced the need for and importance of the GSPP training. The fact that hardly 1% of the respondents had any negative feedback best summarizes the positive endorsement of the training.

4.9 Besides the need for the training, various aspects of the training methodology were also widely appreciated especially those relating to the training content, comprehensiveness, methodology and quality of trainers. A few constructive suggestions were provided relating to the training duration and learning materials.

4.10 The positive reaction to the GSPP program has been such that more than 90% of the untrained personnel in Bangalore and 75% in Raichur were aware of the GSPP program (68% in Koppal and 16% in Hassan). Over 70% of the untrained police personnel (100% in Bangalore, 83% in Raichur, 70% in Koppal and 41% in Hassan) perceived a tangible difference in the performances between trained and untrained police personnel. This has resulted in all the untrained respondents expressing a need for undergoing the GSPP training for better handling of cases relating to women and children. Such a **strong ‘felt need’** for the training strongly restates the unquestionable need and importance of the GSPP training.

To Summarize

Reactive Assessment	Key Points
	<ul style="list-style-type: none"> • Unanimous positive endorsement of GSPP • Need and importance acknowledged by all • Methodology appreciated • Strong felt need for training expressed by all

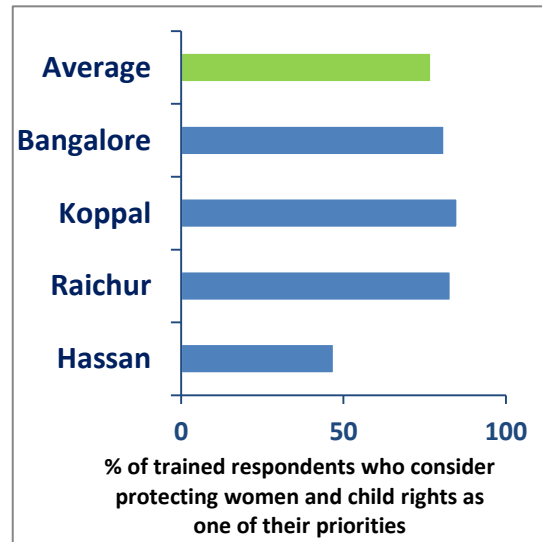
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LEVEL 2: LEARNING ASSESSMENT

4.11 One of the objectives of the GSPP training was to bring about an improvement in the outlook of police towards handling cases pertaining to women and children, change in their attitude and beliefs, improvement in their knowledge level relating to legislations concerning women and children as well as improved skill and application in their day to day job routine.

Overall Outlook towards handling women and children

4.12 A typical policeman’s routine is filled with a heavy load of handling cases pertaining to law and order, property crimes, theft, murder etc. Amidst this, dealing with cases pertaining to women and children, figure way down on their list of priorities. This is exemplified by the responses of untrained respondents when queried on the priority focus areas for the police. Less than 20% of the untrained respondents mentioned protecting women and child rights as one among their priority areas. As against this, nearly 80% of the trained respondents specifically mentioned handling issues pertaining to women and children and protecting their rights as one of their focus areas.



4.13 Having recognized this as a focus area, 94% of the trained respondents also acknowledge that they focus on violence against women and children. This is a positive development as against the past where cases pertaining to women and children were treated by police with scant regard.

4.14 More than 98% of the trained and 87% of the untrained respondents perceived a significant improvement in the way police were dealing with cases pertaining to women and children five years earlier. More than two-thirds of the trained respondents credited GSPP as one of the instrumental factors behind this change. Besides GSPP, some other factors mentioned include focus by the department, emphasis by senior officials and a variety of external factors like rising education levels, exposure and role of NGOs etc.

4.15 The positive change in the overall outlook of the trained police towards treating women and child related cases is a significant achievement of GSPP.

Change in Attitude / Beliefs

4.16 Besides the overall outlook, comparative analysis was undertaken between trained and untrained police personnel on various aspects where a change in attitude / behavior / perception was sought on account of the training. The comparative findings are presented in the table below:

Table 4.1: Comparative Analysis of Behavior / Attitude between Trained and Untrained

S. No.	Questions Posed	% of respondents with desired response			
		Trained	Untrained	Post Training	Pre Training
1.	Home is the safest place for women	38%	15%	78%	19%
2.	Women and Men are physically different and hence discrimination is natural/justified	29%	7%	44%	9%
3.	Women's role is to obey, please and serve her husband at home	39%	22%	15%	11%
4.	For a woman, the role of being a wife and mother are most important than anything else	26%	11%	41%	22%
5.	Working women are vulnerable to going astray	34%	27%	11%	4%
6.	Fashion madness of women contributes to the spoiling of young men	24%	20%	33%	4%
7.	Women should be protected by men	33%	15%	59%	15%
8.	For a newly wedded couple, dowry is a must for their economic independence	63%	47%	52%	48%
9.	A man can occasionally use physical measures and threats to keep his wife obedient and serve him	67%	53%	78%	74%
10.	Female children are a burden to a family	77%	67%	11%	7%
11.	If a father beats his child it is a family matter	28%	22%	48%	15%
12.	Children should work to support the income of the family	55%	31%	44%	0%
13.	Physical abuse of a woman by her husband is a family matter	57%	36%	78%	0%
14.	When raiding brothels the police should scold and disgrace the females who are engaged in prostitution while booking them	68%	51%	7%	0%
Overall desired responses from the respondents		46%	30%	43%	16%

4.17 It is a well acknowledged fact that changes in attitude and beliefs takes time and does not happen overnight. This is because attitude and beliefs form part of the individual’s social fabric encompassing overarching aspects such as the person’s up-bringing, family culture, societal pressure etc. This difficulty in change of attitude and beliefs is especially true with age as such persons have been practicing these for many years and therefore these acquired

behavioral traits are difficult to renounce due to associated fear and various other reasons. However, the results of the GSPP training analysis reveals that the training has managed to produce a significant impact on the trained with the trained respondents displaying a higher level of 'desired response' than the untrained respondents. The margin of difference was much higher between responses during pre and post training. This shows the impact the training has had on making the respondents question their attitude and beliefs. It is also encouraging to note significant differences in the attitude of trained respondents on important aspects including –

- The fact that home may not be the safest place for women
- It is not natural and justified to discriminate women because they are physically different from men
- Breaching the belief that dowry is a must for economic independence of a newly wedded couple
- It is wrong for children to work to support the economic income of the family
- Use of physical measure by a husband against wife or child is wrong and not a family matter
- Police should not scold or disgrace women engaged in prostitution while raiding brothels

4.18 This positive change in the attitude / beliefs / perceptions among trained respondents definitely indicates the impact of GSPP training especially on negative stereotyping which in itself is a significant achievement. This change in attitude is especially pronounced among younger police. This positive achievement needs to be consolidated upon. However, the level of absolute responses of the trained respondents gives scope for further improvement. This accentuates the need for constant reiteration of content covered in the training.

Change in Knowledge

4.19 One of the focus areas of the GSPP training was to improve the knowledge of the police with respect to the laws and procedures and key legislations concerning women and children. The increase in knowledge level was tested through a series of questions on various legislations covered in training including Domestic Violence Act, Dowry Prohibition Act, JJ Act, Child Labor Act, Child marriage Prohibition Act, PNDT, ITPA etc. The comparative findings on the level of knowledge between trained and untrained police personnel is provided in the table below –

Table 4.2: Comparative Analysis of Knowledge - Trained vs. Untrained

Modules	Knowledge Level % correct responses		Knowledge Level % correct responses	
	Untrained	Trained	Pre Training	Post Training
DV Act	67	70	59	76
DP Act	87	89	85	85
JJ Act	63	73	52	78
Child Labor Act	71	81	78	78
Child Marriage Prohibition Act	50	58	44	57
PNDT Act	31	31	37	44
Counseling	-	-	78	70
ITPA	50	59	4	37
Overall knowledge	63	72	55	66

4.20 The comparative picture reveals –

- The overall knowledge of trained respondents is higher than the untrained
- The qualitative difference in knowledge level between trained and untrained respondents was much higher when observed during the interactions at the field and observations at the police station than the quantitative analysis.
- The quantitative analysis of difference in knowledge level should be viewed in the context that –
 - The assessment involving filling up questionnaires by the respondents during the evaluation was not carried out like an “examination”. While it was clearly mentioned to the respondents that it was not an assessment of their individual performance but that of the training, most respondents as well as their superiors took efforts to ensure a good performance which is reflective of themselves and their station’s functioning
 - Police personnel do not start at a ‘zero base’ as far as knowledge on these legislations is concerned. As a part of their routine work, they already possess a certain level of “functional knowledge” with respect to these legislations. Given this, the incremental difference in knowledge is significant
 - Policemen hardly ever handle a case or file FIRs independently or in isolation. There is always a consultative and collaborative approach for solving cases which is also reflected in the evaluation
 - The difference in the knowledge level between pre and post training is significantly higher denoting the impact of the training. The margin is lower among trained and untrained due to other influences
 - There is a healthy “transfer” of knowledge from the trained to the untrained police personnel. Nearly 91% of the trained respondents mentioned that they routinely share their learning’s from the GSPP training with the untrained. This happens

during roll call meetings, beat, filing FIRs etc. Resounding this, 85% of the untrained respondents also reaffirmed that they consult trained personnel while handling cases pertaining to women and children. This healthy knowledge transfer has led to a ripple effect and manifests in a higher level of knowledge among the untrained personnel.

- It is very difficult to isolate the influences of all these factors which have resulted in a higher level of knowledge on untrained personnel. But the ripple effect is yet another achievement of the GSPP training
- It is noteworthy that the level of knowledge of trained respondents is much higher on newer legislations like JJ, ITP etc.
- The district - wise comparison revealed that the level of knowledge was higher in Bangalore and Raichur followed by Koppal and then Hassan
- As observed during the qualitative interactions, the difference in knowledge level and quality of knowledge i.e. knowledge on critical procedures among trained respondents was at a much higher level

4.21 The question-wise analysis of knowledge among the trained and untrained respondents and district-wide variations are presented in **Annexure 4.1**.

Impact on Skill and Application

4.22 Besides knowledge, comparison between trained and untrained respondents was undertaken to assess how well they apply their knowledge and use their skills in the routine performance of their jobs.

4.23 91% of the trained respondents expressed that it has been possible for them to implement the learning gained through the training in their job and also share it with the untrained. This is best elucidated in the improvement of the treatment meted out to women and children at the police station, filing of FIRs, quality of FIRs and more importantly the grasp of procedures to be followed while handling cases. The understanding of procedures and interpretation of the same during the interactions was a clear reflection of the training impact. While filling up the questionnaires on their own, the respondents were limited to an extent, by their ability to articulate in writing.

4.24 The trained and untrained personnel were queried on their skills by assessing their application of knowledge, usage of relevant act, sections and procedures in case studies. The comparative analysis on the impact in skills between the trained and untrained is presented in Table 4.3:

Table 4.3: Comparative Analysis of Skill and Application: Trained and Untrained



Area	Skill Level (% of correct responses)		Level of Application (% correct responses)		Skill Level (% of correct responses)	
	Trained	Untrained	Trained	Untrained	Pre	Post
Domestic Violence, Dowry Prohibition	55	33	45%	42%	34%	74%
Child Labor Act	28	13	43%	16%		
JJ Act					17%	67%
Child Marriage Prohibition Act					0%	6%
ITP Act	20	15	45%	20%		
Overall Skill Level	34%	20%	44%	26%	17%	49%

4.25 There is a distinct difference in the level of skill and application between trained and untrained respondents. The skill level on more known legislations like DV, DP etc. is higher on the specific procedures to be followed among the trained respondents, who seem to practice it. The application level of procedures and sections among the trained is more than double that of untrained respondents in newer legislations which is entirely attributable to the training program.

4.26 The quantitative assessment itself reveals a significant difference between the trained and untrained. Another curious aspect was the tangible difference seen in the quality of responses while solving the case studies. The trained respondents were more adept at highlighting the key procedures that need to be followed. This was also observed during the field observations and observation of FIRs at the police stations. There was a tangible improvement in the quality of FIRs and even when these were filled by untrained, they were most often than not, filled in consultation with the trained personnel. The stark difference in skill and application was especially visible in cases pertaining to JJ Act, ITPA, etc.

4.27 It is also noteworthy that the difference on the skill and application between trained and untrained was much higher in Koppal and Bangalore. This can be attributed to the intense training efforts in Koppal and the roll call meetings in Bangalore. Interestingly, trained personnel at Raichur demonstrated a much higher knowledge level but scored lower on skill and application. As emphasized earlier, this is because the trained police in Raichur tend to rely much on the GSPP member for handling cases and procedures. This is therefore a reflection of their cases not being handled in an independent manner. The low penetration of GSPP training at Hassan has led to a lower performance on skill and application. In fact, there were no correct responses on skills pertaining to Child Labor and ITP.

To Summarize

Learning Assessment	Key Points
	<ul style="list-style-type: none"> • Positive outlook among trained respondents in handling women and child related cases • Positive trend in attitudinal shift among trained • Enhanced knowledge, skill and application among trained respondents over untrained in quantitative assessment. Magnitude of difference much larger in qualitative assessment and field observations.
	<ul style="list-style-type: none"> • Scope for further improvement in level of knowledge, attitude and practice – need for refresher training, reiteration, experience sharing etc.

4.28 On the whole, training has resulted in a positive impact on the trained in terms of better knowledge, attitude, skills and application. However, there is still scope for enhancing the level of knowledge, skills and attitudes among the police personnel.

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LEVEL 3: ASSESSMENT OF PROGRAM OWNERSHIP / INSTITUTIONALIZATION

4.29 One of the important elements in the scope of the assessment is the steps taken by the KSP for ownership of the program and extent of institutionalization of the GSPP program. The key initiatives and the analyses of this element is presented in Table 4.4 below:



Table 4.4: Analysis of Program Ownership / Institutionalization

Initiatives towards Institutionalization	Key Analyses
<p>Adoption of GSPP training as a part of Training School Syllabus</p>	<ul style="list-style-type: none"> • GSPP training is formally included as a part of the training school syllabus in all four police training institutions since 2006. This is a very important step towards institutionalization besides ensuring that the training is sustainable. The fact that the GSPP is a part of the formal training syllabus for recruits gives a “formal” stamp on the training while at the same time also reiterating its importance. It is also a fact that the importance and undisputed need for the training program were key factors behind this institutionalization. • Along with the institutionalization, the willingness of the institutions to play a larger role to support the program and ensuring that all new recruits are covered by this training is a contributing factor for its sustainability. • This initiative has also resulted in orienting all new recruits and others who undergo in-service training on the GSPP program.
<p>Introduction of Police Personnel as “Peer Trainers”</p>	<ul style="list-style-type: none"> • Another significant achievement of GSPP was the introduction of police personnel as “peer trainers”. The trainers’ participation in the GSPP training triggered their interest to play a larger role. The police trainers were developed not only to ensure wider outreach of training among the personnel but also to promote ownership and conviction among the personnel. Another interesting aspect is that the involvement of police personnel as trainers is entirely voluntary and there is no honorarium involved. This has also ensured that only genuinely interested and committed personnel with passion have opted for being trainers which augurs well for the sustainability of the project as well. • The presence of their ‘peers’ as trainers also ensured the buy-in for the training program and its messages among the police trainees. The peer trainers were aspirational role models for the trainees and this is a huge step towards the institutionalization and sustainability of the program • The fact that the peer trainers were willing to shoulder more responsibilities and play a larger role in the GSPP training is also a major positive factor. • The only factor that remains to be addressed is in sensitizing the role of the trainers within the system and ensuring their availability for training programs.
<p>Successful implementation of SJPU</p>	<ul style="list-style-type: none"> • SJPU has been implemented successfully in many districts. The GSPP played a larger role in ensuring smooth implementation of the SJPU. This was especially true in the focus intervention districts where the CWOs were in place in most police stations. More than 60% of CWOs have been covered by the GSPP training. The CWOs interacted with,

Initiatives towards Institutionalization	Key Analyses
	<p>are well aware of their role and are taking proactive initiatives in handling cases pertaining to children. A variety of such case studies and initiatives have been documented in the earlier chapters. This has also ensured rigorous adherence to procedures as well as convergence with CWC, JJB etc. While this has been extremely successful in the focus districts, there are still gaps in implementation in non-focus districts like Hassan.</p> <ul style="list-style-type: none"> • The role of GSPP in the smooth implementation of SJPU which has resulted in better handling of cases is thus credit worthy
<p>Initiatives Outreach for</p>	<p>There is renewed emphasis on the implementation of Standing Order 920 – beat system, vulnerability mapping, conduct of outreach programs, mohalla meetings etc. Implementation of this has been a main factor in making the police more approachable and people friendly. The GSPP program played a vital role in using the outreach program as a means of covering relevant issues relating to women and children and proactively identifying and tracking vulnerable cases.</p>
<p>Special initiatives for handling women and child related cases</p>	<p>Various special initiatives have been taken by the police including –</p> <ul style="list-style-type: none"> ▪ Separate tracking of women and children cases in the crime chart ▪ Separate register maintenance on women and children cases ▪ Mapping vulnerable locations albeit at a lower scale ▪ Establishing Help Desk for women and children ▪ Creating special section for women and child related cases ▪ Covering status of women and child related cases during the monthly review ▪ Recording complaints, FIRs for missing children etc. <p>While these steps are yet to be adopted across the system, they seem to be more commonly adopted in stations where there is a higher number of trained personnel and thrust from the district leadership.</p>
<p>Ownership by the KSP Leadership</p>	<ul style="list-style-type: none"> • For a program of this nature to be successful the ownership and buy-in from the leadership is an important aspect. This has been a huge positive for the GSPP program as both the former and current police leadership of Karnataka have embraced the training program, believed in the objective and need for the training and committed to its continuity. This has been the instrumental factor in program sustenance for over a decade. • Besides the state leadership, the district leadership is also an essential factor in supporting the training program and implementing the learning’s. However this is more dependent on individuals and is yet to be a part of the system; this also true with the leadership at the police station level. Larger coverage of the GSPP training is seen as a possible option for the same.
<p>Plans for institutionalization in future</p>	<p>There are certain initiatives being planned and recommended by the top officials of the KSP for future sustenance of GSPP. These include:</p> <ul style="list-style-type: none"> ▪ The KSP has initiated action for every district or commissionerate to have a training facility capable of accommodating 25-30 trainees; in a month, three to four training programs, of which at least one is intended to be the GSPP training ▪ A separate budget allocation within the police department’s training

Initiatives towards Institutionalization	Key Analyses
	<p>budget is to be earmarked for GSPP with an annual allocation of Rs.50 lakhs</p> <ul style="list-style-type: none"> ▪ A team of three - four people at various levels is also to be assigned for driving the program. ▪ Sustainability of the program requires trained personnel within the Police force who can play an important role in handling the district level training and scaling it up. Hence there is a proposal to increase the number of police trainers ▪ It is proposed to use one - two roll call meetings at Police Stations every month as a forum to discuss key aspects relating to the GSPP training. <p>These initiatives and the proposed Planning Monitoring and Evaluation (PME) Cell would form the blue print for the future action plan for GSPP which are important indicators of sustainability.</p>

To Summarize

Assessment of Program Ownership and Institutionalization	Key Points
	<ul style="list-style-type: none"> • Several positive initiatives demonstrating ownership, institutionalization and sustainability of the program
	<ul style="list-style-type: none"> • While a number of actions have been taken for institutionalization its adoption remains with the individual especially the trained ones. The focus needs to be on moving from an individual centric approach to a system driven one.

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LEVEL 4 – ASSESSMENT OF IMPACT / BENEFIT



4.30 The ultimate test for the GSPP training is an assessment of the impact created as well as the benefits on account of it. This has been analyzed at various levels and presented in table below-

Table 4.5: Analyses of Impact and Benefit

Areas of Impact / Benefit	Key Analyses
Police as a system	<p>The KSP leadership has initiated steps for the program ownership and institutionalization as described earlier. GSPP has played a critical role in conceptualizing and launching these efforts which, if implemented, will contribute to program sustainability. These efforts have been significantly carried out by the trained police. Increasing training coverage will proliferate benefits.</p>
Police as an Individual	<p>The GSPP program has impacted the trained police personnel in many positive ways including –</p> <ul style="list-style-type: none"> ▪ Positive overall outlook towards handling women and child related issues on priority ▪ Being sensitive towards needs of women and children in distress ▪ Positive attitude and better display of knowledge, skill and application for handling women and child related cases ▪ Awareness on various women and child related legislations which has led to proactive initiatives taken by trained individuals <p>All these have definitely resulted in the trained police being more accessible and friendly to the needs of women and children</p>
Positive changes at the police station	<p>A multiplicity of positive changes could be observed at the police stations including:</p> <ul style="list-style-type: none"> ▪ Setting up Help Desk for women and children ▪ Providing courteous treatment to women and children ▪ Ensuring presence of CWO ▪ Maintaining separate registers for women and child related cases ▪ Reflecting women and child related cases in the crime chart ▪ Registering missing children complaints ▪ Monthly reviewing with specific focus on women and child cases ▪ Linking with CWC, JJB, Helplines, CDPO and Children’s Home ▪ Converging with NGOs especially for child related cases ▪ Conducting Outreach programs and community rapport building initiatives <p>These positive changes are definitely visible in the focus districts and wherever trained personnel are available. Increasing the reach and coverage of GSPP and sensitizing the senior personnel will help in creating a larger impact.</p>
Handling of Cases	<p>Significant improvements are observed in the manner, the trained police are handling cases. FIRs are being filed regularly and tangible improvements are seen in the quality of FIRs. The knowledge of procedures was also exemplified in case documentation and treatment. The proper handling of cases which ultimately benefits the women and children is one of the important outcomes of the training program.</p>

Areas of Impact / Benefit	Key Analyses
<p>Impact on Beneficiaries</p>	<ul style="list-style-type: none"> • A commendable fact and the greatest endorsement for the GSPP program is the change in the outlook of the community members and NGOs towards the police. The acrimony and negative opinion has given place to positive and in a few cases a neutral perception about the police. • The most visible change mentioned by the beneficiaries' is that women do not fear approaching the police anymore – in the worst case, there is hesitation, but not fear. • While the change in the way police are handling cases pertaining to children is tremendous and has been appreciated by most NGOs (who normally are the severe critics of the police), there still seems to remain some issues in dealing with women cases (where the police seem to be guided by societal stereotypes). • Beneficiaries acknowledged the following positive aspects about the police - <ul style="list-style-type: none"> ▪ Better reception with police taking cases more seriously ▪ Better awareness and adherence to procedures ▪ Filing of FIRs, receipt of FIRs and Improvement in quality of FIRs ▪ Not many grievances about the methods of treatment by police ▪ Various case studies of positive police action

To Summarize

Assessment of Program Impact and Benefits	Key Points
	<ul style="list-style-type: none"> • Positive perception among the NGOs and community on the changing outlook of police towards handling cases of crime against women and children
	<ul style="list-style-type: none"> • What is seen as an one-of case or exception needs to soon become the rule

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LEVEL 5: COST BENEFIT ANALYSIS

4.31 The GSPP has been operating successfully in Karnataka for around a decade with the efforts of four core team members. Given the lean human resources structure the GSPP has done extremely well by covering 12,572 personnel till date. This has been achieved through a total cost of INR 15364550. Of this 82% of the program funding has been made by UNICEF and the remaining 18% has been funded by Department of Women and Child Development, Karnataka. The broad cost benefit analysis of the program is provided in the table below –



Table 4.6: Broad Cost Benefit Analysis

Total GSPP period	10 years +
Total Numbers Trained	12,572
Average numbers trained per annum	~ 1257
Total Spending by stakeholders (INR)	1,53,64,550
Cost per trainee	Rs.1,222
Number of Core Trainers	4
Numbers trained in all per trainer	3143 per trainee

4.32 The above table reveals the following –

- The continuity of the program over ten years is a significant achievement
- The comparison of overall investment made against the numbers trained reveals that the investment made per trainee is Rs.1222 only. Further, when this investment is viewed against the huge impact created by the project and the benefits achieved, it reveals an absolutely positive cost benefit analysis. This positive cost benefit analysis definitely strengthens the case for extending the coverage of the training across the state
- There are four core trainers only across the state, in addition to the peer trainers. The fact that the training coverage has been possible by such a small team is a tremendous achievement However, in the same breadth this is also a major bottleneck constraining increase in training reach, thereby necessitating the need for increasing the resource pool of trainers.

To Summarize

Cost Benefit Analysis	Key Points
	<ul style="list-style-type: none"> • Investment per trainee low against the benefits reaped
	<ul style="list-style-type: none"> • Need for increasing training reach and number of trainers

Summary of Performance

4.33 Based on the analyses of the performance, a summary of the performance along the key evaluation objectives viz.

- Appropriateness of training (content, methodology etc.)
- Transfer of knowledge
- Extent of institutionalization and Program ownership
- Impact and Benefits of the training

is presented in the table below -

Table 4.7: Summary of Performance against key evaluation objectives

Evaluation Objective (as outlined in ToR)	Positive Outcomes	Areas for Improvement
<p>Appropriateness of Training Content and Methodology</p>	<ul style="list-style-type: none"> • Unanimous endorsement of need, relevance and importance of GSPP Training • Wide appreciation for: <ul style="list-style-type: none"> - relevance of content - comprehensiveness of coverage - training methodology - expertise of core trainers • Sessions on ‘gender and power relations’ and ‘police behavior and public perception’ found to be ‘eye-openers’ • Strong felt need for the training expressed by both trained and untrained 	<ul style="list-style-type: none"> • Given vast training content, duration felt inadequate for the coverage. Also perceived ‘information overload’ leading to issues in knowledge retention • Learning materials though comprehensive, found bulky – did not facilitate ready reference • Scope for more practical sessions and experience sharing • Emphasis on modules pertaining to attitudinal and behavioral change (considered eye openers) felt inadequate
<p>Transfer of Knowledge - Impact on Knowledge, Attitude, Beliefs and Application</p>	<p><u>Knowledge</u></p> <ul style="list-style-type: none"> • Higher knowledge displayed by trained ; difference in quality and depth of knowledge as well • Positive spin-off – Trained personnel used as “reference points“ for untrained <p><u>Attitude</u></p> <ul style="list-style-type: none"> • Positive change in attitude among trained • Change more pronounced among younger personnel <p><u>Application of knowledge</u></p> <ul style="list-style-type: none"> • Application of knowledge in the job routine significantly higher among trained .Further established through quality of FIRs filed as well as procedures followed while handling cases 	<p><u>Knowledge</u></p> <ul style="list-style-type: none"> • Scope for improvement in absolute knowledge levels • Module with lower scores need more emphasis <p><u>Attitude</u></p> <ul style="list-style-type: none"> • Scope for further improvement – need for reiterating messages <p><u>Application of knowledge</u></p> <ul style="list-style-type: none"> • Need to bridge disparity between focus and non-focus districts • Need to focus on improving application of certain legislations where exposure is low

Evaluation Objective (as outlined in ToR)	Positive Outcomes	Areas for Improvement
<p>Extent of Institutionalization and Initiatives for Program Ownership</p>	<p><u>Extent of institutionalization</u></p> <ul style="list-style-type: none"> • Various steps initiated towards institutionalization of the training program • Various such opportunities/ forums proactively used by trained police for proactively action / responding to women and child related areas <p><u>Initiatives for Program Ownership</u></p> <ul style="list-style-type: none"> • Various initiatives proposed by KSP leadership towards program ownership 	<ul style="list-style-type: none"> • Lack of support for implementing learning from seniors (not sensitized under GSPP Training) • While peer trainers have been nominated, they are not released from their duty for training • Adoption of initiatives more individual specific than systemic • Initiatives for program ownership are proposed - need to operationalize at the earliest to sustain what is achieved
<p>Impact and Benefits of Training</p>	<ul style="list-style-type: none"> • Positive impact of the training established at various levels through the evaluation – <ul style="list-style-type: none"> ○ Police as an individual ○ Police station level – positive changes on structure, procedures, attitude, resources, networking and convergence ○ Police as a system <p>Change in outlook of beneficiaries about police – <i>negative opinion changed to neutral and in some cases, positive outlook</i></p> <ul style="list-style-type: none"> • Women do not fear approaching police stations, more so when in a group – at most hesitation • Numerous positive case studies where proactive and sensitive behavior demonstrated by trained police • Very few instances of inappropriate behavior mentioned especially towards children 	<ul style="list-style-type: none"> • Lower momentum of activities in non-focus districts • Initiatives more at an individual level than system level • Linkages with NGOs is not uniform • Scope for improvement in networking with other government departments such as labor • Requirement of support from seniors in implementing learning • Mixed response relating to handling of cases pertaining to women • Succumbing to political pressure seen as a negative influence • Instances of delay in response, communicating status of cases to complainants

Conclusion

4.34 The GSPP program has done extremely well by covering 12,572 police personnel till date despite its limited manpower as is evident through a positive cost benefit analysis. The evaluation has established the inroads made by the training program in building a sensitive and people friendly police force. The “must-have” status and demand for regularizing the training from within the department stands proof for its relevance. The positive impact that has been achieved by a low investment builds a **definite case for continuing with the program and replicating the success. There is a definite need for covering the entire civil police force through the training.** However in the process of scaling up, the various issues and bottlenecks that have been identified through the evaluation process need to be addressed. The evaluation provides an opportunity to incorporate the learning from the assessment and capitalize on what is working well, replicate success stories and address lacunae and gaps. The action points that have been derived from these learning are presented in the next chapter.

CHAPTER 5

RECOMMENDATIONS AND WAY FORWARD

5.1 The key findings pertaining to the GSPP as well as the analyses of the findings were presented in the earlier chapters. These aided in assessing the key achievements and impact of the training as well as the possible areas of improvement.

5.2 The evaluation has established beyond doubt the fact the training has managed to bring about a positive change in the outlook, knowledge, attitude and practices of the trained police. On the positive side, the findings reveal the need for the GSPP training with its relevance and importance being unanimously acknowledged by all stakeholders. The strong felt need expressed for the training in addition to the potential outcomes and benefits establishes beyond doubt the need for continuing the training program. The training is definitely “a must for every policeman” and increasing the scale and reach of training will definitely augur well for women and children in the state.

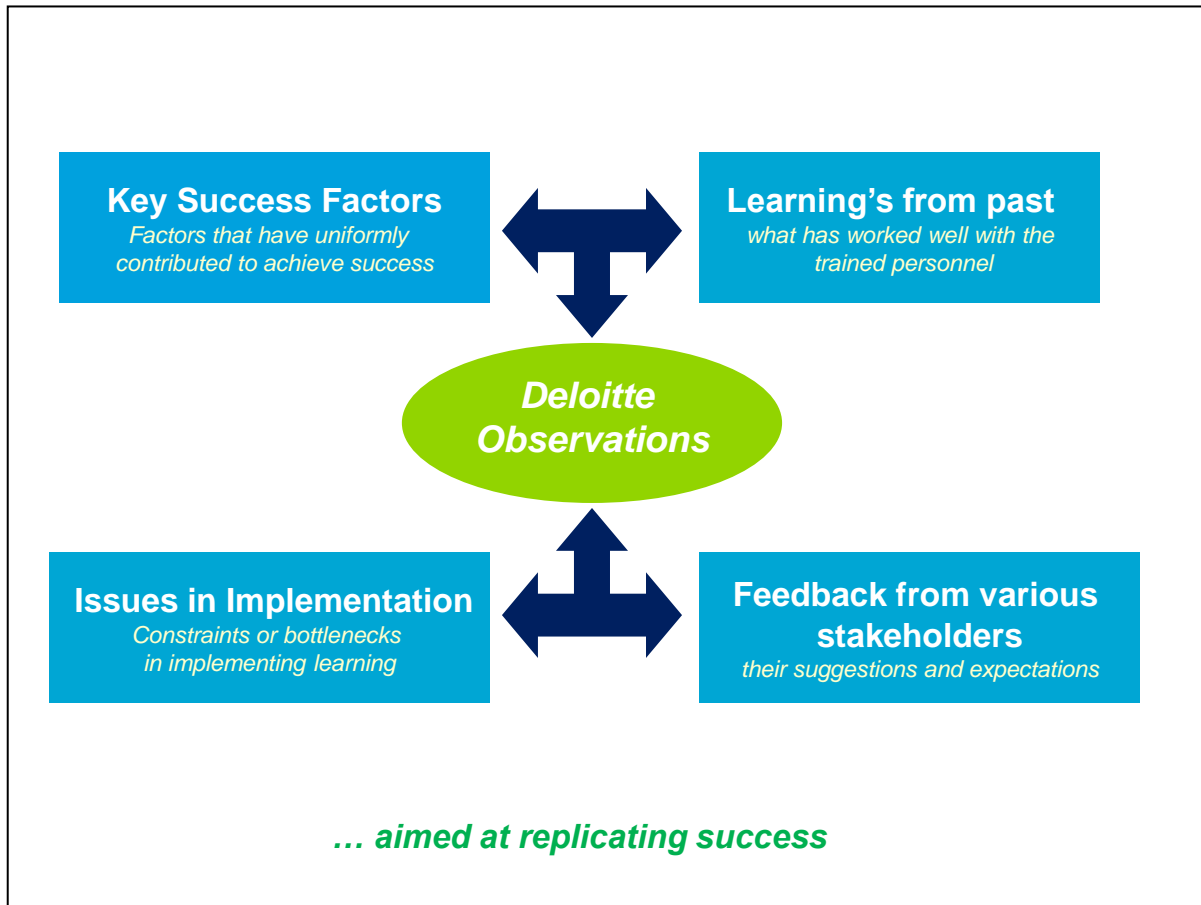
5.3 The training which has taken place without too high an investment has resulted in perceptible shifts in attitude and behavior in dealing with violence against women and children albeit on a smaller scale and limited to the extent of the trained personnel. This shift has become mainstreamed over time with multiple project contexts through convergence. The funding cooperation and convergence between UNICEF, KSP and the DWCD is a unique feature which has evolved from being a project primarily funded by UNICEF initially to a joint partnership.

5.4 While the achievements of the GSPP program have been significant, performance on certain aspects have not been uniform. These aspects lend themselves as scope for improvement. This chapter will draw upon these learning's as the basis to arrive at possible suggestions or recommendations for plugging the loopholes and improving performance.

Framework of Recommendations

5.5 The GSPP training, as understood earlier, has been developed through extensive research and rigorous processes involving consultation with several stakeholders. The evaluation reiterates the comprehensiveness and relevance of the training to the overall objective of making the police more sensitive and people friendly. Therefore the recommendations are more in the nature of fine tuning certain loopholes in the training process as well as training outcomes while retaining the basic training structure and methodology. The overall framework for the recommendations is presented in Exhibit 5.1 below –

Exhibit 5.1: Framework for Recommendations



The Catalysts

5.6 Before detailing the recommendations it is important to highlight certain aspects that have acted as catalysts for the implementation of GSPP and its outcomes. The success of GSPP to a large extent hinges on **individuals** – their interest, initiative, drive commitment and passion. Most success stories and individual initiatives are also directly attributable to this. All other factors being equal, the presence of a self-motivated individual is the biggest catalyst in taking the program and its outcomes to a higher plane.

5.7 Besides individuals, it was observed that the presence of one or more factors listed below ensured the implementation of learning (from the training) resulting in better performance and therefore accrued benefits –

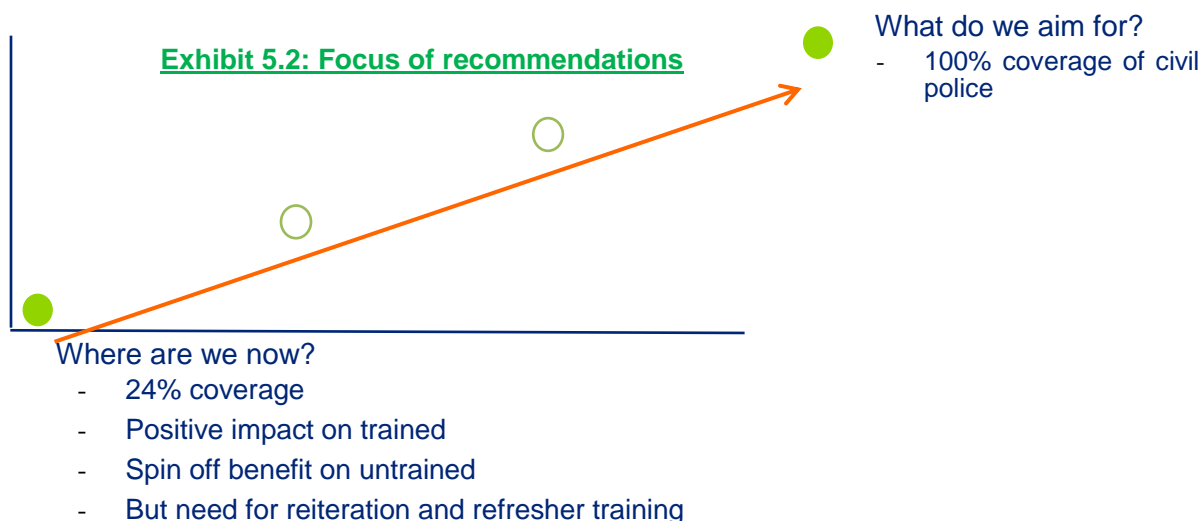
- **Proactive role of the District Police leadership** – where the district SPs believed in and were committed to the implementation, there was a definite impetus to the program

- **Supportive role played by the senior staff at the police** both in being sensitive themselves in handling cases as well as guiding and motivating the police staff to implement their learning
- **Presence of a larger group of trained personnel** – as the number of trained personnel increased, there were positive spin-offs and ripple effects on the untrained
- **Initiative shown by the C.W.O** – nominating appropriate candidates as CWO was the first step. The keen involvement and initiative of the C.W.O provided a huge thrust for handling cases pertaining to children
- **District level coordinators** – the presence of trained police personnel as coordinators for the program at the district level provided a large momentum for increasing coverage as well as improving outcomes
- **The seriousness and commitments displayed by the KSP Leadership at the state** – when the senior brass led by example, it set high standards and ensured buy-in from the cadres below.

5.8 The existence of any or all of these factors will definitely provide an impetus to the program implementation. Recognizing and capitalizing on these ‘catalysts’ will prove important for providing momentum to the program. However in addition to these, there are a few interventions required to ensure that the positive beginning made, is capitalized upon. These action points are detailed below.

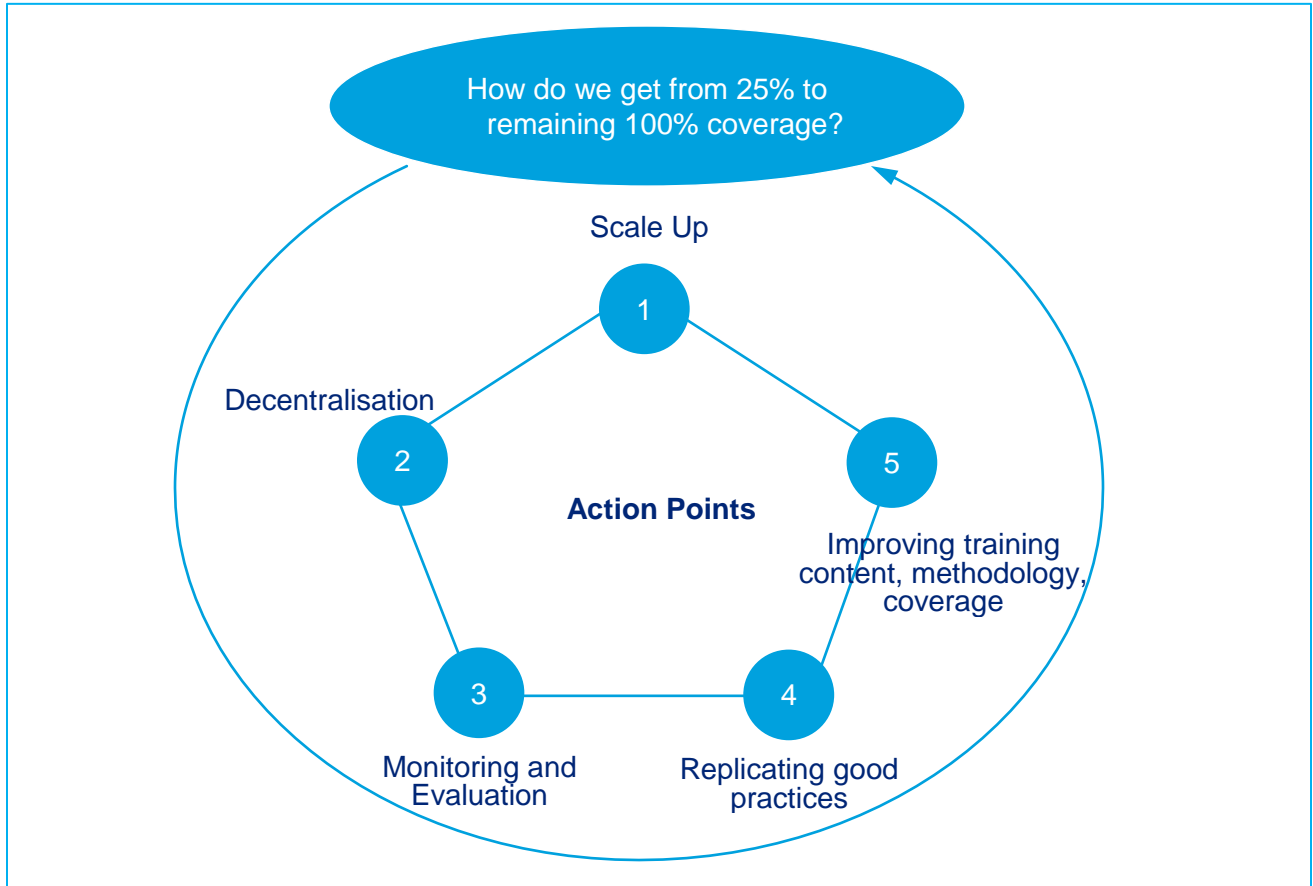
Focus of Recommendations

5.9 The GSPP program is currently at a stage where it has covered 25% of the civil police force and in doing so has exhibited positive impact on the trained. Therefore the main thrust of the action points is to ensure that the training program covers 100% of the civil police force over a period of time .The focus of the action points is towards improving its reach while ensuring the sustainability of the program as captured in Exhibit 5.2 below:



5.10 The action points for attaining 100% coverage report. have been classified and presented at five levels as shown in Exhibit 5.3:

Exhibit 5.3: Action Points



5.11 These action points are presented under the following heads:

1. Action Points for Scaling Up

<i>Focus on increasing scale and coverage</i>	
1	Increase the scale and coverage of the GSPP training - One of the important policy initiatives is to increase the scale and coverage of the GSPP training across the state. Along with the “focused intervention” in backward districts, the GSPP training also needs to be offered to police personnel in other districts. A Standing Order to this effect from the DG&IG Police will ensure that this is taken up seriously and also implemented. Further, a planned and phased approach needs to be adapted to work towards 100% coverage of the police personnel by the GSPP training.
2	Positive thrust from KSP Leadership - The positive push from the KSP Leadership will be an important factor for ensuring the quick adoption of the program. Hence a circular from the DG&IG providing a summary of GSPP, its achievements and outcomes and reiterating the importance of implementing the same will be an important step in the process of scaling up.
<i>Continued support from UNICEF</i>	
3	UNICEF has played a major role in ensuring a single direction, clarity in objectives as well as support to the program from inception till date. UNICEF is able to promote candid and critical feedback as a key and trusted partner of the police. Even though the program ownership is being transferred to the KSP, it will be critical for UNICEF to continue providing technical support, monitor program process, progress and achievements, support documentation and also contribute some percentage to the program budget to demonstrate their support
<i>Implementation of proposed initiatives towards program ownership</i>	
4	Annual Budget Allocation for GSPP –A regular annual budget provision for GSPP is an important step for ensuring sustainability. This can either be a separate code or a sub code under the already existing training budget for the police. It has been mentioned that a budget estimate of INR 5 million has been made to begin with and this is reasonable given the envisaged extent of coverage. A Standing Order in this regard with necessary statutory approvals needs to be initiated at the earliest. This will also ensure that there is no delay in implementation on account of waiting for funds / disbursements from other agencies etc. An annual budgeting exercise needs to be undertaken subsequently to arrive at the actual fund requirement.
5	Create a larger pool of peer police trainers - A critical bottleneck in increasing the scale and reach of the training across the state is the availability of quality trainers. Hence one of the main focus areas over the next three years will be to create a larger pool of peer police trainers . This would necessitate the need for conducting more Training of Trainers, selecting potential trainers, providing them additional coaching, nurturing and hand holding to the extent that they are capable of handling trainings independently and with the same quality as the core trainers..

6	<p>Use beat meetings as forum for learning - The roll call intervention piloted successfully by the core resource team in Bangalore can be adopted in all other districts too, once the GSPP training is launched. As a start this can definitely be extended to Raichur and Koppal. The roll call and beat meetings can be used to achieve two objectives – a simple refresher training for reiterating various knowledge points and also as a means of monitoring performance and level of implementation. Given the success seen in the knowledge transfer between the trained and untrained personnel, an active role can also be played by the trained police personnel</p>
<p>Orientation of senior personnel</p>	
7	<ul style="list-style-type: none"> • State level - The police leadership in Karnataka (DG&IGP, former DG&IGP and DG CID) have been aware of and supported the program implementation till date. However the continuity of the same over the next few years until it becomes a part of the system will be an important requisite for sustainability. This necessitates the need for orienting the next level of police leadership on the GSPP program, its objectives, importance and impact of the training. Holding an orientation program for the very senior police personnel at the state level / a dissemination workshop for the senior IPS officers with the participation of the DG&IG can be organized • District level - In addition to covering the police leadership at the state level, the senior police personnel at the district level and the PI and PSI level personnel have to be sensitized by the GSPP training. Their buy-in for the training program is very important to support the ground level functionaries as lack of support from senior personnel is quoted as one of the important constraints in implementing learning from the training. A special training session for the District SPs can also be organized. Along with the core trainers, external experts/ eminent persons can also be invited for conducting the sessions. • Orient key stakeholders from other government departments on the objective and achievements of GSPP as while at the same time reiterating the importance of convergence is essential
<p>Develop an on-line learning portal, positive media relations</p>	
8	<p>An on-line learning portal can be developed to serve as a reference point for all training material. Besides this, the learning portal could also house -</p> <ul style="list-style-type: none"> ▪ Standing Orders, Circulars issued by KSP leadership ▪ Individual initiatives and case studies of good practices initiated by the police personnel which are worthy of emulation <p>The portal could serve as a means of refresher training which will prove to be cost effective in up-scaling the training. The portal will need to be updated regularly.</p> <p>Enhance Media Coverage - Efforts need to be made by the KSP through the media to promote a positive and friendly image of the police through highlighting success stories, campaigns, good practices carried out under the GSPP. This will create visibility among a larger audience on the good efforts made by the police</p>

2. Monitoring and Evaluation

<i>Establish the PME Cell</i>	
1	<p>A PME (Project Monitoring and Evaluation) Cell needs to be created in the KSP to provide strategic direction and impetus to the GSPP training. Besides police personnel, the core GSPP resource team can be part of the PME Cell. Clearly defined role and responsibility need to be provided to them. Their key result areas need to include:</p> <ul style="list-style-type: none"> ▪ Develop annual training calendar at the State level ▪ Train the Trainers and identify pool of peer police trainers ▪ Nurture, hand hold and monitor performance of peer trainers to make them competent enough to handle training sessions independently over a period of two - three years ▪ Regular monitoring and evaluation of training processes and outcomes, identify lacunae and address gaps ▪ Guide district coordinators for a successful roll out of the training program in various districts ▪ Annual planning and budgeting ▪ Fine tune the training content and methodology based on feedback from the evaluation and regular monitoring and evaluation etc.
2	<p>Developing a scientific training calendar for the program both at the state and district level is very important to ensure scaling up of the program and will be a key activity for the PME cell in consultation with the districts. The training calendar has to factor in various aspects like number of personnel to be trained in a district, duration of training, number of available days, number of trainers available etc. An illustration of the same is provided below –</p> <p>District –</p> <p>Numbers to be trained – 5000</p> <p>No. of trainers – 3</p> <p>No. of batches that can be held simultaneously - 1</p> <p>GSPP training per month – 2</p> <p>No. of batches per month – 2</p> <p>Numbers covered per month – $2 \times 30 = 60$</p> <p>Numbers covered per annum – 720</p> <p>Number of years to cover 100% = 6+ years</p>
<i>Regular Monitoring of Outcomes</i>	
3	<ul style="list-style-type: none"> • Post introduction of the GSPP program various initiatives were introduced by the Karnataka State Police with special focus on women and children. These initiatives are truly proactive in nature. While these are being implemented in certain police stations or where there are sensitized and trained personnel, they are yet to be adopted in a systemic manner across the state. The fact that these have been

adopted by other police stations also makes it clear that it can be implemented with ease. Implementation of these factors can also be monitored along with monitoring of training impact. An illustrative list of such aspects include –

- Appointment of CWO / Senior CWO
- Vulnerability mapping
- Issue of NCR receipt
- Reflecting cases of violence against women and children separately in the crime chart
- Monthly review of cases pertaining to women and children
- Establishing help desk for women and children
- Adoption of SPARC checklist
- Help desk for women and children

The SPARC checklist which was developed by the GSPP resource team for the purpose of monitoring the police station level observations has not been used much for the purpose. The SPARC checklist can be used as a regular monitoring mechanism for all police stations.

3. Decentralization

<i>District Level Training Facilities</i>	
1	The need for increasing the scale and coverage of the GSPP training makes it imperative to develop “ district level training facilities ” across all the districts in Karnataka. In fact this concept was also to have been initiated by the ex DG&IG Police – a S.O to be sent out by him for the establishment of district level training facilities capable of conducting three - four training sessions every month. One - two of these monthly training sessions can be earmarked for GSPP training. A circular to this effect from the DG&IG will institutionalize the same and also help in developing the training calendar
<i>Responsibility</i>	
2	Additional SP of every district to be made responsible for the district training facility as well as implementation of GSPP including preparation of the training plan, monitoring progress etc.
<i>Develop pool of trainers</i>	
3	With the development of district level training facilities, it will also be important to develop a pool of at least three – four trainers in each district. Given the need for personnel who volunteer on their own and with commitment, capability and competency, identifying and developing the trainers may happen over a period of time. Hence to start with, the focus can be on developing a pool of trainers for every range who can organize and cover the training needs of the districts falling in that range. It also becomes important to regularly monitor the performance of the trainers and provide them feedback for improvement. Database of trainers need to be circulated to all District SPs
<i>Ensure availability of trainers</i>	
4	In addition to identifying and developing the trainers, it is imperative to ensure that the ‘peer trainers’ are made available for conducting the training programs. These peer trainers take up the role of a trainer, in addition to their routine police duty. In many instances, the peer trainers are not relieved by their seniors to conduct training. It will be very important for the DG&IG training to issue a circular to every police station providing the list of peer trainers who are available in the state along with their contact details besides providing instructions to ensure that the trainers are made available for conducting the training. Based on the training calendar, the number of training days needed can also be estimated and informed to the respective police stations.

4. Training Content and Methodology

<i>Content</i>	
1	<p>Increase emphasis on:</p> <ul style="list-style-type: none"> • <u>Modules aimed at changing attitude and behavior</u> - While the overall training content and methodology have been appreciated, it was mentioned that the modules that bringing about attitudinal change e.g. gender and power relations and police behavior were found to be a true eye opener. Further while covering key procedures relating to legislations was important, it was also felt that knowledge of legislations was something that the police were expected to know as part of their routine duty. It may therefore be appropriate to increase the emphasis of the training on the modules aimed at changing attitude and behavior. <p>Further, these sessions are highly contingent on the attitudes, skills and confidence of the facilitators, particularly when they are police or peer trainers. Need for more focus on this module implies that there is lack of uniformity in the impact of these sessions. Hence strengthening these sessions and building the skills of the peer trainers around those sessions is critical.</p> <ul style="list-style-type: none"> • <u>Modules where scoring on knowledge and skills is low</u> - There was a positive difference in the knowledge, attitude and skill and application level among the trained and untrained personnel which reflected the training impact. However, the core resource group needs to closely analyze the performance of the trained personnel on the pre and post training evaluation. The absolute score of the trained personnel on the various training modules will help in identifying focus areas for improvement. The scoring pattern on various modules can be used to identify not only need for focus at the overall level module but also within the modules. For instance, <ul style="list-style-type: none"> ○ Knowledge of PNDT Act ○ Skill level on ITPA, Child Labor Act etc.
<i>Methodology</i>	
2	<p>Consider introducing sessions on:</p> <ul style="list-style-type: none"> • <u>Experience Sharing</u> - It was expressed by the trained personnel that they do not always get an opportunity to work on cases on certain modules covered in the training e.g. Child Marriage, ITPA etc. It was suggested that the training session can provide more emphasis on 'Experience Sharing' where trained personnel can share their practical experiences of handling cases and how they applied the knowledge learnt from training while handling the cases. • <u>Showcasing individual initiatives</u> - The various individual initiatives taken by the trained personnel are also reflective of extent to which the training has motivated them. Showcasing these in the training sessions will also be a huge motivating factor for trainees who will come to believe that if such achievements were possible by other policemen, so can they

	<ul style="list-style-type: none"> • <u>Demonstrated application of knowledge</u> - The session can also share on how the learning from the training can be used in various initiatives taken by the police concerning women and children. For instance: <ul style="list-style-type: none"> ▪ Focus on women and child issues during mohalla meetings and other outreach programs ▪ Focus on child rights during school outreach programs ▪ Proactively identify women and child related issues during the area beat ▪ Track status of women and child cases etc. • A simpler handout at the end of the training program will be of immense use to the knowledge, procedures and other implementation points under each of the legislations. The format developed by the evaluation team for their comprehension can be used as the starting point. This format was developed more or less along the same lines and can be further refined and printed to be handed out as a ready reckoner for the trainees (who feel overawed by the volume of the learning material provided at the end of the training because of which they do not refer to it). Another aspect that can be a part of the learning material can be an illustrative chart on convergence – which is the convergence or reference points for the various types of legislations.
<p>Coverage and kind of training</p>	
<p>3</p>	<ul style="list-style-type: none"> • <u>Introduce planned refresher training</u> - In addition to the one-time training a pressing requirement is for the introduction of a planned refresher training program. The refresher training can be broken up into sub-modules and the roll call can also be used a medium for refresher training. The district level trainers can be used for carrying out the refresher training which will constantly reiterate the knowledge aspects from the training • <u>Recruitment trainees also be provided in-service training</u> - While the recruitment training is definitely welcome, the trainees begin appreciating the learning better after they are exposed to relevant cases and apply the learning. Therefore it will be of immense value if the personnel covered by recruitment training can also be covered by in service training after two-three years which will leave a greater impact on the trainees. • <u>Sensitize functionaries from converging departments</u> - Another important issue in implementing learning was the lack of support from other departments. Covering and sensitizing the key functionaries from the Department of Labor, WCD as well as statutory functionaries including CDPOs, CWC and JJB members etc. by the training will help in understanding the coverage and functioning of police better as well as appreciate the various opportunities for collaboration. • <u>Prioritise coverage of select personnel</u> - The ultimate aim of the GSPP should be to cover the police personnel by the training. However, given the larger strength this process will be time consuming. It should be noted that in a police station not all the

personnel are involved in handling cases and filing FIRs. While the process is underway, the GSPP can **prioritize coverage of select personnel** who have a more direct role in handling women and child related cases including –

- The Station writer – who plays an important role in filing FIR
- The computer operator – who also plays a key role in handling cases
- CWOs / Senior CWOs – who handle all child related cases
- Personnel manning the helplines set up for women and children.
- Women Police Personnel

It has been observed that the younger police personnel were more amenable to attitudinal change and displayed a more positive attitude about handling women and child related cases. Focused coverage of the younger police personnel should also be prioritized upon.

5. Adoption of Best Practices

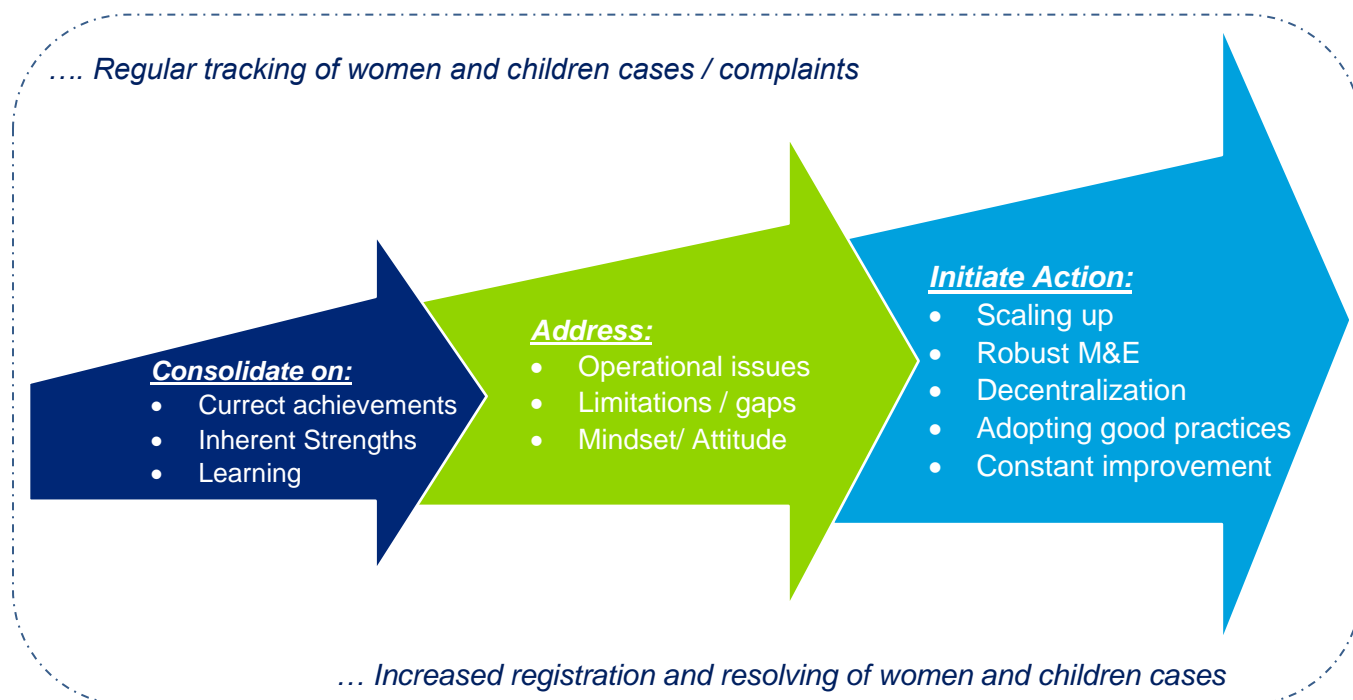
Emphasis on Convergence	
1	<p><u>Improve convergence efforts</u> with other departments is an important focus area. Shifting attitudes and actions within a hierarchical and complex police system requires both internal and external support, as well as balanced criticism when appropriate. Orienting the key functionaries at the state and district level may be a starting point to improve convergence. The district coordinators can also take initiative in preparing a list of key resource persons in the state and circulate it to all police stations. Issues in convergence need to be understood and these may be specific to districts and police stations. Focused interventions based on the specific issues need to be initiated.</p> <p>Women's and children's rights organizations have been critical to the GSPP process, but it has also been difficult for them to balance the capacity building processes of the project, while at the same time challenging violations when they occur. Having greater convergence around values and actions between civil society and the police system requires generosity and patience from all stakeholders, at the same time, as it requires a clear system of checks and balances. The embracing of the GSPP project and its goals by the police reform process will also be critical to this.</p> <p>The convergence approach followed for implementing the SJPU has been a great success especially for handling child related cases. The possibility of using the learning from this and adopting a similar approach for handling women related cases can be explored.</p>
Functional Women and Children Helplines	
2	<p>The helpline for women and children is a beneficial concept but is seen to be working in very few locations. Hassan is a positive case study for the successful functioning of the help desk. The success of this model has also led to it being replicated in a few neighboring districts. A closer look at the functioning of the model, cases handled etc. can be undertaken for replicating the model and its success in other districts</p>
Performance Recognition	
3	<p>Given that changing attitudes is not a linear process, it is difficult to institutionalize attitudinal change unless there are either rewards or incentive process within the system for progressive, people-friendly behavior and actions and punitive action against those who violate the rights of their colleagues and complainants who come to the police for redress. It also needs a much stronger process of feedback, refreshers and continuous assessment than is currently built into the system.</p> <p>The police system is not performance oriented or meritocracy based. In this situation, the police give much importance on the recognition and word of appreciation from their seniors. This positive action acts as a huge motivator for them. The findings of the M& E can be used to recognize police stations which have performed exceedingly well on the SPARC checklist and award them a certificate recognizing them as "People Friendly</p>

	<p>Police Station”. Individuals who have shown excellent initiative can also be provided with certificates and people friendly police badges. More than monetary rewards, this recognition will be a huge motivator.</p> <p>This was also observed in Hassan, where the women police managing SPANDANA were honored with police awards during Republic Day functions. This made quite a difference to the concerned personnel.</p>
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The Way Forward

5.12 The GSPP project has made a progressive beginning with the training resulting in a positive impact on the individual police personnel, police stations and on the beneficiaries. The project is well poised for increasing scale and coverage. It is important for the project to consolidate on the current gains and the inherent strengths of the program and act upon the limitations identified in order to ensure that the police play their role in being sensitive to needs of women and children in distress. The way forward for expansion of GSPP in this context is illustrated in Exhibit 5.2:

Exhibit 5.2: The Way Forward for Expansion of GSPP



5.13 It can be said beyond doubt that the GSPP has played a positive role in making the trained police personnel more sensitive and people friendly and is in the right path towards

meeting its objectives. The training has resulted in positive outcomes but the benefits are seen in smaller pockets and among trained personnel owing to the low penetration of training especially in the non - focus districts. The fact that such positive results are visible even with the low penetration makes the case strong for increasing the coverage and reach of the program. While the program, per se has been well acknowledged and appreciated, fine-tuning certain aspects will ensure that the program is sustainable and larger benefits reaped. These learning and recommendations will aid in hastening the pace of achievement.