

# Women in the Karnataka State Police

Experiences, Challenges and Opportunities

Assessment Report  
2024

*Prepared for:* Karnataka State Police



National Law School  
of India University  
Bengaluru



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# CHAPTER 1

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## INTRODUCTION

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### 1.1. Background and context

1. This report presents findings from an assessment conducted by the National Law School of India University (NLSIU) on the status and role of policewomen in Karnataka. In May 2022, NLSIU entered a partnership with the Karnataka State Police (KSP) to document the experiences of and challenges facing policewomen in the southern state. At present, women constitute 8 percent of the KSP. With the state government adopting a 25 percent representation target, women's recruitment in the police is set to increase.
2. At this opportune time, the report builds an evidence base on the distinct difficulties faced by women in the police service and highlights factors that inhibit as well as drive their growth within the institution. It examines the impact of institutional structures, policies and practices on women's participation in the police and sheds light on prevailing attitudes, mainly among female personnel, on the importance of women's role in and impact on policing. **The report recommends a series of institutional reforms grounded in the lived realities of policewomen. It is hoped that these findings will inform and augment the department's ongoing efforts and plans to make sure women not only join the police service in greater numbers but are also able to participate meaningfully at all levels.**
3. In highlighting the lived experiences of policewomen, the report also seeks to diversify the discourse on police reforms in the country that has so far paid little attention to issues of gender equality within police institutions. In doing so, the report holds relevance for other states in India beyond Karnataka. Further, by understanding the impact of local context and conditions on women's participation in policing, the study aims to contribute to the growing research on women's experiences in policing emanating from the global south.

### *Global context*

4. All over the world, the goal of gender diversity and equality in policing is recording important gains. From the evolution of targeted international instruments to promote gender equality to the implementation of national gender policies, strategies and action plans, governments and police institutions are taking concrete measures to enhance women's meaningful integration in policing. Consequently, the proportion of women in the police services is rising steadily, although no organisation has yet achieved a level of women's representation that is commensurate to their share in the workforce.
5. At the global level, a landmark development has been the adoption of the United Nations Security Council Resolution 1325 on Women, Peace and Security (2000),

which reaffirms the important role of women in all efforts for the maintenance and promotion of peace and security.<sup>1</sup> Resolution 1325, followed by nine successive resolutions,<sup>2</sup> underscores the importance of women's participation and active role in decision-making and governance. To implement these resolutions, 104 countries have adopted a National Action Plan as of 2024.<sup>3</sup> **The National Action Plan outlines the 'government's approach and course of action for localizing action on the Women, Peace and Security Agenda' and offers vital guidance to ensure women's meaningful participation in decision-making processes.**

6. The 2030 Agenda on Sustainable Development, adopted by the United Nations in 2015, further strengthen countries' commitment towards achieving gender equality.<sup>4</sup> The Agenda includes 17 Sustainable Development Goals (SDGs) that are designed to end poverty, hunger and discrimination against women and girls. Goal 5, which focuses on gender equality, and Goal 16, on building just and strong institutions, are particularly relevant. **Together, these combine to provide a clear push for gender balance and inclusion of gender perspectives in security services.**
7. Drawing on the international framework outlined above, more countries are taking steps to articulate, affirm and advance the importance of policewomen through various initiatives. Relevant measures include the adoption of quotas or targets for women's recruitment; conducting gender audits of police institutions geared towards reducing barriers to recruitment, retention and promotion; evolution of gender strategies and action plans; and creation of gender-segregated units. **Research indicates a significant shift in institutional gender policies and strategies beyond simply recruiting more women to addressing deeper issues such as intersectionality, that is, how gender interacts with other identity markers including race, ethnicity, religion, sexuality and caste, to create layers of inequality within an organisation.**<sup>5</sup>
8. These measures have resulted in significant gains in the representation of women in policing. **Research shows that women today serve as police officers in most countries and regions of the world.**<sup>6</sup> Several countries such as the United Kingdom, Latvia, Guyana, New Zealand, Australia and even select parts of Argentina, have surpassed the 25 percent representation target that is posited as a crucial tipping point where women cease to be a minority and are in a position to influence cultural change within police institutions.

<sup>1</sup> UNSC Res 1325 (31 October 2000) UN Doc S/RES/1325 <<https://documents-dds-ny.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>> accessed 22 July 2024.

<sup>2</sup> UNSC Res 1820 (2008), UNSC Res 1888 (2009), UNSC Res 1889 (2009), UNSC Res 1960 (2011), UNSC Res 2106 (2013), UNSC Res 2122 (2013), UNSC Res 2242 (2015), UNSC Res 2467 (2019), and UNSC Res 2493 (2019).

<sup>3</sup> PeaceWomen, 'National Action Plans: At A Glance' <<https://1325naps.peacewomen.org/>> accessed 22 July 2024.

<sup>4</sup> United Nations, 'Sustainable Development Goals' <<https://www.undp.org/sustainable-development-goals>> accessed 22 July 2024.

<sup>5</sup> DCAF, OSCE/ODIHR, UN Women (2019) 'Policing and Gender', in *Gender and Security Toolkit* (Geneva: DCAF, OSCE/ODIHR, UN Women) <[https://www.dcaf.ch/sites/default/files/publications/documents/GSToolkit\\_Tool-2%20EN%20FINAL\\_0.pdf](https://www.dcaf.ch/sites/default/files/publications/documents/GSToolkit_Tool-2%20EN%20FINAL_0.pdf)> accessed 22 July 2024.

<sup>6</sup> Gail Sears Humiston and Cara E. Rabe-Hemp, 'The Progression of Women Police: A Comparative Analysis' in Cara Rabe-Hemp and Venessa Garcia (eds), *Women Policing Across the Globe: Shared Challenges and Successes in the Integration of Women Police Worldwide* (Rowman & Littlefield 2020) 11.

**Table 1: Percentage of women in the police in 30 countries<sup>7</sup>**

	Country	%Women
1	Latvia	37.4
2	Lithuania	36.12
3	Guyana	29.04
4	United Kingdom	28.61
5	Trinidad and Tobago	24.77
6	Serbia	23.22
7	Belgium	21.75
8	Malta	19.29
9	France	19.03
10	Singapore	18.08
11	Croatia	17.62
12	Slovakia	16.98
13	Barbados	16.44
14	Finland	16.29
15	Czech Republic	15.73
16	Poland	15.40
17	Chile	15.12
18	Denmark	14.43
19	Mexico	13.56
20	Slovenia	13.30
21	El Salvador	12.78
22	Honduras	10.34
23	Albania	9.60
24	Montenegro	9.34
25	Paraguay	7.97
26	Portugal	7.47
27	Bosnia and Herzegovina	7.31
28	Italy	7.13
29	Kazakhstan	6.86
30	Algeria	6.35

9. Women are not just joining the police but making inroads into departments and wings traditionally dominated by men, as well as occupying senior leadership positions. **Although it is important to note that no police organisation has reached a level of women's representation equivalent to their share in the workforce, the pace at which recruitment is taking place is increasing.** New Zealand, for instance, took 50 years to reach 10 percent women constabulary, then another 25 years to reach 20 percent.<sup>8</sup> But it took just four years to go from

<sup>7</sup> DCAF, OSCE/ODIHR, UN Women (2019) (n 5) 11.

<sup>8</sup> New Zealand Police, 'Milestone Graduation for Women in Police' (New Zealand Police, 13 June 2022) <<https://www.police.govt.nz/news/ten-one-magazine/milestone-graduation-women-police>> accessed 23 July 2024.



20 percent to 25 percent as of 2022. At this rate of recruitment, the New Zealand Police claim to achieve 40 percent women constabulary in 10 years.

### *Indian context*

10. In India, too, policy attention towards improving the role of women in policing has gained momentum over the past two decades. Through several initiatives, the Government of India (GOI) has emphasised the importance of women in police forces for enhancing public safety, facilitating access to justice for women and children, making police organisations more gender sensitive and strengthening overall public confidence in the police.

#### **National Police Commission (1979-1981) on Women Police**

As early as 1979, the National Police Commission, constituted by the Government of India to recommend holistic police reform, upheld the importance of gender diversity in policing. It acknowledged the role women can play in responding to growing incidences of kidnapping, abduction and rape specifically affecting women as well as their potential in performing non-combative roles that require restraint and patience. At the time, women constituted just 0.4 percent of the entire police force in the country. The Commission recommended states to enlist more women, particularly at the levels of assistant sub-inspector and sub-inspector. Notably, it also cautioned against restricting women to specialised roles and emphasised the need for gradually entrusting them with all duties so they can become an integral part of the police.

11. On-ground progress remained slow until criminal law reforms beginning in 2009 provided an impetus to enhance women's participation in the police. The reforms expanded the ambit of statutory functions to be performed by women police personnel. These include the requirement of woman personnel to a) record the information/complaint in any instance where a woman survivor alleging select crimes defined in the Indian Penal Code including sexual harassment, stalking, voyeurism and rape *herself* makes the complaint;<sup>9</sup> b) record the statement of a woman survivor of rape and select other crimes against women;<sup>10</sup> c) record the statement of a child survivor of sexual offences as defined under the Protection of Children from Sexual Offences Act 2012;<sup>11</sup> and d) arrest a woman;<sup>12</sup> **These changes require the presence of women police personnel at multiple stages of the legal process in cases involving women victims of sexual offences and women suspects.**
12. To implement these legal requirements, in 2009, GOI adopted the target of 33 percent representation of women in the police and advised states to take

<sup>9</sup> Code of Criminal Procedure 1973, s 154(1).

<sup>10</sup> Code of Criminal Procedure 1973, s 157(1), proviso.

<sup>11</sup> Protection of Children from Sexual Offences Act 2012, s 24(1).

<sup>12</sup> Code of Criminal Procedure 1973, s 46(1), proviso.

affirmative action to this effect.<sup>13</sup> While some states already had reservations for women in the police, this move impelled more states to adopt representation targets. As of 2023,<sup>14</sup> official data shows that of India's 28 states, 11 states<sup>15</sup> have adopted 33 percent reservation; 6 states have adopted 30 percent reservation;<sup>16</sup> and 5 states have adopted 25 percent or less reservation.<sup>17</sup> The remaining five states (Goa, Manipur, Kerala, Mizoram and West Bengal) do not provide any reservation for women. The state of Bihar stands out with its 35 percent target. Six out of the eight Union Territories—Chandigarh, Dadra and Nagar Haveli and Daman and Diu, Delhi, Lakshadweep, Puducherry, and Andaman and Nicobar Islands—have adopted 33 percent representation targets. Jammu and Kashmir has set its target at 15 percent whereas Ladakh is yet to adopt any target.

- 13. Against the target of 33 percent, women constitute 12.32 percent of the total police strength in India as of 2023.** Among the states, Bihar reports the highest share of policewomen at 23.66 percent, followed closely by Andhra Pradesh at 21.48 percent and Tamil Nadu at 20.69 percent. Notably, the Ladakh police reports nearly 30 percent women's representation, and Chandigarh, 22.47 percent. As reflected in Table 2, most states report shares of 5–10 percent. Jammu and Kashmir, Meghalaya and Tripura report the lowest shares, at around 5 percent each.

**Table 2: Representation of women in police across Indian states and Union Territories, 2023<sup>18</sup>**

Percentage of women police	Number of states/UTs	States/UTs
<b>20 percent and above</b>	5	Bihar, Andhra Pradesh, Chandigarh, Ladakh, Tamil Nadu
<b>Between 15 and 19 percent</b>	2	Maharashtra, Gujarat
<b>Between 10 and 14 percent</b>	12	Arunachal Pradesh, Goa, Himachal Pradesh, Nagaland, Odisha, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand, Delhi, Lakshadweep, Andaman and Nicobar Islands
<b>Between 5 and 9 percent</b>	17	Assam, Chhattisgarh, Haryana, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Sikkim, Telangana, Tripura, West Bengal, Puducherry, Dadra and Nagar Haveli and Daman and Diu, Jammu and Kashmir

<sup>13</sup> Government of India, Ministry of Home Affairs, 'Office Memorandum, Advisory on Crimes against Women, F. NO.15011/48/2009-SC/ST-W' (4 Sept 2009) <[https://mha.gov.in/sites/default/files/AdCrime-Agnst-Women170909\\_3.pdf](https://mha.gov.in/sites/default/files/AdCrime-Agnst-Women170909_3.pdf)> accessed 5 August 2024.

<sup>14</sup> Government of India, Ministry of Home Affairs, Bureau of Police Research and Development, *Data on Police Organizations in India as on 1.1.2023* <[https://bprd.nic.in/uploads/pdf/1716639795\\_d6fce11ed56a985b635c.pdf](https://bprd.nic.in/uploads/pdf/1716639795_d6fce11ed56a985b635c.pdf)> accessed 5 August 2024, 95, table 3.2.1.

<sup>15</sup> Andhra Pradesh, Gujarat, Haryana, Jharkhand, Madhya Pradesh, Nagaland, Odisha, Punjab, Tripura and Sikkim. Telangana has adopted 33 percent reservation in civil police only and 10 percent in the District Armed Reserve.

<sup>16</sup> Assam, Chhattisgarh, Maharashtra, Rajasthan, Tamil Nadu and Uttarakhand. Of these, Uttarakhand has 30 percent horizontal reservation.

<sup>17</sup> Arunachal Pradesh (10%), Himachal Pradesh (25% only in the constabulary), Karnataka (25%), Meghalaya (10%), and Uttar Pradesh (20%).

<sup>18</sup> Government of India, Ministry of Home Affairs, Bureau of Police Research and Development, n 14, 94.

14. The state of Karnataka reported 9,081 women personnel as of 2023, constituting 8.91 percent of the total police strength (1,01,911), against the national average of 12.32 percent.<sup>19</sup> **Karnataka occupies the 17th position in a national ranking based on the share of women in the police.**<sup>20</sup>
15. In 2017, the Comptroller and Auditor General (CAG) in its audit report highlighted the low share of women in the KSP and directed the state to 'implement an action plan for recruitment of women on top priority'.<sup>21</sup> This prompted the state government to commit to a 20 percent women's representation target,<sup>22</sup> explaining in part the increase in women's share recorded since 2018 (see Chapter 2). In February 2020, the state further increased the representation target to 25 percent for all recruitment in both civil and reserve police forces.
16. While this is a welcome step, the state would do well to consider a further increase to 33 percent, at par with the target adopted by the central government and recommended by the **Karnataka Administrative Reform Commission (KARC)**, to achieve faster results. **At the current recruitment rate, the KARC estimates it will take the state more than 22 years to achieve 25 percent women's representation, assuming 3 percent of posts fall vacant every year and recruitment takes place with 25 percent reservation each year.**<sup>23</sup> **Achieving a target of 33 percent will take 38 years at this rate.**<sup>24</sup>
17. It is worth noting that despite a relatively low proportion of women in police, Karnataka is among the few states in India where a woman officer has served as the state police chief. In 2017, an Indian Police Service (IPS) officer from the 1983-batch, Neelamani Raju, was appointed as the Director General and Inspector General of Police, making her the first woman police chief of the state. More recently, in March 2020, the state capital Bengaluru stood out for appointing eight women deputy commissioners of police in charge of the city's administrative districts.<sup>25</sup> **These are important landmarks that demonstrate the potential for women to have promising careers in the police. Showcasing these achievements can form part of the department's broader communication strategy by way of encouraging more women to step forward and join the state police service.**

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<sup>19</sup> Ibid.

<sup>20</sup> These are: Andhra Pradesh (21.48%), Bihar (23.66%), Tamil Nadu (20.69%), Maharashtra (18.66%), Gujarat (16.73%), Himachal Pradesh (14.47%), Haryana (9.2%), Uttarakhand (12.24%), Arunachal Pradesh (11.28%), Uttar Pradesh (10.49%), Goa (10.75%), Odisha (10.97%), Rajasthan (10.87%), Punjab (11.06%), West Bengal (9.6%), and Nagaland (10.25%).

<sup>21</sup> Comptroller and Auditor General (India), Report of the Comptroller and Auditor General of India on General and Social Sector, for the year ended March 2017 (Government of Karnataka, Report No.2 of 2018) 15.

<sup>22</sup> Ibid.

<sup>23</sup> Government of Karnataka, Karnataka Administrative Reforms Commission-2 (Second Report, January 2022) 181 <[https://karc2.karnataka.gov.in/pdf/resources/2182022/Report2\\_Eng\\_18\\_02\\_22.pdf](https://karc2.karnataka.gov.in/pdf/resources/2182022/Report2_Eng_18_02_22.pdf)> accessed 6 August 2024.

<sup>24</sup> India Justice Report, *India Justice Report: Ranking States on Police, Judiciary, Prisons and Legal Aid* (April 2023) <[https://indiajusticereport.org/files/IJR%202022\\_Full\\_Report.pdf](https://indiajusticereport.org/files/IJR%202022_Full_Report.pdf)> accessed 6 August 2024, 16.

<sup>25</sup> Sandra Marina Fernandes, 'Bengaluru Women Top Cops Forge Ahead, Despite Gender Bias' *The Times of India* (16 March 2020) <<https://timesofindia.indiatimes.com/city/bengaluru/city-women-top-cops-forge-ahead-despite-gender-bias/articleshow/74637791.cms>> accessed 6 August 2024.

18. Like other states in India, Karnataka is yet to develop a specific policy or action plan aimed at ensuring the equitable integration of women in its police department. A vital component of such a plan must be the timely realisation of its representation target. This will involve setting district-wise yearly recruitment targets, clear timelines and review processes to ensure that these targets are met. Numbers alone, however, will not guarantee a gender-sensitive institution. Simultaneous efforts at improving facilities for women, overhauling organisational processes to root out gender bias, addressing systemic barriers that constrain women's performance, and mobilising dialogue across rank and file on the importance of diversity in policing, are all equally important by way of ensuring an enabling environment for women—and men—to be able to perform to their optimum.
19. This report seeks to contribute towards such an effort by highlighting the role and experiences of women in the KSP, the distinct challenges they face while doing their duty, and their expectations from the police department. Its findings are intended to contribute towards identifying actionable strategies that are time-bound, feasible and holistic, and will be useful for the department in ensuring the equitable integration of women in the KSP.

## 1.2. Aim of report

20. This document seeks to:
- Provide a baseline assessment of the share and profile of women in the KSP across ranks, districts and posts with a view to identify patterns, highlight recruitment gaps and underscore opportunities for increasing women's representation;
  - Provide evidence of social, cultural and institutional barriers inhibiting women's performance at different levels;
  - Demonstrate ways in which organisational policies such as those on posting, transfers and promotions, disproportionately constrain women;
  - Highlight prevailing attitudes among women personnel towards their role in and importance for policing; and
  - Recommend policy improvements, strategies and actionable measures aimed at creating an enabling environment for women in the police.
21. An overriding purpose of the research is to place the expectations and concerns of women as shared directly by them at the forefront of planning and decision-making. In this, **the study focuses on women personnel at two levels: the constabulary (constable and head constable) and the immediate supervisory ranks (assistant sub-inspector, sub-inspector and inspector) also referred to as the investigating ranks. This is for two main reasons. First, these levels/ranks together account for 99 percent of the total women police strength in the state.** Second, these are the ranks that are responsible for frontline policing functions such as crime prevention, investigation, law and order and community outreach,

and where the law mandates women personnel to perform select functions, as explained above.

22. The research was conducted in two sequential phases, accompanied by a series of qualitative interviews with senior leaders through the study duration. **Phase 1** involved the collation of rank, district and police station level data on the proportion of women personnel, along with a review of department policies on recruitment, transfers, and other service conditions. The aim was to assess the existing strength of women in KSP and the level of institutional preparedness for a gender diverse workforce. Specifically, the mapping exercise sought to throw light on variations in the number of policewomen across districts, units and ranks. This was helpful in determining yearly recruitment targets for the state as well as in identifying units/districts that need to be prioritised, in an initial order of preference, to improve the recruitment and deployment of women. **Phase 2** of the research involved a ground assessment of challenges faced by policewomen in the state. The specific purpose of this assessment is to draw upon the lived realities of policewomen at different levels to highlight day-to-day difficulties, levels of satisfaction with various institutional measures, and lack of congruence between women's expectations and ground realities.

The detailed methodology can be found in Appendix A.

### 1.3. Report structure

23. The report is structured as follows:

**Chapter 2** presents trends on the share of women in KSP at different levels including variations across ranks, units, districts and police stations.

**Chapter 3** highlights the experiences and distinct challenges facing policewomen at different levels. It consists of two sub-parts: part one focuses on women at the constabulary level whereas part two looks at women in the immediate supervisory ranks.

**Chapter 4** presents findings of the survey administered to women personnel.

**Chapter 5** discusses the key implications of the findings and provides recommendations emerging from the study.

## CHAPTER 2

# PERCENTAGE AND SPREAD OF WOMEN IN THE KARNATAKA STATE POLICE

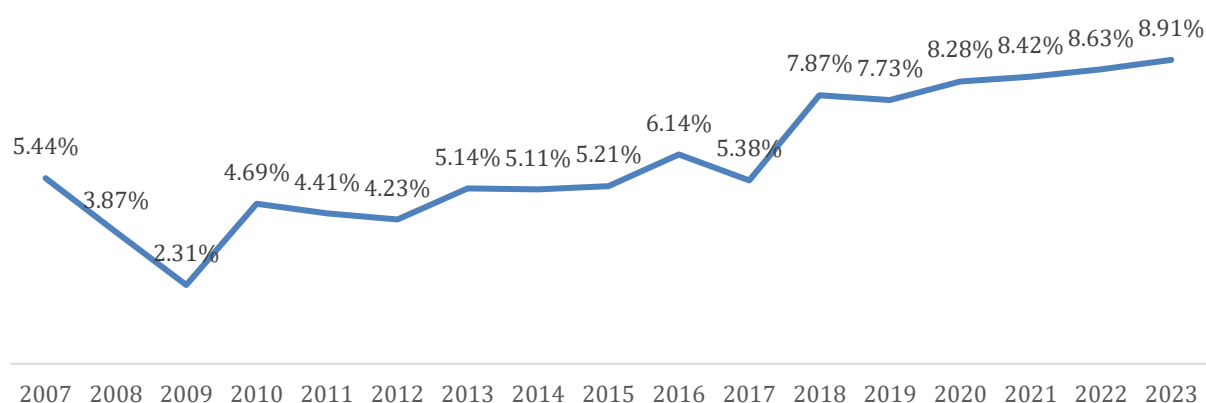
### Chapter outline

- 2.1. Overall percentage
- 2.2. Civil and armed branches
- 2.3. Variation across districts
- 2.4. Variation across ranks

### 2.1. Overall percentage

1. The Karnataka State Police (KSP) has amongst the lowest shares of women in the police across Indian states. As of 2023, there were 9,081 women personnel in the KSP, constituting 8.91 percent of the total police strength (1,01,911), against the national average of 12.32 percent.<sup>26</sup> The state occupies the 17th position in a national ranking based on the share of women in the police.<sup>27</sup>
2. In over 15 years, the share of policewomen in KSP has only marginally increased, from 5.44 percent in 2007 to 8.91 percent in 2023.<sup>28</sup> Between 2007 and 2012, it remained at par with the national average, which was 5.87 percent in 2012. Since 2012, however, it has consistently lagged. By 2017, the national average had reached 7 percent whereas Karnataka remained at 4–5 percent.

**Figure 1: Percentage of women in the Karnataka State Police, 2007-2023**



<sup>26</sup> Government of India, Ministry of Home Affairs, Bureau of Police Research and Development, n 14, 94-95, Table 3.2.1.

<sup>27</sup> These are: Andhra Pradesh (21.48%), Bihar (23.66%), Tamil Nadu (20.69%), Maharashtra (18.66%), Gujarat (16.73%), Himachal Pradesh (14.47%), Haryana (9.2%), Uttarakhand (12.24%), Arunachal Pradesh (11.28%), Uttar Pradesh (10.49%), Goa (10.75%), Odisha (10.97%), Rajasthan (10.87%), Punjab (11.06%), West Bengal (9.6%), and Nagaland (10.25%).

<sup>28</sup> These have been calculated based on the *Data on Police Organizations in India* (n 14) published from 2007 till 2023.

## 2.2. Civil and Armed Branches

3. State Police are divided into civil and armed branches. While the civil branch handles major crime prevention, investigation and community interface functions, the armed branch assists in addressing public order situations. Ensuring the adequate representation of women personnel in both civil and armed branches is important for meeting different policing requirements.
4. Within the KSP, women are concentrated in the civil police. Of the total 9,081 women personnel as of 2023, 8,937 were in the civil police, making up 12.69 percent of the civil police. In the armed battalions, they accounted for only 1.58 percent. Armed police mainly include the District Armed Reserve (DAR) and the Special Armed Police Battalions under the Karnataka State Reserve Police (KSRP).
  - KSP does not have women in the DAR. The year 2019 seems to be an aberration where, as per data from the Bureau of Police Research and Development (BPRD), 359 women were taken into the DAR, spread across three ranks: constable (294), head constable (33) and sub-inspector (32). But the police department maintains that there are no women in the DAR.<sup>29</sup>
  - The KSRP consists of armed battalions that are deployed in situations involving disruption of peace, large-scale destruction of property or harm to people, fire, flood, earthquake or riot in order to restore peace and preserve order.<sup>30</sup> The Karnataka government first recruited women constables in the armed branches in 2016 when the decision was taken to create a female company to deal with riots.<sup>31</sup> 120 women constables were recruited into the KSRP at the time.<sup>32</sup> Recruitment, however, has not been regular, resulting in a dwindling number of women in the armed branches, from 166 in 2018 to 149 in 2022. This further reduced to 144 in 2023, constituting just 1.58 percent across the 12 KSRP battalions.<sup>33</sup> Moreover, the existing strength is concentrated in the constabulary, with just 4 women at the sub-inspector rank.

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<sup>29</sup> As clarified by the Additional Director General (Law and Order), Hithendra, who served as the nodal officer for the study.

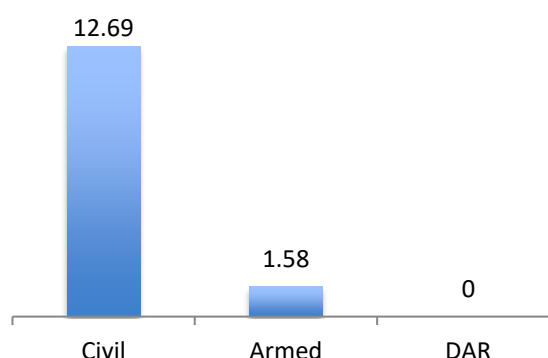
<sup>30</sup> The mandate, structure and governance of the state reserve police are defined in The Karnataka Police Act 1963, chapter X, s 144-161.

<sup>31</sup> Rakesh Prakash, 'Karnataka Raises First Female Reserve Police Company' *The Times of India* (29 December 2016) <<https://timesofindia.indiatimes.com/city/bengaluru/karnataka-raises-first-female-reserve-police-company/articleshow/56241183.cms>> accessed 7 August 2024.

<sup>32</sup> Umesh Yadav, '120 Women Hired: Bengaluru to Get its First Anti-Riot Women Squad' *The Economic Times* (28 February 2017) <<https://economictimes.indiatimes.com/news/politics-and-nation/120-women-hired-bengaluru-to-get-its-first-anti-riot-women-police/articleshow/57386773.cms?from=mdr>> accessed 7 August 2024.

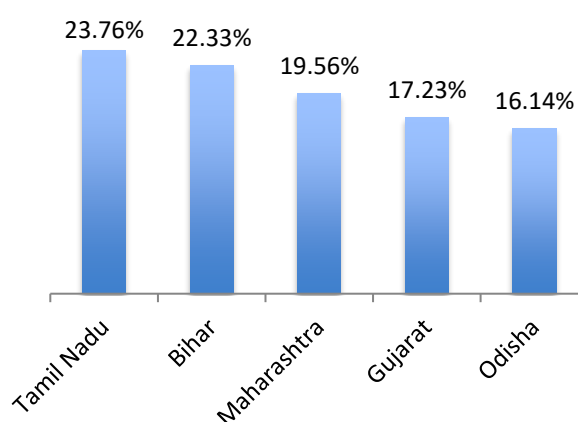
<sup>33</sup> Government of India, Ministry of Home Affairs, Bureau of Police Research and Development, n 14, 94-95, Table 3.1.3(B) read with Table 3.1.10(B).

**Figure 2: Percentage of women in civil and armed branches of KSP, 2023**



5. Several other states, particularly those with a relatively high percentage of women in police, have women represented in both civil and armed branches. In Tamil Nadu, for instance, 69 percent (15,581) of women in police (22,547 in total) are in the civil branch whereas 31 percent (6,966) are in the armed branch. In Kerala, 20 percent (847) of the women in police (4,142 in total) are in the armed branch. Bihar, Haryana, Jharkhand, Kerala and Uttarakhand have also established all-women armed battalions.

**Figure 3: Percentage of women in the District Armed Reserve in five other states, 2022**



6. In the absence of women in the armed branches, the state police has had to rely on the women staff in the civil police, particularly for handling public agitations involving large numbers of women protestors, thereby adding to the workload of already overworked women staff.
7. In 2021, policewomen's promotions to the post of head constable in the armed battalion were fast-tracked. For the first time, 72 women constables were promoted to head constable after completing just three years and a few months of service.<sup>34</sup> Moreover, in 2022, the Karnataka government reportedly

<sup>34</sup> DHNS, 'KSRP Scripts History in Promoting Women Constables' *Deccan Herald* (24 February 2021) <<https://www.deccanherald.com/state/ksrp-scripts-history-in-promoting-women-constables-954623.html>> accessed 7 August 2024.

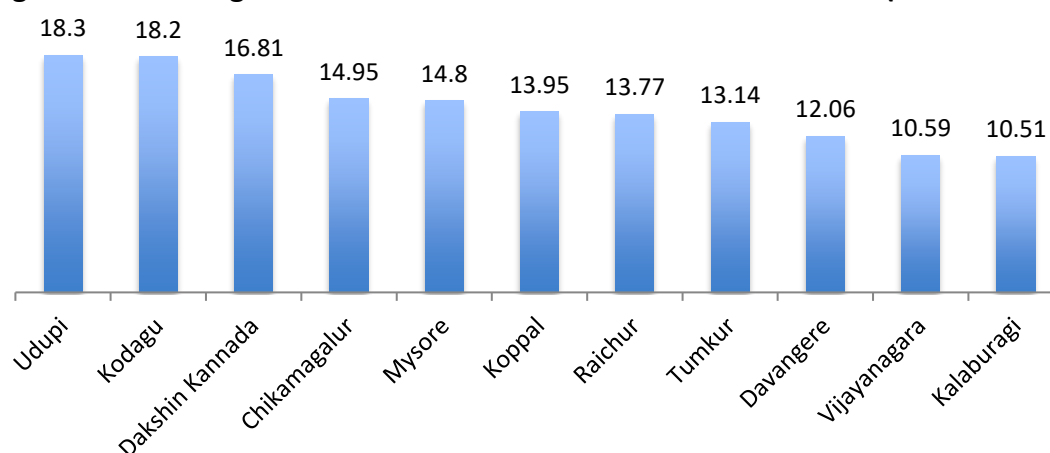


considered an additional all-women battalion for the KSRP.<sup>35</sup> Such affirmative measures create incentives for more women to join the police and are crucial to address the glaring gender gap in the armed branches.

### 2.3. Variation across districts

8. The representation of women in the KSP varies considerably across districts. Out of the 11 districts that provided rank- and police station-wise data for this study, Udupi and Kodagu districts reported the highest share of women, at 18 percent, while Vijayanagara and Kalaburagi reported the lowest, at around 10 percent. In absolute numbers, Tumkur has the largest strength of women personnel, at 220 (though this constitutes 13 percent of the district's total police strength), followed by Udupi, at 202.

**Figure 4: Percentage of women across eleven districts in Karnataka (as of 31.10.22)**



9. Notably, the districts with a higher share of women personnel—Udupi, Kodagu, Dakshin Kannada and Chikamagaluru—are also among the top five districts (after Bengaluru) in the Human Development Index (HDI) for Karnataka.<sup>36</sup> These districts have better human development performance on three key development parameters: life expectancy, expected years of schooling combined with mean years of schooling, and per capita income. These districts also fare better in the Gender Inequality Index, which measures gender-based disadvantages across three dimensions: reproductive health, empowerment and labour force participation.<sup>37</sup>

### 2.4. Variation across ranks

10. Overall, the share of women in KSP (civil and armed branches) is highest among the senior supervisory ranks—12.5 percent at the Indian Police Service (IPS) level

<sup>35</sup> Arun Dev, 'Need for More Women in Reserve Forces to Tackle Stirs: Karnataka Police Chief' *Hindustan Times* (23 September 2022) <<https://www.hindustantimes.com/cities/bengaluru-news/need-for-more-women-in-reserve-forces-to-tackle-stirs-karnataka-police-chief-101663872615691.html>> accessed 8 August 2024.

<sup>36</sup> Government of Karnataka, Planning, Programme Monitoring and Statistics Department, *Karnataka Human Development Report 2022: Bridging the Gaps towards Sustainable Well Being* <<https://planning.karnataka.gov.in/storage/pdf-files/Reports/HumanDevelopmentReport-2022FullBook.pdf>> accessed 8 August 2024, 33.

<sup>37</sup> Ibid 39-44.

(Superintendent of Police and above), and 10.2 percent at the constabulary level. In the primary investigating ranks, also referred to as the immediate supervisory ranks, it is just 5.9 percent. In civil police alone, the share is slightly higher, with 14.2 percent at the IPS level, 7.92 percent in the investigating ranks, and 14.57 percent in the constabulary.

**Table 3: Rank-wise percentage of women in Karnataka State Police (civil and armed), 2023**

		Total Police (Actual)	Total Women Police	%	Civil Police (Actual)	Women in Civil Police	%
<b>Indian Police Service ranks (Senior Supervisory)</b>	Director General of Police (DGP)/Special DGP	6	0	0	6	0	
	Additional DGP	21	1	4.76	20	1	5
	Inspector General of Police	24	2	8.33	24	2	8.3
	Deputy Inspector General	20	1	5	19	1	5.3
	Assistant Inspector General of Police/Senior Superintendent of Police/Superintendent of Police*/Commandant (Comn)	321	48	14.95	280	48	17.1
	Additional SP/Deputy Comn	24	0	0	16	0	0.00
	<i>Sub-total</i>	<i>416</i>	<i>52</i>	<b>12.5</b>	<i>365</i>	<i>52</i>	<i>14.2</i>
<b>Intermediary rank (Senior supervisory)</b>	Assistant Superintendent of Police/Deputy Superintendent of Police**	707	34		549	30	
	<i>Sub-total</i>	<i>707</i>	<i>34</i>	<b>4.8</b>	<i>612</i>	<i>34</i>	<i>5.55</i>
<b>Investigating ranks (Immediate supervisory)</b>	Inspector	1984	73	3.68	1750	73	4.17
	Sub-Inspector*	4528	711	15.52	4002	707	17.66
	Assistant Sub-Inspector	9496	175	1.84	6305	175	2.77
	<i>Sub-total</i>	<i>16062</i>	<i>959</i>	<b>5.97</b>	<i>12057</i>	<i>955</i>	<i>7.92</i>
<b>Constabulary (Field personnel)</b>	Head Constable	28208	1815	6.43	18455	1721	9.32
	Constable*	50495	6216	12.31	35702	6175	17.29
	<i>Sub-total</i>	<i>78703</i>	<i>8031</i>	<b>10.20</b>	<i>54157</i>	<i>7896</i>	<i>14.57</i>
<b>Others</b>	Others	6023	5	0.08	3216	0	0

Sub-Total	6023	5	0.08	3216	0	0
Total	101911	9081	8.91	70407	8937	12.69

\*Ranks where direct recruitment takes place

\*\*Ranks filled through a combination of direct recruitment and promotion

11. The shortfall of women in the investigating ranks is significant. Based on statewide data of civil police, there are a total of 955 women officers across the three ranks of assistant sub-inspector (ASI), sub-inspector and inspector. Meanwhile, the state has a total of 1,060 police stations including rural, urban and special police stations.<sup>38</sup> There are at least 105 police stations without a single woman officer in these crucial ranks, assuming each police station has at least one woman Investigating Officer.

#### Ministry of Home Affairs Guidelines

Since 2009, the GOI has issued several national advisories emphasising the importance of increasing women's representation in police institutions across the country.<sup>39</sup> GOI recognises the role policewomen can play in ensuring a sense of safety in public spaces, in improving the image of the police, and in making police stations more accessible and gender sensitive. It sees equal opportunities for women in the police as a 'necessary ingredient for good governance'.<sup>40</sup> Accordingly, its advisory in 2013 recommended each police station to have at least **3 women sub-inspectors and 10 women constables** so the help desks remain staffed around the clock.<sup>41</sup> Given the existing numbers of women in the civil police, **Karnataka requires 2,473 more women sub-inspectors and 4,425 more women constables to meet the GOI standard.**

12. Based on data for 202 police stations across eight districts, we observed the following.
- Only three police stations—two in Mysore and one in Davanagere—had a woman inspector. Two of these police stations were Women Police Stations (WPSs).
  - Of 202 police stations, 130 police stations (64 percent) did not have a single female sub-inspector. The gap was particularly glaring in large districts like Tumkur where only 12 out of 42 police stations had a female sub-inspector.
  - While three districts—Tumkur, Davanagere and Vijayanagara—did not have a single female assistant sub-inspector (ASI), others had female ASIs in just a handful of police stations.

<sup>38</sup> Government of India, Ministry of Home Affairs, Bureau of Police Research and Development, n 14, 151, table 5.1.2.

<sup>39</sup> Government of India, Ministry of Home Affairs, 'National Advisories' <<https://www.mha.gov.in/en/documents/national-advisories>> accessed 8 August 2024.

<sup>40</sup> Government of India, Ministry of Home Affairs, National Advisory, D.O. No. 15011/21/2013 – SC/ST – W (22 April 2013) <<https://www.mha.gov.in/sites/default/files/AdvisoryWomenPolice-290513.pdf>> accessed 8 August 2024.

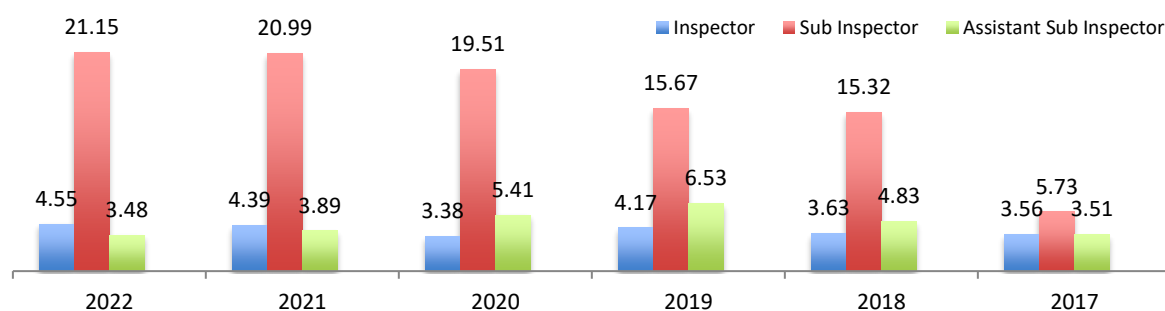
<sup>41</sup> Ibid.

**Table 4: Number of police stations in sample districts with at least one woman officer in the investigating ranks (ASI, sub-inspector and inspector)**

	Name of district	Total no. of police stations	No. of police stations with at least one female inspector	No. of police stations with at least one female sub-inspector (in %)	No. of police stations with at least one female assistant sub-inspector
1	Chikkamagaluru	30	0	12 (40%)	2
2	Kodagu	20	0	6 (30%)	2
3	Mysore	26	2	11 (42%)	3
4	Tumkur	42	0	12 (29%)	0
5	Koppal	18	0	7 (39%)	1
6	Davanagere	24	1	11 (46%)	0
7	Dakshin Kannada	19	0	6 (32%)	1
8	Vijayanagara	23	0	7 (30%)	0
	<i>Total</i>	<i>202</i>	<i>3</i>	<i>72 (36%)</i>	<i>9</i>

13. Notably, there has been a rapid rise in the share of women at ranks where direct recruitment takes place. In the civil police alone, women's share at the sub-inspector level rose from 5.73 percent in 2017 to 21 percent in 2022. Similarly, the constable level saw an increase from 8.59 percent in 2017 to 18.47 percent in 2022. This can be seen as a positive impact of implementing reservations for women in direct recruitment.

**Figure 5: Percentage of women in the investigating ranks (ASI, sub-inspector and inspector) of KSP, 2017-2022**



14. By contrast, the share of women in ranks filled only through departmental promotions—namely head constable, assistant sub-inspector and inspector—remains relatively low, as Table 3 shows. There has been little change in the share of women in these ranks between 2017 and 2022. This points to gaps in the promotion process and avenues for professional advancement among women personnel. This is not the case with men. Illustratively, for every single male head constable, there are around 1.7 male constables. For every female head constable, there are over 4 women constables. In other words, male constables are more likely to be promoted than female constables.
15. To conclude, the pace and rate of increase in the strength of policewomen in Karnataka remains slow and uneven. Although the state is behind several others in terms of women’s representation in police, it has adopted a representation target of 25 percent, much lower than that adopted by the central government (33 percent) and several other states. The wide variation across districts and ranks further indicates that existing women personnel are concentrated in certain pockets and levels. Alongside increasing women’s recruitment, the regular mapping of women’s representation across police stations and districts can help inform recruitment efforts and deployment planning towards the goal of ensuring the adequate representation of women personnel at every level.

#### HIGHLIGHTS

- ✓ There are 9,081 policewomen in Karnataka, constituting 8.91 percent of the KSP. The national average is 12.73 percent.
- ✓ 98 percent of women in the KSP are in the civil police. There are no women in the District Armed Reserve.
- ✓ Representation across districts varies between 10 percent and 18 percent. Southern districts have higher shares of women.
- ✓ Investigating ranks (assistant sub-inspector, sub-inspector and inspector) in the civil police have 955 women, constituting 7.9 percent of the total strength in these ranks. This leaves 105 police stations without a single woman officer in these crucial ranks.
- ✓ Out of 202 police stations across 8 districts, only 3 had at least one female inspector, 72 (36 percent) had at least one female sub-inspector and 9 had at least one female assistant sub-inspector.
- ✓ Despite a sharp increase in the proportion of women sub-inspectors, from 5.73 percent in 2017 to 21 percent in 2022, the state requires 2,473 more women sub-inspectors to ensure at least three women officers in each police station (as recommended by GOI). Similarly, it requires 4,425 more women constables.

## CHAPTER 3

# EXPERIENCES, CHALLENGES AND OPPORTUNITIES FOR POLICEWOMEN

### 3.1. WOMEN IN THE CONSTABULARY

#### Section outline

- 3.1.1. Background
- 3.1.2. Demographic profile
- 3.1.3. Recruitment experiences
- 3.1.4. Training experiences
- 3.1.5. Duties, roles and responsibilities
- 3.1.6. Working environment and service conditions
- 3.1.7. Sexual harassment at the workplace
- 3.1.8. Summary and suggestions

#### 3.1.1 Background

1. The constabulary, consisting of the ranks of constable and head constable, forms around 85 percent of the total police strength in India. Established under the 1861 Police Act, the constabulary was designed to serve as foot soldiers always acting under the instruction of officers for purposes such as regulating agitating groups, suppressing dissent, conducting arrests and carrying out other mechanical duties such as escort, guard, patrol, and regulation of traffic.
2. Over time, however, their role expanded. The National Police Commission, constituted in 1979 to recommend police reform, noted that India's transition to an independent, democratic, socialist and welfare state, coupled with the evolving demands of public order situations and increase in sheer volume as well as complexity of crimes, meant greater use of the constabulary for tasks that required regular interaction with the public, application of mind and judgement, and enforcing law with public understanding and cooperation. It further noted the following.<sup>42</sup>

It is the constabulary who form the cutting edge of police administration and face the public most during their visits to police stations and movement on roads. It is the constable's behaviour and response which create the first and foremost impact on the public mind. The police image in the country is largely determined by the staff who function at the police station level. The Constabulary constitute a large majority of this staff and form the foundation and base for the entire police structure.

3. Given the constabulary's growing significance in meeting positive policing outcomes, it is crucial to ensure diversity in its composition. The representation

<sup>42</sup> Government of India, Ministry of Home Affairs, *First Report of the National Police Commission* (1979) 12.

of women in the constabulary has been further emphasised in recent policy formulations that recommend at least 10 women constables in each police station. Karnataka has a long way to go to meet this standard.

4. As of 2023, the constabulary has 78,703 personnel (men and women), constituting 77 percent of the total police strength in Karnataka. This includes 8,031 women, representing 10.2 percent of the constabulary, though in the civil police alone, they constitute 14.57 percent. At these numbers, the Karnataka State Police (KSP) falls substantially short of adequately staffing all its 1,060 police stations with women personnel. The existing strength of women personnel in the civil police amounts to an average of 5 women constables and 1 woman head constable per police station. This is far below the standard laid down by the Ministry of Home Affairs (MHA) of at least 10 women constables in every police station.

**Table 5: Number and percentage of women in the constabulary, Karnataka State Police**

	Civil Police (% against total strength in the given rank)	Armed Police	Total (% against total strength in the given rank)
<b>Women Constables</b>	6175 (17.29%)	41	6216 (12.31%)
<b>Women Head Constables</b>	1721 (9.32%)	94	1815 (6.43%)
	7097 (14.57%)	135	8031 (10.2%)

### 3.1.2. Demographic profile

5. The survey indicates that the constabulary is now attracting candidates with higher educational qualifications. Among the women constables and head constables surveyed, 78.6 percent claimed to hold graduate degrees/diplomas. Of these, 19.3 percent reported having completed their post-graduation. Only 7.3 percent were inter-pass (i.e., had completed Class 12). This is despite the fact that completing a Pre-University Course (PUC) or senior secondary school (Class 12) is the minimum educational qualification for entry at the constable level.
6. With more educated women joining the police, they are likely to expect being assigned work that aligns with their educational backgrounds, skill sets and competency levels. This is reflected in the survey responses to the question on reasons for joining the police. Although 'financial necessity' and 'government job security and benefits' remained important driving factors, with 44.8 percent and 47.9 percent respondents, respectively, indicating these, 'interest in public service' was the most frequent response, at 76 percent. The drive and eagerness to do good work was also palpable in the focus groups, particularly among the relatively young women constables who had recently joined the service.

7. KSP has consistently stood out as the only police department in India to meet its reservation targets for caste and tribal communities.<sup>43</sup> Our study reveals this to be true of women personnel to a large extent. Among our survey respondents, 22.9 percent of women constables and head constables belonged to the Scheduled Castes (SC) against a 15 percent reservation target, 4.2 percent to the Scheduled Tribes (ST) against a 3 percent target, and 38.5 percent to the Other Backward Classes (OBC) against a 32 percent target. This trend was true for all seven districts covered in the survey.

**Table 6: Percentage of Scheduled Castes, Scheduled Tribes and Other Backward Classes among female survey respondents (constables and head constables)**

	Reservation percentage approved by the state government <sup>44</sup>	Representation among female constables/head constables survey respondents (in %)
<b>Scheduled Castes</b>	15%	22.9%
<b>Scheduled Tribe</b>	3%	4.2%
<b>Other Backward Classes</b>	32%	38.5%
<b>General</b>		22.4%
<b>Not Answered</b>		7.8%

8. Survey data reveals underrepresentation of diverse religious groups in KSP. A large majority of female constables and head constables (88 percent) are Hindus while only 4.2 percent are Muslims; there were no Christians in the sample. Again, this trend is consistent across the districts surveyed. Notably, the representation of Muslims and Christians is significantly lower than their proportion in the state population. Based on the 2011 census, Hindus constitute 84 percent of Karnataka population, Muslims 12.92 percent and Christians, 1.87 percent.<sup>45</sup>

### 3.1.3. Recruitment experiences

9. An important development with regards to recruitment is the merging of cadre posts for male and female personnel in KSP under the Ministerial Services (Recruitment) Rules, 2004. Under the 1994 Rules, male and female personnel had separate cadre strengths in the posts of constable, head constable, assistant sub-inspector, sub-inspector and inspector, based on which both recruitment and promotion were determined. The creation of a common cadre strength for these posts under the 2004 Rules has widened the number of posts for which women can be considered.

<sup>43</sup> See India Justice Report, n 24, 37-38.

<sup>44</sup> Government of India, Ministry of Home Affairs, Bureau of Police Research and Development, n 14, 103-105, tables 3.1.6 to 3.1.8.

<sup>45</sup> Office of the Registrar General & Census Commissioner, India, 'Karnataka Hindu Muslim Population' <<https://www.census2011.co.in/data/religion/state/29-karnataka.html>> accessed 8 August 2024.



### **Recruitment Procedure for Constables**

Across Indian states, the post of constable is the lowest ranking position in the police and is filled through direct recruitment. In Karnataka, recruitment takes place as per the Karnataka State Police including Ministerial Services (Recruitment) Rules, 2004 for the following cadres at the constable level<sup>46</sup>:

- Police constable (civil)
- Armed police constable
- Armed police constable (Mounted Company)
- Police constable (Finger Print Bureau)
- Police constable (wireless)
- Special reserve police constable
- Karnataka State Industrial Security Force

The process involves online application, shortlisting of candidates based on specified qualifications, a written examination, a physical and endurance test, medical examination and police verification. Recruitment follows an open process, starting with the Karnataka Public Service Commission inviting online applications based on vacancies. Shortlisted candidates are then invited for a written examination after which a merit list is prepared and the candidates are further shortlisted in the ratio of 1:5 for the endurance and physical standard tests. Those who qualify in the physical tests make it to the provisional select that is prepared keeping in mind vertical and horizontal reservations. This list is subject to medical clearances and police verification after which the final list is prepared against the number of notified vacancies.

10. In 2016, the Karnataka Police Recruitment Rules, 2004, were amended, following which different parameters were specified for male and female candidates for the endurance and physical standard tests. The minimum height requirement for men is 168 cm and for women is 157 cm. For men, the chest requirement is 86 inches whereas for women, the minimum weight requirement is 45 kg. The height requirement is lower for tribal communities, both men and women. The endurance test, which includes running, long jump, high jump and shot put, also follows different standards for men and women. While men must run 1,600 metres in less than 6 minutes and 30 seconds, women are required to run 400 metres in less than 2 minutes. Other than the physical standards and endurance tests, the selection criteria—educational background and age—are the same for male and female candidates.

11. District-wise data on the recruitment of constables shows that one-fourth of the vacant constable posts (civil branch) are being reserved for women. This adheres to the 25 percent reservation for women in direct recruitment. That this trend is common across districts indicates that the reservation quota is being viewed as an upper limit for recruiting women rather than a minimum target. At this rate, as pointed out by the Karnataka Administrative Reforms Commission, Karnataka will take over 20 years to achieve its women's representation target of 25 percent.

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<sup>46</sup> Karnataka State Police, 'Recruitment' (Karnataka State Police)  
<<https://ksp.karnataka.gov.in/page/Administration/Recruitment/en>> accessed 8 August 2024.

**Table 7: District-wise number of posts (male and female) for constable (civil) recruitment**

District	Recruitment cycle	Number of posts (for Constable post – civil)		Total posts
		Male	Female	
<b>Raichur</b>	2020	107	33 (23.57%)	140
<b>Kodagu</b>	2021	38	12 (24%)	50
<b>Davanagere</b>	2021	31	11 (26.19%)	42
<b>Chikkamagaluru</b>	2021	37	13 (26%)	50
<b>Koppala</b>	2021-22	35	11 (23.91%)	46
	2022-23	28	09 (24.32%)	37
<b>Tumkur</b>	2021-22	58	19 (24.67%)	77

12. Survey findings indicate high support among women personnel for holding more recruitment drives aimed at women. While 51 percent of the female respondents said there had been no special recruitment drives in the past two years between 2021 and 2023, 22 percent reported being unaware of any drives that may have taken place. Notably, there was greater support for special recruitment drives aimed at increasing women’s recruitment among women personnel than among male personnel. Of the female respondents, 87 percent considered special recruitment drives necessary. Among male respondents, only 57 percent agreed while 26.9 percent disagreed.

#### **3.1.4. Training experiences: Quality and impact**

13. Upon getting shortlisted, women constables, like their male counterparts, undergo an eight-month induction training that includes sessions on the law—Criminal Procedure Code, Indian Penal Code and other special laws—as well as physical drills and practical training including visits to police stations, forensic laboratories, wireless units, and fingerprint units. Notably, women and men constables are trained separately although the syllabus is the same.
14. When asked about their induction training, women participants in the focus groups expressed confidence in handling physical exercises and drills. However, many felt that the training could be made more practical. They expressed that the induction training did not equip them to deal with the range of tasks required on the field and at police stations.

*“What we need is practical training and not just theory. An understanding of how the police station works, how to process a complaint, file FIR, deal with court duties, etc. When we go on postings after training, we feel totally incapable of handling these tasks.”*

Woman constable in Gulbarga, focus group discussion

*“Practical orientation is required in training. For instance, some training on how to assist during medical examination of a survivor will be helpful.”*

Woman constable in Mandya, focus group discussion

15. The question of separate induction training for male and female constables despite a common training syllabus received mixed responses. The majority of focus group participants expressed support for gender-segregated training. Women constables did not see separate training as a factor that in any way constrained their learning. In fact, they considered it important chiefly for their safety and privacy.

*“There is no maturity, boys tease us, and there would be no privacy. Officer level is okay. We are from villages, we are not comfortable in training with men to start with.”*

Woman constable in Gulbarga, focus group discussion

16. On the other hand, senior women officers were of the view that combined training is important as it allows personnel of both genders to get familiar with one another and foster trust and confidence in each other's abilities. With separate training sessions, women constables are constantly subjected to taunts about their fitness and physical capabilities with statements like 'who knows what training you went through'. Combined training sessions will help mitigate such misconceptions and allow time for women and men to get comfortable with one another before they are posted on duty. At the same time, the hesitation among women constables' points to the need for special measures at training institutions to create a supportive environment for learning. These could include steps like ensuring adequate women faculty and instructors, creating a buddy system, holding regular sessions on sexual harassment at the workplace to make people aware of the procedure for initiating complaints, and ensuring functional Internal Complaints Committees to handle any complaints related to sexual harassment.
17. Participants discussed the value of setting up internship programmes as part of the induction training to allow learning through real-time observation at police stations. This was viewed as a measure that would better orient new recruits to their duties.
18. The survey findings indicate that the gender sensitisation trainings provided by the department are perceived to be only partially effective. A sizeable section believed their understanding of various concepts around gender, discrimination and equality improved only 'to a limited extent' from the trainings they received. Training on gender-based discrimination and its impact on colleagues was perceived more positively than sessions focusing on legal provisions and court judgements around crimes against women and children.

**Table 8: Perceptions of women constables and head constables on the effectiveness of gender sensitisation training**

	To a great extent	To some extent	Not much	Not at all	Can't say	Not answered
<b>Concept of Gender</b>	18.2%	53.6%	1.0%	5.7%	7.8%	9.4%
<b>Principles of Equality</b>	24.0%	50.5%	4.2%	4.7%	3.1%	9.4%
<b>Discrimination based on gender and how it affects colleagues</b>	39.6%	30.7%	3.1%	3.6%	9.9%	8.9%
<b>Special procedures introduced in law for investigating crimes against women and children</b>	24.5%	45.8%	5.2%	8.9%	2.1%	9.4%
<b>Important Supreme Court/High Court judgements around crimes against women</b>	21.9%	43.8%	4.7%	4.2%	10.4%	10.9%

### 3.1.5. Duties, roles and responsibilities

19. On paper, male and female constables are required to perform the same tasks. No exceptions have been made formally for women constables. However, the experiences of women constables suggest a wide disparity in the kinds of duties men and women constables are performing. While some of these differences exist because of women constables' own preferences, often conditioned by structural constraints, several other instances came to light of women not being given enough opportunities despite their willingness to perform certain duties.
20. The most common difference between men and women constables highlighted across focus groups and interviews is the concentration of women constables in 'indoor' or desk duties at police stations. These duties include staffing helpdesks; maintaining station records including crime records, investigation case files, or arrestee data; responding to RTI applications, and preparing reports for supervisors. Women constables are seen to participate lesser in tasks such as patrolling, beat duties, escort, VIP duties, serving summons or *bandobast* (deployment of police personnel for events or gatherings), all of which are considered as 'outdoor' duties. The main exception is when it comes to dealing with complaints alleging sexual offences, where women personnel are required by law to perform certain functions.
21. Several factors explain why women constables feel constrained in taking up certain roles and often feel more comfortable with indoor duties. In rural areas, lack of proper travel arrangements and access to clean washrooms remain among their biggest concerns. Many women constables reported facing

difficulties in travelling frequently or for long distances during the day. For instance, when asked to report early in the morning for *bandobast* duties, women constables face greater difficulties than their male colleagues in arranging for transportation. They explained that it is easier for men as they can either ride their bikes or take public buses while most women continue to be dependent on others for a ride and feel uncomfortable taking public buses at odd hours. Dominant cultural norms that view free interactions between women and men with suspicion inhibit women further in seeking help from their male colleagues. Similarly, lack of access to toilets becomes very difficult for women during *bandobast* duties without adequate support mechanisms.

22. Similar concerns lie behind women constables' hesitation in performing night duty. The survey reveals that women constables are less likely to take up night duty, with 47.2 percent female respondents expressing discomfort with night duty. Of these, 13.6 percent said they were 'very uncomfortable' while 33.6 percent said they were 'uncomfortable'. Only 28 percent said they felt comfortable with night duty. Among the districts surveyed, Chikkaballapura and Raichur reported the highest levels of discomfort, at 51.6 percent and 53.6 percent, respectively.

**Table 9: Perceptions of women constables and head constables on night duty**

*Survey Q.29 (B): How comfortable do you feel doing night duty/shift?*

	CHIKKABALLAPURA	KALABURAGI	KODAGU	MANDYA	MYSORE	RAICHUR	UDUPI	TOTAL
	%	%	%	%	%	%	%	%
<b>Very comfortable</b>	0.0	4.3	15.4	9.4	0.0	3.6	14.3	5.1
<b>Comfortable</b>	12.9	31.9	30.8	46.9	28.6	17.9	23.8	28.0
<b>Uncomfortable</b>	51.6	23.4	7.7	37.5	33.3	53.6	14.3	33.6
<b>Very uncomfortable</b>	6.5	10.6	23.1	3.1	16.7	17.9	28.6	13.6
<b>No opinion</b>	29.0	23.4	7.7	3.1	14.3	7.1	19.0	15.9
<b>Not answered</b>	0.0	6.4	15.4	0.0	7.1	0.0	0.0	3.7

23. Besides logistical challenges, lack of support from family emerged as a major factor behind the hesitation among women constables in doing night duty. Respondents shared their fear of being subjected to gossip or being teased for spending time with men at night. This emerged as an issue not just for women with young children, for whom night duty poses obvious challenges, but for others as well. Notably, women constables feared backlash not only from their own families but also from their male colleagues.

*“With children, we can’t do night shift. We work for our families, for their wellbeing. If our work is a burden on our family, then what is the point of it all? We know night duty is hard for everyone but men don’t have to go home and cook, no? Men can sleep at their desks without a care. We can’t. Night duty is hard for us.”*

Woman constable in Udupi, focus group discussion

*“What about the gossip after? He may say anything happened between us. I don’t have the authority to fire a gun. Families give a hard time. It is mental torture, it is a social problem.”*

Woman constable in Raichur, focus group discussion

*“Night duty damages our personal life.”*

Woman constable in Raichur, focus group discussion

24. Women constables also expressed concern over their own safety during night duty. It is important to note that this is partly a fear of criminal activity and unruly elements, particularly at night, but very often, also indicates lack of confidence in their male colleagues. Arguably, every police personnel, male or female, would be afraid of criminal activity to varying degrees. The lack of confidence in their male colleagues is an additional barrier for women and calls for urgent attention.
25. Differences between men and women constables manifest not only in the types of duties they perform but also at times in the level of responsibility they are entrusted with. For instance, women constables spoke about how they are deliberately kept out of investigations, even in cases involving sexual assault of children or women and are used mainly for photo-ops to show the involvement of women officers, especially while recording witness statements and accompanying survivors for medical examinations.
26. Similar concerns were shared regarding the new beat duty system put in place within the department. One feature of this system is the buddy system whereby a male and female constable are paired together for a beat. They are required to pay regular visits to the villages assigned to their beat, maintain a beat diary to record the details of each visit, and periodically report to the beat checking officer (who belongs to the rank of assistant sub-inspector). Participants highlighted how very few women are given beat duties in the first place because it is seen as a ‘waste’ of ‘manpower’. Even where women are given beat duties, participants highlighted instances where the woman was made to only enter details in the beat diary while the man was allowed to go out and visit the villages. **That women constables across districts shared multiple such examples calls into question the extent to which merit—of male or female officers—is the basis for assigning duties. This calls for a deeper internal investigation into whether women are being subject to unfair standards where they are expected to deliver much more than men without adequate guidance or training.**

27. Despite these concerns, women constables expressed willingness to do all types of tasks if adequate facilities were made available. Simple measures such as some mode of transportation, such as two wheelers, being made available during *bandobast* duties, would make it easier for them to do their job properly. In fact, they spoke enthusiastically about a senior woman IPS officer's initiative to arrange driving lessons for women constables. The aim of the initiative was to first provide lessons in driving two-wheeler vehicles and subsequently move to four-wheelers, but it was discontinued once the officer was transferred to another post. Such measures can go a long way in boosting the confidence and morale of women grappling with multiple challenges within the service.
28. Focus group discussions also emphasised the importance of ensuring rotation in the allocation of duties. There were concerns that male constables or head constables were more easily able to exploit their rapport with male supervisory officers to either wriggle out of tasks they did not want to perform, or be assigned to cases seen as more rewarding. Here, women constables also highlighted the role of caste dynamics and how working relationships are forged more easily among members belonging to the same caste, which often leads to favouritism in the allocation of tasks. Given the relatively small number of women, these dynamics are more likely to work in the favour of men. A robust rotation system would help mitigate these influences and increase opportunities for women.

#### 3.1.6. Work environment and service conditions

29. Work environment is generally understood to include the quality of physical infrastructure and facilities, nature of relationship between colleagues, attitude of supervisory officers, level of openness and transparency in decision-making and the extent to which employees feel safe and valued. Service conditions are understood to include policies relating to transfer, posting, work timings, maternity benefits and other welfare related issues. Overall, women constables acknowledged that things were changing for the better within the department, and that there were more opportunities for women to do well. However, they also highlighted several problems which, if unaddressed, would hinder effective policing at large.
30. As highlighted above, the lack of suitable facilities for women continues to be perceived as a barrier constraining their performance and willingness in taking up different tasks. The survey revealed high levels of dissatisfaction with existing washrooms/toilets for women, separate changing rooms, crèche or childcare facilities, and separate barracks for women in police stations (see Table 10). On the issue of separate toilets for women, participants acknowledged that things had improved over the years but many police stations were yet to improve these basic facilities. Among the seven districts covered in the survey, Kalaburagi and Mysore recorded the highest levels of dissatisfaction with toilet facilities, at 54 and 47 percent, respectively. Kodagu and Udupi had the highest levels of satisfaction, at 69 and 73 percent, respectively.

**Table 10: Perceptions of women constables and head constables on facilities for women at police stations**

*Survey Q.30: How satisfied do you feel with the condition of the following facilities for women police in Karnataka?*

	Separate washrooms/toilets	Separate changing rooms for women in PS	Crèche/childcare facilities in/near your workplace	Separate barracks for women in PS
<b>Very satisfied</b>	14.6	8.9	5.2	7.8
<b>Satisfied</b>	41.1	19.8	12.0	14.1
<b>Dissatisfied</b>	22.9	26.6	38.5	34.9
<b>Very dissatisfied</b>	15.1	34.4	29.7	31.8
<b>Not applicable</b>	0.0	2.6	5.7	4.2
<b>Not Answered</b>	2.1	3.6	4.7	3.1

31. Structurally, police stations are designed to ensure separate facilities for officers at different levels: one for the constabulary and another for sub-inspector and Inspector ranks. The room of the station house officer (SHO) typically has a private attached washroom. Access to separate toilets is particularly challenging in rural police stations, which tend to be relatively small buildings or structures. Often these stations have shared facilities for men and women. With fewer officers, it is relatively easy for women officers to manage with a shared toilet where separate toilets are not available. The constabulary strength can range from 20 to 35 in a single police station, making it harder for female constables to share a toilet with their male colleagues. It is important to note that having a female SHO or even female sub-inspectors does not necessarily imply fewer difficulties for female constables, given the strict hierarchy between officers and the constabulary.

32. On facilities, women constables and head constables strongly emphasised the value of having crèche facilities near their workplace. They also pointed out the need for separate barracks for women.

33. In terms of interpersonal working relations between men and women, an overwhelming sentiment among women constables and head constables across focus groups was that their work was not respected or valued within the department. Many women strongly expressed how their male counterparts got away with much less work while women were perceived as a 'burden' on the department.

*"90% of work in the police station is done by women. Yet men think we don't do any work."*



Woman constable in Mysore, focus group discussion

*"Illi WPC idi department-ge bhaara (Here women police constables are seen as a burden to the whole department)."*

Woman constable in Raichur, focus group discussion

*"Mahileyaru kinchi kowde kasakku bele illa (Women have absolutely no value, not even a paisa). We are seen as waste fellows."*

Woman constable in Raichur, focus group discussion

*"Ladies yeshtu madidrunu lekkak illa. (How much ever ladies do, it is not counted.)"*

Woman constable in Chikkaballapura, focus group discussion

The survey results confirm that a significant number of female constables and head constables believe women are not respected as much as men within the department. While 34.4 percent of respondents believe women are respected 'in select instances only', 17.2 percent said women are 'not at all' respected.

34. One factor contributing to this sentiment is the concentration of women constables in indoor duties, as noted earlier. These are often not perceived as 'core policing' duties. In fact, the hesitation to do night duty is often used to question the commitment of women constables. Many of them spoke about their male supervisors and even colleagues passing statements such as '**same salary is drawn by men and women but what work can we give you**'. Although this becomes the ground for devaluing the work of female constables, supervisory officers tend to rely on them for a lot of paperwork, ironically because 'women are considered **more diligent, have greater attention to detail and maintain records very well**' (emphasis added). This perpetuates a culture where male constables feel entitled to pass on their paperwork to their female counterparts.
35. Focus group discussions also highlighted instances of officers asking women constables to serve tea and coffee to visitors, or move chairs around, or even wash their lunch boxes, making statements like '**don't you do this in your own house?**' or '**you are a woman, you can do it**'. In themselves, instances such as serving tea to visitors could be seen as a mark of making police stations accessible and friendly. That officers may typically expect constables to perform such tasks should also be understood in the context of strict hierarchies across ranks within the police. An officer cannot be seen performing tasks when a constable (male or female) is around. The concern is when women constables are singled out repeatedly for certain tasks based solely on gender. This then adds to a sense of alienation among women constables.
36. There is a sense among women constables that they face greater scrutiny on their behaviour within the department. There are more questions asked about their movements; they need to record their every movement in a register and

take permission to step out, neither of which are expected of male constables. Their male counterparts are not accountable for time they spend on 'tea/coffee breaks and walks'. Male constables may not turn up for work but they are unlikely to be questioned as much as a woman constable is. Such concerns were expressed across all focus groups.

37. Participants expressed anger and dismay at not having any forum to voice their grievances and concerns. When women constables provide feedback about issues they face, supervisors are quick to find a reason to write up a memo. Memos work as black marks against an officer and are taken into consideration in decisions about transfers and promotions. Instances also emerged of investigating officers meting out preferential treatment, harassment and giving false reports about women constables to inspectors, causing the latter to lose faith in them. Supervisors were generally seen as unapproachable.
38. Participants explained that male supervisors often prefer to let female supervisors handle the concerns of the women constabulary but female supervisors are not seen as particularly supportive. A common refrain across districts was that 'women are women's worst enemies' (*'Henne hennige shatru'*). In fact, many women constables spoke about how older women staff across supervisory levels (from head constable to sub-inspector) were particularly unhelpful. Older women personnel often tell their younger female colleagues how they managed with much fewer facilities and worked in an environment that was heavily dominated by men, and that if they could manage, the younger women recruits could too. These contribute to a perception among women personnel that they lose out to their male colleagues, who are more likely to be protected by their male supervisors than they are by their female supervisors.
39. Finally, long duty hours and the lack of weekly offs were shared as the biggest challenges women personnel faced in their work. Participants acknowledged the unique nature of policing work and the expectation of being available when required but underscored the difficulty it creates for women personnel who are expected to shoulder caregiving responsibilities at home, often singlehandedly, and especially after marriage. Although the department has taken steps to provide weekly offs to all constables, participants spoke about how this practice is often not followed, especially when *bandobast* duties come up. Moreover, the process of getting leave sanctioned can take very long and requires applications to be submitted almost a month in advance. Respondents complained about how, even when leave is sanctioned, the number of days they are allowed to take off is often reduced. They cited instances where 15 days' leave was reduced to just 3-4 days.
40. Notably, participants highlighted the deep emotional and economic costs of poor service conditions and long hours borne by women. Not having time for their children has not only left many with a sense of having missed their children's childhood but also sadness at having weak bonds with their own children.

Moreover, there is an economic cost as families end up allocating part of their savings on childcare support and facilities where possible.

41. There was resounding support for a shift system and the introduction of 8-hour duty. This measure alone is seen as enough by way of improving the working conditions for women.

### 3.1.7. Sexual harassment at the workplace

42. Participants across focus groups acknowledged that sexual harassment is common within the department and that women constables are particularly vulnerable. But there was a sense of discomfort in discussing the issue openly. Among the districts covered in this study, the Udupi and Kodagu focus groups expressed least concern on the issue, indicating that such experiences may be less common in these districts.
43. Some of the acts or behaviours commonly experienced by women as highlighted in the focus groups include passing remarks on physical appearances, inappropriate physical advances masked as 'friendly touches', and passing comments on personal relationships under the guise of 'brotherly or fatherly advice'. These were reflected in the survey responses as well:
  - ✓ 41.7 percent of women constables/head constables agree that casual remarks about women's looks, bodies, clothes, and make-up are very common;
  - ✓ 21 percent consider unwelcome remarks or jokes about sexual relations to be very common;
  - ✓ 62 percent feel that sharing of WhatsApp messages on non-work issues is very common; and
  - ✓ A significant minority (20 percent) think unwelcome physical touch is common to a varying degree.

**Table 11: Perceptions of women constables and head constables on experiences amounting to sexual harassment**

*Survey Q:35: How common are the following in your current place of posting?*

	Very common	Not so common	Not at all	Can't say/no opinion	Not answered
<b>Casual remarks about women's looks, body, clothes, make-up</b>	41.7	18.8	11.5	19.8	4.2
<b>Unwelcome remarks or jokes about sexual relations/sexuality</b>	21.4	20.8	24.5	23.4	5.2
<b>Unwelcome</b>	5.7	14.6	47.4	22.4	5.2

physical touch					
WhatsApp messages about non-work issues	62	6.3	17.2	6.3	4.2

44. Notably, there was a common refrain across focus groups of hopelessness in reporting such experiences. Participants expressed distrust in institutional mechanisms and processes for addressing sexual harassment and believed that senior officers would never be punished. On the contrary, there was a sense that reporting only invites greater trouble for women, along with the unanimous view that all women end up facing the consequences if even one decides to file a complaint. The survey results testify this concern, with 45 percent women constables and head constables reporting that complaints alleging sexual harassment would negatively affect their career. This acts as a strong deterrent for women to report incidents of sexual harassment.
45. Moreover, women constables were of the view that women supervisors are not always easier to approach, and that having them does not necessarily make their workplaces safer.
46. Aside from the fear of repercussions within the department, participants also highlighted apprehensions of backlash from their families and society at large. There was a sense that speaking about such incidents would lead to the targeting of the woman herself and lead to loose talk about her character. Everyone agreed that it is women who end up having to explain their behaviour and/or address any suspicion their families may have regarding their work life and conduct.
47. For these reasons, many seem to have resigned themselves to the view that ‘some degree of sexual harassment’ is best seen as an ‘occupational hazard’ and that it is advisable for women to be careful about their own conduct and appearances to avoid chances of being harassed. **It must be noted that this mindset is typical of women in work environments where they feel constantly undervalued. The need to remain silent and suppress such incidents can, over the years, end up normalising behaviours that stand outlawed under the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013 (POSH Act) and contribute to perpetuating sexual harassment. The extent to which such behaviour patterns and culture adversely impact police response to public complaints alleging sexual harassment and hinder a survivor’s right to seek justice needs to be closely examined.**
48. Finally, awareness about the provisions of the 2013 POSH Act seemed to be low among women constables. In the survey:
- ✓ 24 percent of women constables/head constables said that no Internal Committee had been set up in their district to investigate sexual harassment complaints, whereas 13 percent were unaware of it;

- ✓ 21 percent said they were unclear about the role of an Internal Committee;
  - ✓ 34 percent reported that they did not know the procedure to file a complaint with the Internal Committee while 31 percent reported being unclear about it.
49. Despite scepticism, participants emphasised the need for more training sessions related to sexual harassment and stressed that men need to be informed about its consequences. They emphasised that such sessions should be conducted regularly, and at district level for the constabulary especially given that such experiences are most common at this level.

### 3.1.8. Summary and Suggestions

50. Experiences shared in the focus groups revealed deep dissatisfaction and a sense of loneliness among women in the constabulary who feel they are neither respected nor valued within the department. Women are feeling constrained by several factors such as lack of adequate guidance, support and/or encouragement, both from their supervisors and from peers; a subculture that continues to consider men more suited for policing, resulting in limited opportunities for women to perform; poor facilities and infrastructure that make it particularly difficult for women to balance family and work responsibilities; and a working environment marked by regular harassment and a general lack of safety. Inadequate training along with a hierarchical command structure makes it more difficult for women constables to reach out for help in understanding their roles. In the absence of guidance and encouragement, women who may otherwise be willing to perform all tasks tend to fall back on what they feel most comfortable with.
51. These experiences indicate a deeper resistance to providing a supportive environment for women and the tendency to exaggerate their hesitation in performing certain tasks to the extent of denying opportunities to women to perform. In the end, this indicates the long journey ahead in achieving the goals of gender diversity in policing proclaimed through policies and other legal commitments.
52. We conclude this section by listing suggestions put forward during the focus groups by women.
- ✓ Increase the number of women at all levels.
  - ✓ Provide driving training to all women staff.
  - ✓ Make one vehicle available for women staff in every police station.
  - ✓ Constitute WPSs in every sub-division within a district.
  - ✓ Consider concessions for older women with regards to police uniform and allow them to wear sarees more frequently.
  - ✓ Provide a dedicated medical officer at the taluk level for police station staff.

- ✓ Implement rotation for all station duties to avoid having the same people do the same work for long periods. Consider rotating duties every 6 months to 1 year.
- ✓ Consider introducing period leave for women staff, particularly during outdoor duties.
- ✓ Induction training should be made more practical. Consider incorporating an internship component where trainees get to experience work at a police station.
- ✓ Make arrangements for childcare assistance.
- ✓ Put in place a proper structure for weekly offs and holidays.
- ✓ Make sure every police station has clean washrooms and rest rooms for women.
- ✓ Allow flexibility regarding *bandobast* duties for nursing mothers, those with younger children, and in cases where both parents are in the department.
- ✓ The department should consider holding programmes for families and children of constables to give them a better sense of what the work requires. This will help create a sense of community and involvement among the families.

#### HIGHLIGHTS

- ✓ Women constitute less than 10 percent of the constabulary (constables and head constables).
- ✓ 78.6 percent female constables/head constables among the survey respondents are graduates.
- ✓ While caste/tribal groups are proportionately represented among women constables/head constables, religious diversity remains low.
- ✓ 51 percent women respondents said no special recruitment drives for women had taken place while 22 percent were not aware of any such initiatives.
- ✓ Basic induction training is perceived as ineffective due to limited focus on practical exercises whereas gender sensitisation training is insufficient and seen to have only limited impact.
- ✓ Duty harassment through arbitrary deployment, disproportionate concentration of women in indoor duties, sidelining of women during investigations, and long duty hours emerged as major concerns.
- ✓ Concern over safety, restrictive cultural norms and logistical challenges were cited as key factors behind women's hesitation in taking up night duty.
- ✓ The department's efforts at providing facilities for women during *bandobast* duties are seen as insufficient.
- ✓ Over 60 percent female constables/head constables reported being dissatisfied with facilities for women including separate changing rooms at police stations, crèche/childcare facilities and separate barracks for women.
- ✓ There is a strong sense among women constables/head constables that they are not respected or valued within the department. They believe women are subject to greater scrutiny than their male counterparts.
- ✓ Women supervisory officers are seen as unhelpful and unapproachable, adding to the sense among women constables of having no avenue for voicing concerns.

## 3.2. WOMEN IN THE IMMEDIATE SUPERVISORY RANKS

### Section outline:

- 3.2.1. Background
- 3.2.2. Demographic profile
- 3.2.3. Duties, roles and responsibilities
- 3.2.4. Work environment and service conditions
- 3.2.5. Leadership experiences
- 3.2.6. Summary and suggestions

### 3.2.1. Background

1. The posts of assistant sub-inspector, sub-inspector and inspector—commonly referred to as the investigating ranks—constitute the immediate supervisory ranks in state police institutions in India. Officers in these positions constitute the middle rung of the police hierarchy. They staff police stations and carry out important policing functions involving crime prevention, detection, investigation and other law and order related duties. The head of a police station is typically a sub-inspector or inspector, depending on the population size, rate of crime and geographical area that falls within its jurisdiction. Of the investigating ranks, only the position of sub-inspector is filled through direct entry; the ASI and inspector ranks are filled through promotions from within.
2. As of 2022, these three ranks in the Karnataka State Police (KSP) have a total of 14,609 personnel (men and women), constituting 15.29 per cent of the state's police force. This includes 926 women—74 inspectors, 639 sub-inspectors; and 213 ASIs. In other words, women account for only 6.34 percent of the investigating ranks (hereafter referred to as women investigating officers). To recap, the MHA guidelines recommend the deployment of at least three women sub-inspectors in each police station. With 1,055 police stations in the state and just 639 women sub-inspectors at present, KSP will need 2,562 more women officers to meet the MHA standard.

### 3.2.2. Demographic profile

3. Our survey sample included 26 women, 20 women sub-inspectors and 2 women inspectors—across seven districts. Given the small sample size, the analysis presented in this sub-section is best seen as indicative of likely patterns regarding the demographic profile of women in these crucial ranks. The patterns require further verification to be representative.
4. Of the 26 women investigating officers, 11 had joined the police service as constables and had risen through the ranks over the years. Referred to as 'promotees' among the SI cadre, most joined the department in 1994, except for one who joined in 1989 and another in 1993. Most of them reached the SI rank around 2020-21 after 25 years of service. After joining as constables, they were promoted to the rank of head constable after 10 years, to the ASI rank after

another 10 years, and then to the SI rank after 5-6 years. Of the other women investigating officers, 4 had joined directly at the SI rank in 2007 and had been promoted to the inspector rank around 2019-2020, after 12-13 years of service.

5. The educational qualifications of the women investigating officers surveyed were more mixed than those of women in the constabulary. While both women inspectors held graduate degrees, 9 out of the 20 women sub-inspectors (or 45 percent) were only 'inter-pass' (Class 12) or less. These officers are likely to have been promoted from the constabulary, as a graduate degree is the minimum educational qualification for direct entry at the SI level. Interviews with women officers brought forth concerns regarding lack of solidarity between women 'promotees' and direct recruits, with both categories often showing reluctance in helping one another.
6. The case of employees with different educational qualifications and years of experience being placed at the same rank in the police hierarchy holds true for both men and women. This system has raised concerns for creating class-consciousness among colleagues at the same level and impinging on the 'homogeneous and smooth functioning of the police force'.<sup>47</sup> **It is one of the reasons why the National Police Commission recommended removing multiple entry levels between the ranks of constable and deputy superintendent of police such that direct recruitment to the police takes place only at two levels—constable and the Indian Police Service—while all other intermediary ranks are filled through promotions.** This will ensure a more harmonious composition at each rank and reduce dissonance among colleagues.
7. As in the constabulary, caste diversity is evident among women investigating officers. Among the survey respondents, 13.3 percent belong to Scheduled Castes (SCs), 10 percent to Scheduled Tribes (STs), and 33 percent *each* to Other Backward Classes (OBC) and the general category, respectively. At these figures, only the SC representation falls short of the 15 percent reservation target adopted by the state government. The religious diversity among women investigating officers is also like in the constabulary, with the majority (84 percent) identifying themselves as belonging to the Hindu religion. There were only two Christian officers—both at the sub-inspector level—and only one Muslim officer at the ASI level in our sample. **It must be noted that these figures are from the sample covered in our survey, and do not represent caste diversity across all women in the police.**

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<sup>47</sup> Government of India, Seventh Report of the National Police Commission (Controller of Publications 1982) 16, para 50.45.



**Table 12: Percentage of Scheduled Castes, Scheduled Tribes and Other Backward Classes among female survey respondents (investigating officers)**

	Reservation percentage approved by the state government <sup>48</sup>	Representation among women survey respondents in the ranks of ASI, SI, Inspector and Additional Superintendent of Police
<b>Scheduled Castes</b>	15%	13.3%
<b>Scheduled Tribes</b>	3%	10%
<b>Other Backward Classes</b>	32%	33%
<b>General</b>		33%
<b>Not Answered</b>		10%

8. Women investigating officers shared several motivations for joining the police. Some were generic, such as the police being a respectable profession that provides job security. Older officers in particular cited financial necessity as their main motivation. Some officers were from sports backgrounds and viewed the police as suited for their skill sets. Newer recruits appeared more driven by the job itself and a desire to serve society. **What stood out in the interviews, however, was a sense that it is particularly important for women to join the police to gain confidence, take care of their own safety and inspire cultural change. Wearing the uniform was seen as a source of pride and confidence, almost as if it allowed them freedom that they could not have otherwise enjoyed—particularly in rural districts.** A few officers also talked about how being in the police helps them stand up to gender inequalities even in their personal lives.

### 3.2.3. Duties, roles and responsibilities

9. To begin with, women ‘promotees’ with over 25 years of experience talked about the positive changes they had witnessed in the department. When they had joined in 1994, there were just a few women officers in the whole district while currently there were at least 4-5 women personnel in each police station. According to them, the increase in numbers has meant women feel more confident in standing up to their male colleagues and to instances of bullying. Initially, they tended to listen more to their male colleagues.
10. The roles assigned to women have also expanded with time. Initially, they were restricted to dealing with women victims and/or complainants but today, women feel confident in taking on all types of roles. One officer went on to proclaim: *‘what can we not do today. We have no fear!’* Women officers also highlighted a

<sup>48</sup> Government of India, Ministry of Home Affairs, Bureau of Police Research and Development, n 14, 103-105, tables 3.1.6 to 3.1.8.

change in how the public perceives them—while earlier women in uniform were often viewed with amusement, today they are seen and treated with greater respect.

11. Against these positive changes, one of the constraints women promotees (most of whom are above 50) highlighted was their lack of confidence in using technology and newer tools such as fingerprint scanning. Unlike the direct recruits who had joined the department more recently, some of the promotees remained uncomfortable even with using a computer for typing. They had joined the department at a time when there were very few computers and most police station work was handwritten. This is yet another example of how placing people with different experience levels and skill sets at the same position can create a rift between colleagues and become embarrassing for those who are less qualified. Bridging this knowledge gap through measures such as skill building and/or digital literacy courses aimed at older employees (men and women) can help enable better experience sharing between older and younger personnel. This will help ensure that the wisdom and experience of older employees is put to good use rather than being wasted.
12. In terms of opportunities, most investigating officers agreed that a lot depends on the woman herself. If she shows interest and takes initiative, opportunities are given. Illustratively, a woman inspector shared an instance where she, as a member of an investigating team headed by a deputy superintendent of police, was made to 'sit with a suspect' who had been detained overnight following an arrest. She emphasised that the deputy superintendent of police entrusted her with the task even though there were male investigating officers in the team. One officer confidently proclaimed: *'I can come at 2 am alone also.'* Another officer shared how she opted for outdoor duties when posted in a law and order police station and did not feel afraid of 'pulling up people or catching rowdies'.
13. However, officers also strongly emphasised the need for rotation of duties if women personnel are to enjoy equal opportunities. Policewomen are more likely to be assigned non-executive postings such as traffic, special branch, or the economic offences wing whereas executive postings such as law and order police stations or crime branch are harder to get. **While officers acknowledged that it is often women who request non-executive postings and prefer to avoid executive postings, it is also true that women who are interested in and willing to take up executive postings often must fight for it. The onus falls on the women personnel to prove their commitment and capabilities. There is a sense among women officers that their male colleagues get away with lesser scrutiny.** Moreover, in the absence of a strictly enforced rotation policy, some postings, such as in the special branch, are often assigned to the same officer again and again, indicating that individual connections with senior officers and/or with local leaders is a crucial factor in determining postings.
14. Many women investigating officers also emphasised the need for more targeted training on the law and different aspects of investigation. For instance, one

officer talked about training on using specific tools for DNA analysis such as collection of epithelial cells from a suspect; another highlighted the need for more sessions to keep them up-to-date with changes in the law and important court judgements.

15. Another common view among women investigating officers was that women personnel are generally more diligent and earnest in their work, that they are less distracted and do not have 'troubling' or 'bad' habits such as drinking or gambling.

#### 3.2.4. Work environment and service conditions

16. Regarding facilities, women personnel in the supervisory ranks had fewer concerns than those in the constabulary. In general, there are better facilities for officers in police stations, particularly access to separate washrooms and designated vehicles that make commuting to different locations easier. Most women officers acknowledged that conditions have improved significantly over the years, and that more police stations now have separate washrooms for women.
17. Conditions in the districts, however, remain more challenging than in cities. An officer who had earlier served in Bengaluru and was then posted to a rural district shared how police stations in the city were better equipped to accommodate women and that it was much easier for women to commute for work in the city than it was in the rural district without a personal vehicle.
18. It was pointed out that deployment for *bandobast* duties was as difficult for women officers as for women constables. The biggest challenge remains commuting to the *bandobast* location. The station vehicle is not available for all officers; women officers often must arrange their own transportation to reach the location. According to several women investigating officers, it is men who usually use the station vehicle. Even in instances where women officers know how to drive, they are not given access to the vehicle. Moreover, their male colleagues often do not offer them rides for *bandobast* duties. Election duty is particularly difficult as it requires overnight stay at the location and no facilities are made available for women to change or freshen up. Venues such as community halls are used to host officers on *bandobast* duty. The officers emphasised that improvements in transportation and basic facilities would make it much easier for women officers to focus on their jobs.
19. Like women constables, women investigating officers shared the difficulties they face in getting leave from duty. They rarely manage to avail their weekly offs and almost always work on government holidays. For sick leave, supervisors ask them to submit medical documents or prescriptions. Even in instances of family emergencies, leaves are not given easily. While these difficulties apply to both male and female personnel, women investigating officers emphasised the additional pressures they face from their families to devote adequate time at

home, and how their inability to do so becomes a constant point of bickering and stress at home. In most cases, the same pressures do not apply to their male colleagues.

20. Festival time was highlighted as being particularly hard for women personnel. Many officers we spoke with urged some leeway during festivals that would enable them to manage family expectations better and, in turn, help improve their job performance. In fact, they even suggested a rotation system by which each woman officer would get to take leave on any one festival. This would ensure that no police station is left without a woman officer at any given time while also enabling women personnel to take time out to be with their families.
21. Another common experience among women constables and women investigating officers is the sense that sharing grievances with senior officers often results in the further harassment of women employees. A confident woman sub-inspector shared the response she received when she tried to raise a grievance involving a senior officer: her supervisor issued a memo threatening to withhold her increment. Several women investigating officers agreed that this was very common, and that the tendency in the department was to protect its senior officers.

#### **3.2.5. Leadership experiences**

22. In terms of leadership approach and experiences, this report focuses on two levels within the supervisory ranks: women sub-inspectors in charge of supervising constables (male and female), and women inspectors serving as station house officer of a police station, and therefore, overseeing all staff at the station.
23. Overall, most women investigating officers expressed confidence in their role as supervisors. They talked about the importance of being firm, not wavering while giving instructions or showing one's vulnerability. They acknowledged that women have to work harder, that they must repeatedly prove themselves in order to be taken seriously, and that there is little scope for making mistakes or even questioning oneself. One officer strongly emphasised the importance of knowing the law well, and that legal knowledge is the biggest source of confidence for a police officer.
24. They further emphasised the importance of being patient as leaders. Be it their own staff or members of the public, women officers are viewed as more accessible and must deal with a range of issues: from service conditions to harassment. People feel more comfortable approaching a woman officer as they are seen as less likely to respond aggressively.
25. Some of the direct recruits at the sub-inspector level, however, pointed out some challenges. Being younger in age and experience, they tend to experience greater sexism. A sub-inspector recruited in 2019 shared how her male

counterpart's orders were taken more seriously within the department; how senior officers, too, tended to dismiss her questions or suggestions saying, 'you don't know anything'; and that she often felt that men's work was always taken as correct without much questioning.

26. For the most part, women investigating officers appeared empathetic to the difficulties faced by women constables and recognised the need for supervisors like themselves to extend help and support. They acknowledged that women constables hesitate in commuting alongside male colleagues and that as officers, they tried to help as much as possible. `

### **3.2.6. Sexual harassment at workplace**

27. Most women investigating officers shared that they had not come across sexual harassment cases in the department. This was in stark contrast to the focus groups discussions with women constables, many of whom highlighted the wide prevalence of sexual harassment within the department.
28. A few officers expressed concern over the prevalence of sexual harassment within the department, particularly targeted at women in the constabulary. They explained how single women were often harassed more and agreed that women did not speak up because they did not expect any action to be taken against an officer. Where women do try to speak up, they are subject to duty harassment by their supervisors. One officer shared her own experience of being subjected to sexual harassment as a constable. Her then supervisory officer expected sexual favours from her and she found no avenue to share her grievance at the time. As a sub-inspector, she tries to speak with her staff and encourages them to share any such incidents with her.
29. Only select officers we interviewed were aware of the POSH Act. They, too, were unclear about whether an Internal Committee—as mandated under the Act—had been constituted or was functional in their district, details of its members or the procedure to report a complaint. The current practice for dealing with sexual harassment involves constables and other staff approaching their immediate supervisors to discuss their grievances. However, women investigating officers agreed that greater awareness about the POSH Act was required.
30. One of the women investigating officers mentioned the appointment of well-being officers in every district of Karnataka as an indication of the department's commitment towards the staff's overall safety and well-being. These officers provide counselling and support staff to help personnel cope with work pressures, occupational stress and other personal problems including addiction-related issues and marital discord.

### 3.2.7. Summary and suggestions

31. To conclude, women in the immediate supervisory ranks or women investigating officers appeared more confident and motivated as compared to women in the constabulary. More women are joining the police at the sub-inspector rank as a deliberate career choice and not only due to financial necessity. In contrast to women constables, who expressed feeling undervalued and underutilised, women investigating officers displayed greater pride in wearing the uniform and resolve in performing all kinds of roles with commitment and dedication. They acknowledged that as women, they must work harder to prove their capabilities; that they have to constantly fight the assumption that they are not suited for policing; and that they have to fight for opportunities. Despite these challenges, most officers spoke positively about the working environment within the department.
32. There were mixed views on the extent to which gender identity influences their experience in the police. While some women investigating officers were of the view that the police identity takes precedence over all other forms of identity and that gender bias or stereotypes may influence working relationships occasionally but not all the time. Some, however, believed that women officers bring unique skill sets and experiences that need to be valued within the department rather than sidelined.
33. There was a clear sense that increasing the number of women in these supervisory ranks is not just needed to improve police response to gender-based violence but also to enable equitable workplaces for women within the institution. Women officers and staff feel more confident when they are in larger groups than when they are isolated wherever they are posted.
34. Below is a list of suggestions put forward by women investigating officers.
  - √ There is an urgent need to increase the number of women in the department, particularly at the officer level. Measures such as awareness campaigns in colleges, interactions with school children, and publicising the work of the police are needed to inspire young people to join the police. Vacancies should be advertised widely and with sufficient advance notice.
  - √ There should be at least one woman officer in every police station.
  - √ Postings should last for at least 2-3 years to allow some stability for personnel bringing up children.
  - √ Daycare facilities would be of great support to all working mothers in the department, particularly at the staff level.
  - √ Separate rest rooms for women must be made available in each police station.
  - √ Police stations, especially in rural districts, require more vehicles. Some of the stations have only one jeep for officers, making it very difficult to attend to various tasks. Court duty, for instance, can take a whole day,

rendering the vehicle unavailable to the rest of the staff if the concerned officer is using it.

- ✓ For *bandobast* and night duty, some transportation support should be provided to women staff.
- ✓ Refresher courses are needed on gender sensitisation, especially for the male staff and officers. Efforts need to be made to change the mindsets of men and women. Old stereotypes and assumptions such as a woman is not suited for certain tasks need to change, and both men and women have to drive this change.
- ✓ More training workshops and sessions are required to appraise personnel on changes in the law, important court pronouncements and policy guidelines.
- ✓ The visibility of women officers and staff needs to increase in order to improve public perceptions about and respect for women in the police.
- ✓ In addition to reservations for women in direct recruitment, positive measures are needed to enable their promotion to higher ranks as well. Career planning for women personnel needs to be mindful of the physical changes women experience as they near the age of fifty. It is therefore important to assign them with postings that require more physical work early on in their careers so they can perform better.
- ✓ Having a shift system in the police station will greatly help women in balancing work with family commitments.
- ✓ WPSs are very important and need to be strengthened. There should be at least one WPS in each taluq or sub-division, not just one per district.
- ✓ A system of granting leave during festivals, even if by rotation among the women staff, will go a long way in reducing family discord and uplifting the morale of policewomen.

#### HIGHLIGHTS

- ✓ The investigating ranks (assistant sub-inspector, sub-inspector and inspector) have 921 women, constituting 6.34 percent of the total strength in these ranks. This leaves 134 police stations without a single woman officer.
- ✓ On average, women who joined the service as constables have reached sub-inspector level after 25 years of service.
- ✓ Women officers believe more women joining the police is important for advancing women's equality as it can inspire broader cultural change in society.
- ✓ Differences in the educational backgrounds and work experiences of women promoted to the sub-inspector rank and those recruited directly are creating a dissonance within the force.
- ✓ Women officers believe they must fight harder for better career opportunities and postings as women are most likely to be assigned non-executive postings.
- ✓ Officers emphasised the need for more targeted training on investigative tools, procedures and the law.
- ✓ Lack of adequate vehicles in police stations, long working hours, absence of regularly weekly offs and holidays are aspects of service conditions that disproportionately constrain women officers as compared to their male counterparts, given societal norms and expectations.

- ✓ Raising service-related grievances with senior officers can adversely impact a woman's career growth in the department.
- ✓ Women officers expressed confidence in taking on leadership roles but acknowledged that women have to work harder to establish their credibility.
- ✓ Officers were unclear about the extent of implementation of the POSH Act within the department.



## CHAPTER 4

### PERCEPTIONS ON THE ROLE OF WOMEN IN POLICING: SURVEY FINDINGS

This chapter presents findings on the views of female police personnel on four aspects: a) whether police services need women, along with reasons; b) the kinds of policing roles and tasks women are considered best suited for; c) the extent to which women are capable of carrying out different types of policing tasks effectively; and d) perceptions on the need for and impact of Women Police Stations (WPSs). The findings are based on a survey questionnaire administered to all police personnel covered in the focus groups as well as interviews across the constabulary and subordinate ranks.

#### 4.1. Support for women in the police

1. To begin with, the survey sought to understand the level of awareness, especially among policewomen, about the existing strength of women in the Karnataka State Police (KSP). Surprisingly, there isn't sufficient clarity about the proportion of policewomen in the state. Among all female respondents, 46 percent (214) believe women constitute over 20 percent of the total police strength in Karnataka, of which a sizeable proportion (19 percent) put the figure at over 30 percent, when women constitute less than 10 percent of the KSP. Such gaps in knowledge are prevalent across levels, including among women sub-inspectors.

**Table 13: Perceptions of policewomen on current share of women in the Karnataka State Police**

Existing percentage of women in Karnataka State Police	Perceptions of policewomen (in percentage)
Less than 5%	4.2
Between 6-10%	22.0
Between 11-20%	22.4
Between 21-30%	27.1
More than 30%	19.2
Not Answered	5.1

The wide disparity between policewomen's sense of their own representation in the service and actual figures points to gaps in internal department communication even as policy commitments are made to increase women's role

in the organisation. Efforts at engaging with rank and file are necessary to mobilise support for and dialogue on the need for gender diversity in the police.

2. There is strong support for increasing the strength of women in the police. Of all female respondents, 53 percent believe women should make up 50 percent of any police organisation. Participants in focus groups and interviews almost unanimously emphasised the importance of women in policing. Their reasons included the following: women make the police more approachable to the general public; it is easier for complainants and survivors of gender-based violence to report to women personnel; the presence of women in a police station makes the environment more gender friendly; crimes against women and children are rising and women are required to enable better police responses; women are making a mark in all professions and there is no reason why they cannot perform well in the police as well.
3. Although most female respondents believe that women should constitute 50 percent of any police organisation, a sizeable proportion (33 percent) are of the view that representation up to 30 percent is sufficient. Here again, there is a marginal difference across ranks, with 39 percent of women constables/head constables, as against 36 percent of women sub-inspectors, holding the view that 30 percent women representation is enough.

**Table 14: Perceptions of policewomen on the extent to which police should have women**

	Perceptions of policewomen (in percentage)
Up to 50% of the police organisation	53.3
Up to 30% is enough	33.6
Up to 20% is enough	7.5
Up to 10% is enough	1.9
Police organisations should not have women at all	0.9
Not answered	2.8

Notably, 46 percent of the male respondents (12 out of 26) also believe 30 percent women representation in the police is sufficient. **In other words, there is a sense among many police officers, both male and female, that women are needed in police organisations *but* only up to a limit.**

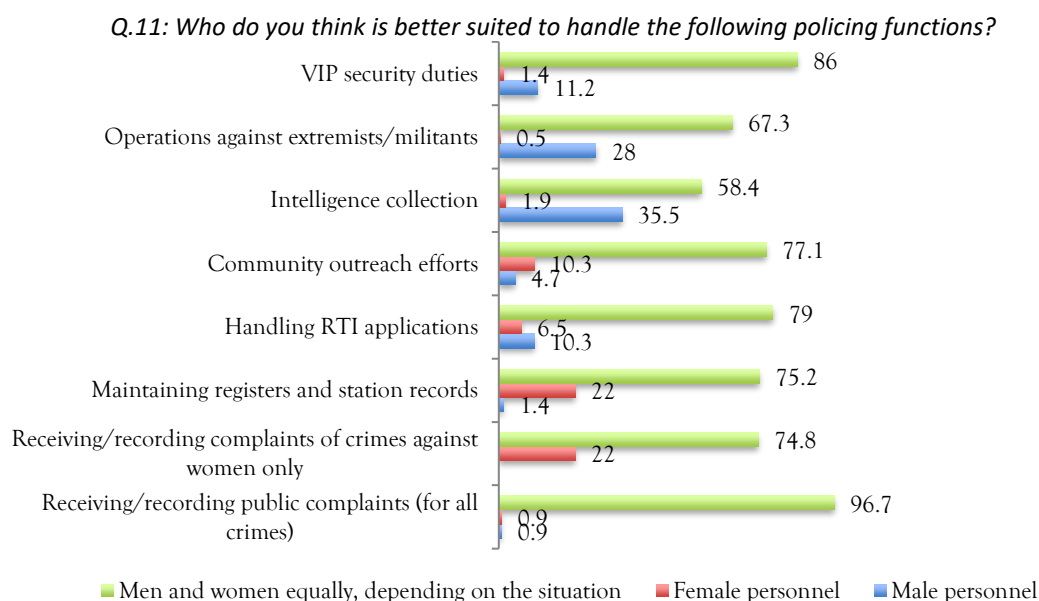
4. The policy of reservations for women enjoys strong support, with 84 percent female respondents in favour of reservation in direct recruitment and 66.4

**percent in favour of reservation in promotions.** At present, KSP has a 25 percent reservation for women in direct recruitment at the constable and sub-inspector levels. There is no reservation in promotions. Despite the large support for reservations among the women respondents, a small section believes that reservations are not necessarily good for policing overall. Of all female respondents, 17 percent agree with the statement that reservation for women weakens the quality and performance of the police. While 68 percent disagree, the remaining neither agree nor disagree. Here, an important difference stands out across ranks. A higher proportion (25 percent) of women at the sub-inspector rank seem to agree that reservations weaken the quality of service as against 16 percent among women constables/head constables.

#### 4.2. Roles and functions

5. While there is widespread support for increasing women's representation in the police, the survey reveals mixed views on whether policewomen should perform the same duties as policemen and on the types of roles women are best suited for. Of all female respondents, 23 percent are of the view that policewomen **should not be given** the same duties as policemen while 18.7 percent are unsure.
6. Many female respondents believe women are *better* suited for select policing roles and tasks. Here are some examples.
  - 18 percent agree that women police are *only* suited for dealing with women and children-related crimes while 23 percent neither agree nor disagree.
  - 21.7 percent believe female personnel are better at maintaining registers and station records.
  - 35 percent believe male personnel are better suited to carry out intelligence collection.
  - 29.6 percent believe male personnel are better suited to carry out operations against extremists/militants.

**Figure 6: Perceptions of policewomen on suitability of male and female personnel for different policing functions**



7. The dominant view among female respondents is that women require the support of male colleagues, ranging from a little support to a lot of support, for policing tasks that typically involve being on the street, travelling at night, dealing with unruly crowds and/or come with a higher likelihood of the use of force. Around 65 percent female respondents believe they require the support of male colleagues for night patrolling; 71 percent for managing large gatherings of people; 80 percent for protests with a likelihood of unrest and violence; 85.5 percent for conducting raid and search operations; and 81 percent for the investigation of serious offences.

**Table 15: Perceptions of policewomen on whether women need the support of male colleagues for select policing tasks**

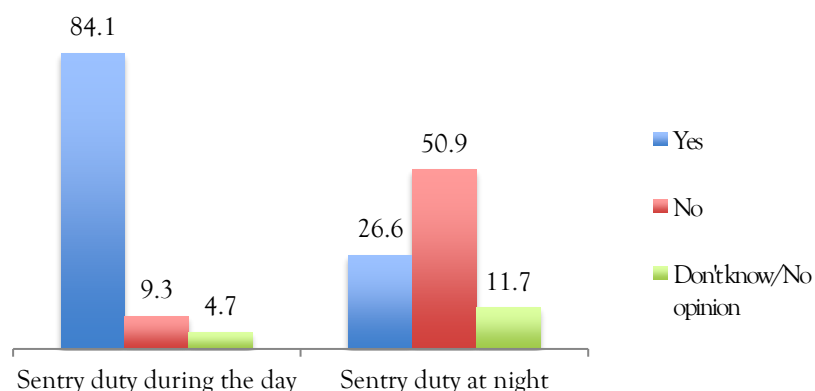
	Do not need support	Need little support of male colleagues	Need a lot of support of male colleagues	Cannot be done by women	No opinion	Not answered
1 Beat duties in the neighbourhood	34.1	42.5	14.5	3.3	3.7	1.9
2 Night patrolling in cities and towns	10.7	41.6	24.3	13.6	7.5	2.3
3 Night patrolling in rural areas	13.6	34.1	25.7	17.8	5.1	3.7
4 Managing large gatherings of people such as during festivals, religious processions, political rallies, etc.	20.1	32.2	38.8	3.3	2.3	3.3
5 Managing public protests with a likelihood of unrest and violence	11.7	35	45.8	2.3	1.9	3.3

6	Conducting arrests of male suspects	6.5	34.1	37.9	14.5	4.2	2.8
7	Conducting arrests of female suspects	44.9	43	7.5	0.9	1.4	2.3
8	Interrogating male suspects/arrestees	10.7	48.6	26.2	7.5	3.7	3.3
9	Interrogating female suspects/arrestees	58.4	31.3	5.6	0.5	1.9	2.3
10	Inspecting crime scenes and identifying public witnesses	35.5	42.1	17.8	0.5	1.4	2.8
11	Collecting and storing forensic evidence	29.4	37.9	22.4	0	6.1	4.2
12	Conducting raid and search operations	5.6	49.5	36	2.8	0.9	5.1
13	Investigating serious offences	11.2	46.3	35	1.9	2.8	2.8

Notably, the tasks that women feel most confident performing are the ones that involve dealing with other women. Among female respondents, 44.9 percent believe they do not need support to conduct arrests of female suspects and 58.4 percent believe the same for interrogating female suspects/arrestees.

8. While there is large support among policewomen for doing sentry duty during the day (84 percent), there is a reluctance to perform sentry duty at night (only 26.6 percent consider it suitable). Over 50 percent policewomen are of the view that women **should not do** sentry duties at night. As the focus group discussions reveal, concerns over logistics, lack of facilities and apprehensions of being subject to gossip both by families as well as by peers are the main factors behind women's reluctance to do night duty.

**Figure 7: Perceptions of policewomen on whether women should perform sentry duty**



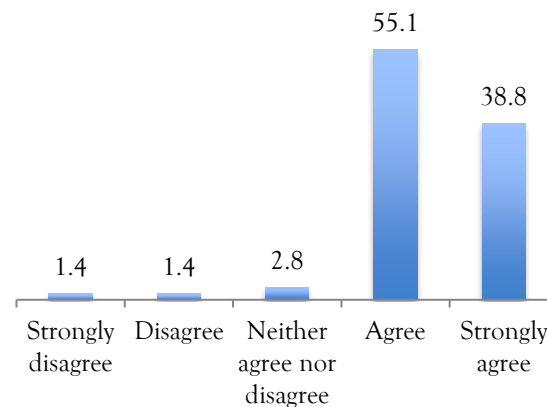
### 4.3. Career opportunities and leadership roles

9. In general, the survey found that women are optimistic regarding their career growth and opportunities within the police service. An important marker is the confidence shown in the likelihood of women being appointed to key leadership roles such as officer in charge of police stations or superintendent of police in charge of administrative districts. As per the survey, 77 percent of female constables/head constables and 84 percent of female investigating officers (ASI/sub-inspector/inspector) believe women are likely to be appointed as the Station House Officer (SHO) of a police station (law and order) in urban areas/cities, with similar support for women being posted as SHO in rural areas. There is higher confidence in women being appointed as superintendent of police of an urban district, with 82 percent female constables/head constables and 88 percent female investigating officers believing it to be likely/very likely.
10. This confidence is borne out by the fact that most female respondents reported as having previously worked under women officers. Among female constables/head constables, 64 percent reported having worked under a woman SHO while 50 percent had worked under a woman district superintendent of police. Similarly, 68.2 percent of female sub-inspectors reported having worked under a woman SHO.
11. Majority of policewomen (53 percent) are of the view that the police department treats men and women equally in terms of career growth and promotions. Similarly, 56 percent reject the view that men are trusted more than women in leadership roles.
12. However, there is some divergence among female investigating officers. A significant minority (22.7 percent) of female sub-inspectors agree with the statement that when it comes to leadership roles, men are trusted more than women. A similar proportion of female sub-inspectors believes women are not given important postings in their career to qualify for leadership roles. **This indicates that policewomen who are in positions, or at the level, from which leaders are chosen have greater doubt in the fairness of the leadership selection process.**
13. Moreover, there are concerns that women face distinct challenges in leadership roles and may not be able to deliver to the same extent as men. Nearly 80 percent of female respondents believe it is harder for policewomen to give their full time to the job due to their family responsibilities.

### 4.4. Women Police Stations

14. The survey indicates widespread support for WPSs among female personnel. Nearly 94 percent agree that it is necessary to have WPS, with 38.8 percent in strong agreement.

**Figure 8: Perceptions of policewomen on whether it is necessary to have Women Police Stations**



The survey points to two key factors that explain this large support.

- a. WPS are generally seen as more sensitive to and approachable for women complainants and victims of crimes. Of all female respondents, 87 percent agree that WPS provide safer spaces for women to make complaints and report crimes. Similarly, 89 percent believe WPS are more sensitive than regular police stations in responding to allegations of domestic violence, while 85 percent believe the same to be true in responding to crimes against children under the Protection of Children from Sexual Offences (POCSO) Act.
- b. There seems to be a preference among policewomen to work in an environment dominated by women staff. Nearly 70 percent of female respondents agree it is easier to work with other women in the WPS compared to regular police stations. Although this view is shared among a large proportion of women both at the constabulary and subordinate ranks, more women sub-inspectors (22.7 percent) disagree with this view than women constables (11.5%). In other words, working in a male-dominated environment seems to be a more pronounced problem among women constables. This is further borne out by the fact that 24 percent of women constables—as against 3.8 percent (1 out of 26) women officers at the subordinate ranks—expressed discomfort in working side by side with male colleagues.

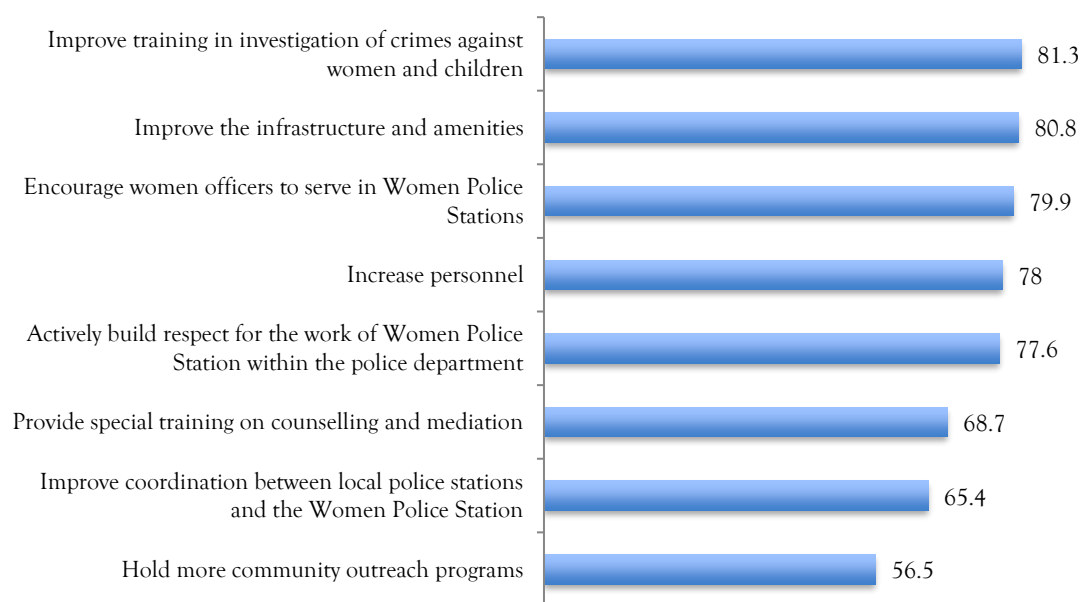
**These factors hold important implications for the KSP in terms of organisational planning in general and police training in particular. They imply gaps in the response of regular police stations to crimes against women and children that need to be identified and addressed. This reinforces the need to substantially increase the number of women personnel present in every police station to create a more conducive working environment for women. Finally, it calls attention to factors contributing to a lack of confidence and sense of safety among women personnel.**

15. Of all female respondents, 86.4 percent are in favour of having a WPS at the sub-division level in every district. At present, one WPS exists in every district at the district headquarters. Focus group discussions pointed out the extreme workload

that WPS are struggling with and strongly recommended increasing the numbers of such stations to ensure timely and sensitive responses to crimes against women and children.

16. Improved training for the investigation of crimes against women and children, improved infrastructure and amenities, and higher numbers and deployment of women personnel in WPS are the main demands put forward by women for strengthening WPS.

**Figure 9: Support among policewomen on measures for strengthening Women Police Stations**





## CHAPTER 5

### CONCLUSION AND RECOMMENDATIONS

The research presented in this report can be summarised under three intersecting heads: the policy framework on women in the police, women's representation at different levels, and women's experiences and attitudes.

The policy framework regarding women in the Karnataka police needs improvement. At present, it is confined to the state government's decision to reserve 25 percent of vacant posts for women in direct recruitment at all levels. This target may not be sufficient to address the acute shortfall of policewomen on the ground. This study points out the absence of women investigating officers in most police stations. Shortfall at this level is particularly critical as it constrains police response to gender-based violence and renders it unable to meet the statutory requirements of having women personnel present while dealing with women and child survivors. Worse, it adds to the workload and pressures on existing women officers. Women are also absent from the state and district police armed branch, which is impacting the state police's response to law and order concerns, particularly where large crowds of women are involved. It is unsurprising that both officers and staff have strongly emphasised the need to prioritise increasing women's numbers within the department. The state needs to consider raising the reservation target to 33 percent to expedite recruitment and meet the demand for more women personnel.

The study also illustrates the need for better internal communication on the existing policy and on the merits of gender diversity in policing. Awareness about the reservation target for women was patchy among both officers and staff. Many believed the state had a 33 percent reservation for women in the police. This suggests that information about important policy decisions is not percolating down the ranks. Moreover, while there is widespread support for reservations, the dominant view among officers and staff is that women are needed largely to respond to cases of gender-based violence. There is not enough appreciation of the legal obligation of every public authority, including the police, to promote equal rights of women and ensure equal opportunity for all. Knowledge about the different ways in which diversity is seen to benefit policing overall is also limited. This, in turn, is leading to a certain degree of resentment among male staff, as they tend to view women personnel mainly through the lens of reservation instead of as colleagues who have an equal right to be in the police, are fully trained to do their jobs, and/or who bring distinct skills and lived experiences that can enrich policing approaches and styles.

Improved knowledge and understanding of the reservation policy across rank and file, reasons why it is required, steps being taken for its implementation, and its benefits for policing are central to ensuring that women not only join the police service but are able to integrate meaningfully at all levels. One way to achieve this is by creating avenues for dialogue between leadership at different levels and the staff, where issues related to the policy as well as expectations from each staff

member/officer can be openly discussed. The current practice of sharing information about policy issues mainly through circulars issued by the police headquarters needs to give way to decentralised communication channels that are more accessible, regular and inclusive. This can help mobilise support on the ground for gender diversity and address misgivings among personnel.

Linked to poor awareness is the lack of confidence in the police leadership's commitment towards ensuring women's equitable representation and growth. Although several affirmations about the importance of women in policing reflect a certain willingness to work towards a gender diverse police institution, officers and staff remain sceptical about the extent to which the department can drive radical change. This is attributed to several factors, most notably the perceived resistance from the political class in promoting policewomen. Several officers alluded to the role of political representatives in leadership decisions, particularly in determining the officers in charge of a district and of a police station. This underscores the importance of increasing transparency and accountability in decision-making around transfers, postings and promotions to root out gender bias and enforce equal opportunities for all.

An organisational subculture that is still seen to privilege men over women is perceived as another barrier to women's equitable growth. This is a common theme in much of the research on women in the police around the world and requires revision of organisational policies, procedures and practices aimed at nurturing an inclusive organisational culture. As is well established, reservation and increase in numbers of women *alone*, though important, will not guarantee inclusivity. In fact, increased numbers in the absence of improved institutional conditions will only cause greater stress on policewomen, and on the department. Simultaneous measures at ensuring that women can enjoy equal opportunities, are treated with respect, feel supported and safe, have adequate facilities and are able to access institutional/legal remedies when required are crucial if efforts aimed at promoting women's active role in policing is to have effect and be sustainable.

An important starting point could be prioritising equality and diversity training for staff and officers at all levels. Embedding it as part of both induction training as well as periodic refresher courses will reinforce its importance and deepen knowledge of its core principles and norms. Other practical measures such as flexible working arrangements and reasonable leave policy can lead to greater staff satisfaction and enhance productivity.

Finally, rigorous research, both internal and independent, can be useful in highlighting measures that are working well and areas where improvement is required. Regular assessments of issues such as challenges women continue to face, factors that impede their growth, their performance as leaders and supervisors, and interpersonal dynamics between men and women at different levels can drive cultural change within the institution. Tools such as gender-based analysis, gender audits, satisfaction surveys, perception surveys, and robust data need to be considered to project organisational commitment and anchor sustained reform.

## Recommendations

### To the state government

1. Increase the percentage of reservation for women in direct recruitment from the existing 25 percent to 33 percent, in line with the target adopted by the central government and extend it to all ranks where direct recruitment takes place at the state level, including constable, sub-inspector and deputy superintendent of police.
2. Conduct a review of the state police act, rules and regulations to incorporate gender equality in the police as a statutory requirement, remove any discriminatory provisions, ensure gender-neutral language, and make provisions for accommodating specific needs of women as required.
3. Review utilisation of the police budget for the purpose of improving infrastructure for policewomen at all levels and prioritise increased allocation as required.
4. Steer the process of developing and implementing a **Gender Action Plan** for the police department aimed at ensuring the increased and equitable integration of all genders within a specified time. To this end, consider the following measures:
  - ✓ Appointing a nodal officer to coordinate with the state police on steps required for increasing gender diversity;
  - ✓ Setting up a multi-stakeholder committee with representation from relevant government departments including the home ministry, finance ministry, and the ministry of women and child development; the police department; and legal scholars and academics to develop and monitor the implementation of the Gender Action Plan.

### To the Karnataka State Police

#### *Organisation-wide*

5. Review and discontinue the practice of using gender-specific nomenclature such that police posts are no longer described as ‘woman police constable’, ‘woman head constable’, and so on, and gender-neutral terms are used instead.<sup>49</sup>
6. Review the number of posts sanctioned for each rank and district with the aim of increasing posts sanctioned for women personnel.

#### *Recruitment*

7. To increase the recruitment of women, consider adopting and issuing policy communication whereby the representation target of 25 percent is seen as a minimum rather than an upper limit to be filled every recruitment cycle against

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<sup>49</sup> On 30 January 2020, the Kerala police department issued a circular re-designing police posts. According to this, a ‘Woman Police Constable’ is to be referred to as ‘Civil Police Officer’ and a ‘Woman Head Constable’ as ‘Senior Civil Police Officer’. See: Kerala Police, Executive Directive No. 1/2020/PhQ, Police Headquarters (30 January 2020).

notified vacancies, thereby increasing the chances of qualified women being considered even beyond the 25 percent target as applicable.

8. Develop a clear communication plan to increase awareness among police personnel across rank and file of the representation target of 25 percent for women, and the steps the police department is taking to increase the recruitment of women.
9. Conduct a baseline assessment to identify the rank-wise proportion of women across every district, police station, branch, wing and/or any other administrative unit.
10. Based on the baseline assessment, develop a **Recruitment Action Plan for Women** aimed at meeting the state target of 25 percent at first, and gradually 33 percent, within a specified time period. The Recruitment Action Plan for Women may include:
  - ✓ District-specific yearly recruitment targets for women in civil police, initially prioritising districts with a lower share of women so that available resources for police training can be optimally utilised;
  - ✓ Measures to recruit women in District Armed Reserves and expanding their strength across the armed battalions under the Karnataka State Reserve Police;
  - ✓ Measures to invite more applications from women, including awareness campaigns in schools and colleges, targeted recruitment drives, and showcasing the work of women officers to address possible concerns among women regarding a career in the police.
11. Review the demographic profile of women in the police, including class, caste, religion, ethnicity, and other forms of identity including sexuality, and accordingly take measures to improve diversity within gender and increase representation from underrepresented sections.
12. Direct every district superintendent of police to hold special recruitment drives aimed at women, taking steps to ensure that all parts of the district are covered at least once every year; adequate notice is given before every drive to attract maximum attendance; and officers are equipped to address queries and concerns of interested candidates.
13. Consider showcasing the work of prominent women police officers in Karnataka through means such as community level interactions held periodically through the year, regularly featuring policewomen's work and initiatives in the media (including online and social media) and displaying their achievements on the police website in order to encourage qualified women to apply for police jobs.

#### *Training*

14. For induction training:

- ✓ Initiate the process of gradually moving away from gender-segregated training at the constable level, starting by holding some combined sessions for male and female recruits, with the end goal of an entirely gender-mixed training programme;
- ✓ Introduce, review and/or strengthen behavioural training modules aimed at deepening confidence among women recruits and assisting them in navigating gender stereotypes and attitudes once they are deployed on duty;
- ✓ Introduce workshops and sessions on the role of women in policing with the aim of deepening knowledge among both men and women about important legal and policy developments with regard to gender diversity and mainstreaming in the police, and the roles women can play as future supervisors;
- ✓ Make practical training a mandatory part of the induction programme whereby trainees are posted at designated police stations for a period of at least one month and are required to observe and report on various tasks and functions of police work.

15. Take measures to increase the number of women faculty across all police training institutes.

#### *Duties and deployment*

16. Institute and/or strengthen existing mechanisms and processes for reviewing duty distribution among staff in each police station, taking steps to ensure that rotation of duties for fixed time periods is strictly enforced; that both men and women are given exposure to all types of duties; and that any undue leniency, favouritism or complaints of harassment by staff are held liable for disciplinary action while, at the same time, recognising the need for flexibility to women staff where necessary, subject to due process.
17. Review and ascertain whether the practice among station supervisors of issuing memos to staff on disciplinary grounds is being used *disproportionately* against women staff, along with the main reasons and patterns of this practice, to determine the extent to which memos are being used, and seen as, a tool of intimidation, and accordingly, issue suitable instructions discouraging its excessive and/or discriminatory use.
18. Encourage the deployment of women in frontline duties such as patrol, beat, traffic, and other duties involving interaction with the general public, with due consideration to their safety and security.
19. Improve *bandobast* facilities for women:
- ✓ Make available a suitable number of vehicles in each police station to assist women personnel and staff in commuting to different locations for *bandobast* duties;
  - ✓ Issue guidelines for the deployment of women staff for *bandobast* duties where necessary flexibility and/or exemptions may be considered under specific circumstances, such as in cases of nursing women, women with very

- young children, single parents, cases where both parents are in the police department, women in care giving roles, and so on;
- ✓ Make arrangements such as mobile toilets as well as safe and easily accessible rest rooms for women staff in cases involving *bandobast* duty extending over several days.

#### *Facilities and service conditions*

20. Expedite ongoing efforts at augmenting facilities for women in police stations including separate, clean and properly functioning washrooms in every police unit, separate restrooms or changing rooms, and separate barracks for women personnel.

#### *Outreach measures*

21. Encourage police station supervisors to organise regular interactions with family members—particularly of women staff—in their stations with the goal of deepening the understanding of police work among families of personnel, increasing familiarity with the staff at the station, and gaining trust in supporting women staff to take up different duties, including night duty.
22. Encourage police station staff to hold awareness sessions in schools and colleges to promote an understanding among students on police tasks and duties and to inspire youth, especially girls, to join the police.

#### *Prevention of Sexual Harassment at Workplace<sup>50</sup>*

23. Adopt a zero-tolerance policy towards sexual harassment at the workplace, in line with the principles and standards enumerated in the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013 (hereafter the POSH Act) and widely communicate an institutional commitment to ensuring a safe working environment for all staff at all levels.
24. Review compliance with the POSH Act and ensure the following:
- ✓ That Internal Committees are constituted *at all suitable administrative units* within the police department, including the police headquarters, the district police headquarters, the sub-divisional police office, the deputy commissioner's office in police commissionerates, and any other unit as considered necessary, to enable easy access to women staff at all levels;
  - ✓ That each Internal Committee is headed by the seniormost woman officer in the given jurisdiction and is always functional without unnecessary delay in filling vacancies;
  - ✓ That the names and contact details of the chairperson and all members of the Internal Committee are displayed in English and local languages in all police units that fall within the jurisdiction of a particular committee.

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<sup>50</sup> For detailed measures on the implementation of the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013, in police departments, see: Commonwealth Human Rights Initiative, *Model Policy for Women in Police in India* (December 2018) <<https://www.humanrightsinitiative.org/download/1570171115Model%20Policy%20for%20Women%20in%20India.pdf>> accessed 10 August 2024.

25. Ensure that the internal policy clearly specifies actions that constitute sexual harassment, the role and mandate of the Internal Committee and the Local Committee (required to be constituted in each district under the 2013 POSH Act to receive complaints of sexual harassment), the step-by-step procedure for filing complaints, the inquiry process and the action that may be taken against implicated police personnel.
26. Organise regular awareness sessions for police personnel at all levels, especially aimed at supervisory rank officers, in order to improve the understanding of actions and behaviours that constitute sexual harassment and proactive measures that can be implemented to foster a healthy working environment.
27. Ensure the following:
- ✓ Confidentiality and safety of complainants, and all parties involved, through the inquiry process;
  - ✓ Special leave to complainants during the inquiry process, as necessary;
  - ✓ Protection from duty harassment either during or after the end of the inquiry process;
  - ✓ Transfer the complainant to another posting on her request, as necessary.
28. Ensure that the members of Internal Committees, at all levels, receive regular legal as well as skill building training to enable them to fulfil their mandate effectively.

## Appendix A: Methodology

The research was conducted in two phases, each of which followed different approaches and methods.

**Phase 1** involved an analysis of women's share in the Karnataka State Police (KSP), the rate at which their numbers have increased over past 15 years, and their current representation (as of 2022) across ranks, districts and branches (including civil and armed). The analysis is based on two sets of data. First, the Bureau of Police Research and Development (BPRD), a think tank functioning under the Government of India, publishes state-wise data on women in the police as part of their annual publication *Data on Police Organisations in India*. This data is available in the public domain. Until 2017, BPRD data on rank-wise percentages of women in the police was segregated under two categories: civil police and armed police. From 2018 onwards, it includes four categories: civil police, district armed reserve, special armed police battalion, and India Reserve Battalion. Accordingly, the study highlights yearly trends in terms of women's overall percentage in the state police as compared to the national average.

The second set is district-level data made available by the KSP. In November 2022, the KSP circulated a template (Appendix B) developed by the NLSIU Project Team to each district superintendent of police office seeking specific data on the proportion and profile of women personnel as of 31 October 2022. The data sought from each district is as follows:

- ✓ Rank-wise total strength of civil police personnel (actual strength by male and female);
- ✓ Caste-wise number of police personnel in total police (civil and armed branches);
- ✓ Rank-wise total number of District Armed Reserve (actual strength by male and female);
- ✓ Date on when each Women Police Station was constituted in the district;
- ✓ Rank-wise total personnel strength of the Women Police Station;
- ✓ Rank-wise number of police personnel (actual strength by male and female) in each police station in the district;
- ✓ Total number of police stations in the district (excluding the Women Police Station) where a woman officer is the Station House Officer/Officer in Charge as of 31.10.2022;
- ✓ Number of applicants (by male and female) for direct recruitment (in the last recruitment cycle completed) at the constable level (civil) and sub-inspector level.

The Project Team received data from **12 districts** out of 31, despite several reminders issued by the department to the remaining districts. The districts that provided data are: Udupi, Kodagu, Mysore, Dakshin Kannada, Chikkamagaluru, Koppal, Raichur, Tumkur, Davanagere, Vijayanagara, and Kalaburagi. Chikkaballapura provided incomplete data.



**Phase 2** involved fieldwork in target districts using a combination of research methodologies and was conducted in two stages: pilot study and main study.

### **Pilot study (July 2022)**

The project team conducted pilot interviews and focus group discussions with women police personnel in Bengaluru Urban and Rural districts over 10–17 July 2022. The main purpose of the pilot study was to test the effectiveness of the survey questionnaire as well as interview questions in measuring and assessing distinct challenges faced by women within the service.

The team visited the following police stations as part of the pilot.

<b>District</b>	<b>Police Station/Unit</b>
Bengaluru Urban	Women Police Station Cubbon Park Police Station Office of the Deputy Commissioner of Police, South Division
Bengaluru Rural	Nelamangala rural police station Nelamangala town police station

During the pilot study, we interviewed four officers in supervisory ranks including an additional commissioner of police, two sub-inspectors and one assistant sub-inspector. We held three focus group discussions, with details in the table below.

<b>District</b>	<b>Unit</b>	<b>Rank</b>	<b>Total Number</b>
Bengaluru Urban	Women Police Station, Basanagudi,	Women police constables and women head constables	15
Bengaluru Rural	Nelamangala rural Police Station	Women police constables and women head constables	4
Bengaluru Rural	Nelamangala town police station	Women police constables and women head constables	3

We administered the survey questionnaire to 24 personnel across ranks. These included 22 women personnel and 2 male officers. Among the 22 women personnel were 2 sub-inspectors and 20 police constables and head constables. The male officers included one assistant commissioner of police and one sub-inspector, both from Bengaluru city. In Nelamangala rural and town police stations, male officers were hesitant to fill out the survey form.

### **Main study (August 2022 to February 2023): Sample Districts and Police Stations**

The project team visited seven districts for fieldwork: Mysore, Mandya, Udupi, Kalaburagi, Raichur, Chikkaballapura and Kodagu. Districts were selected to reflect geographical and socio-economic diversity. We had initially planned to include a combination of districts with relatively high representation of women personnel and those with lower shares. However, since data from all districts could not be secured, the districts were eventually selected from among those that provided data and

those willing to facilitate access to police stations for interviews. The table below provides details of police stations visited in each district.

District	Total Sub Divisions	Total No. of Police Stations *	Sub Divisions Visited	Police Stations Visited	No. of Police Stations Visited	% of Police Stations Covered
Mysore	3	26	Mysuru Rural Sub Division	Mysuru south PS	5	19.2
			Nanjanagud Sub Division	Women Police Station		
				Biligere PS		
				Bannur PS		
			Hunsur Sub Division	Bilekere PS		
Mandya	4	34	Mandya Sub Division	Mandya West PS	6	17.6
				Mandya Rural PS		
				Mandya Women PS		
			Srirangapatna Sub Division	Melukote PS		
				Srirangapatna town PS		
			Nagamangala Sub Division	Nagamangala town PS		
Chikkaballapur	2	21	Chikkaballapur Sub Division	Chikkaballpur Women PS	6	28.6
				Chikkaballpur CEN PS		
			Chintamani Sub Division	Gowribidanur Town PS		
				Gowribidanur Rural PS		
				Siddlagatta Town PS		
				Siddlagatta Rural PS		
Kalaburagi	4	27	Shahabad sub division	Shahabad police station	4	14.8
			Aland sub division	Narona police station		
			Rural sub division	Mahagaon police station		
			Chincholi sub division	Malkhed police station		
Udupi	3	24	Karkala sub division	Karkala Town PS	5	20.83
				Karkala rural PS		
			Udupi sub division	Women Police Station		
			Kundapura sub division	Kundapura traffic		
				Gangolli PS		

Police stations that had women sub-inspectors were prioritised for the interviews. Attempts were made to cover at least one police station per sub-division in every district.

## Research Methodologies

In each sample district, the project team used the following methods.

### A. Focus Groups

The team held focus group discussions with women constables and women head constables (WHCs) combined. In Kalaburagi and Mysore, two women assistant sub-inspectors (WASIs) were also present in the discussions. All districts, except Kodagu, ensured that every police station appointed at least one woman constable and WHC to participate in the focus groups as directed by the office of the superintendent of police. In Kalaburagi, all women constables and WHCs were directed to participate except those on leave and/or those who had other engagements. This helped in capturing the views and experiences of women from across the district including rural areas.

In total, the focus groups covered 188 women personnel. The table below provides the rank- and district-wise breakdown.

District	Women Constables	Women Head Constables	Women Assistant Sub-Inspectors	Total
Chikkaballapura	16	10	0	26
Kalaburagi	26	15	2	43
Kodagu	8	4	0	12
Mandya	21	6	0	27
Mysore	31	2	2	35
Raichur	18	7	0	25
Udupi	10	10	0	20

The project team had initially planned to split the groups such that discussions could be held with groups of 15. In the end, this was not feasible as the department preferred to assemble all women personnel on one day instead of staggering their participation. The women personnel, too, found it more convenient to travel in groups rather than alone, as would have been the case had the group been split. To encourage everyone's participation, the project team planned longer focus groups and used exercises that would allow everyone to share their views. Additionally, the focus groups were used to administer the survey.

The focus group discussions were conducted in Kannada and lasted over two to three hours. The themes covered included motivations to join the police service, challenges experienced during recruitment and training, frequency of and feedback on specialised training courses, roles and responsibilities, attitudes of supervisory officers and male peers, facilities and welfare issues, safety concerns, views on the

role of women in policing, and recommendations to the department for improvements. The detailed questionnaire used for the focus group discussions is attached as Appendix C.

## B. Interviews

The team conducted one-on-one interviews with 52 officers, male and female, across the seven districts. This included 48 interviews with officers at the rank of sub-inspector, inspector, additional superintendent of police (ASP), and superintendent of police.

	ASP		Superintendent of police		Inspector		Sub-inspector		Total		Grand total
	M	F	M	F	M	F	M	F	M	F	
Mysore		1			1	3	4	2	5	6	11
Mandya			1		4	1		2	5	3	8
Chikkaballapura			1		1		1	5	3	5	8
Kodagu			1					1	1	1	2
Raichur			1		2			3	3	3	6
Kalaburagi				1	2			3	3	3	6
Udupi					1		2	3	1	5	6
Kolar field				1						1	1
Total		1	4	2	11	4	7	19	21	27	48

Additionally, we met with select police leaders of Inspector General of Police rank and above at the police headquarters and the police academy. These include:

1. Additional Director General of Police, Crime and Technical Services
2. Additional Director General of Police, Training
3. Additional Director General of Police, Internal Security Division
4. Deputy Director, Karnataka Police Academy

Despite an appointment, the interview with the Additional Director General of Police, Recruitment, did not take place.

## C. Perceptions Survey

A survey questionnaire was administered physically to 240 officers including two 214 women and 26 men. The survey data was analysed by a freelance data analyst using SPSS. Although the survey covered some male officers, its main purpose was to measure the views of women personnel on two broad issues. The first set focuses on the extent to which police services need women, whether women can take on all policing roles and tasks, whether women enjoy equal opportunities, and the level of

support for specific measures such as reservations and the creation of women police stations. The second set of issues centre on women's experiences with recruitment, training, infrastructure and opportunities. While the first set of issues are presented in Chapter 4, the findings on the second is interspersed in Chapter 3. Overall, the survey was intended to supplement the focus group analysis and provide a quantifiable measure of women's views and perceptions.

## Appendix B: Template for Data on Women Police

### Project on Women in Karnataka Police

National Law School of India University

Data Analysis of Number of Women in Karnataka Police

#### **DISTRICT LEVEL DATA**

(for circulation to all district superintendent of police offices)

Please provide the following data from your district only in the format given below.

Name of District: \_\_\_\_\_

Number of Sub-Divisions: \_\_\_\_\_

Number of Police Stations in your district: \_\_\_\_\_

#### **CIVIL POLICE**

1. Rank-wise total number of CIVIL POLICE personnel (actual strength by male and female) as on 31/10/2022.

District	Rank	Male	Female	Total
Please Enter the Name of the District	Superintendent of Police			
	Deputy Superintendent of Police			
	Inspector			
	Sub-Inspector			
	Assistant Sub-Inspector			
	Head Constable			
	Constable			
	Others if any			

2. Caste-wise number of police personnel in total police (Civil + Armed) in your district as on 31.10.22

	SC		ST		OBC		General	
	Male	Female	Male	Female	Male	Female	Male	Female
Inspector								
Sub-Inspector								
Assistant Sub-Inspector								
Head Constable								
Constable								
Others								
Total								

**DISTRICT ARMED RESERVE****3. Rank-wise total number of DISTRICT ARMED RESERVE as on 31.10.22**

District	Assistant commandant		Inspector		Sub-inspector		ASI		Head Constable		Constable		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Please Enter the Name of the District														

**WOMEN POLICE STATION**

4. Date when the WOMEN POLICE STATION was constituted in your district: \_\_\_\_\_

5. Rank-wise total personnel strength of the WOMEN POLICE STATION in your district as on 31.10.22

Rank	Male	Female	Total
Inspector			
Sub-Inspector			
ASI			
Head Constable			
Constable			
Any other			
Total			

**POLICE STATION DATA**

6. Rank-wise number of police personnel (actual strength by male and female) in each police station in your district as on 31/10/2022 as per following:

		Inspector		Sub Inspector		Assistant Sub Inspector		Head Constable		Constable		Total	
	Name of Police Station	M	F	M	F	M	F	M	F	M	F	M	F
1													
2													
3													
4													
...													

7. Total number of police stations in your district (excluding Women Police Station) where a woman officer is the Station House Officer/Officer in Charge as of 31.10.2022:

Name of the Police Station with a woman SHO	Name of the SHO

8. Number of applicants by male and female for direct recruitment (last recruitment cycle completed) at the following levels:

Year of recruitment cycle	Number of applicants for constable post (civil)		Number of applicants for sub-inspector post	
	Male	Female	Male	Female

**THANK YOU FOR YOUR COOPERATION.**

**Disclaimer:** NLSIU is conducting a study on women in Karnataka Police in partnership with Karnataka Police. This data will be used for the purpose of the study only.



## Appendix C: Questions for Focus Group Discussions and Interviews

### Questions for FGDs with female constables and head constables

#### Background

1. What motivated you to join the police service?
2. Is your family supportive of your work?

#### Recruitment

3. What was the recruitment process you went through for joining the police service as a constable? Did you face any difficulty? Explain. What can the department do to address such difficulties?
  - *How did you hear of the recruitment announcement?*
  - *How long did it take from the time of announcement to the completion of the process?*
  - *Where did it take place?*
  - *Who conducted the recruitment?*
  - *Did you take any specific training before applying? Exam?*
4. How difficult do you think it is for women to join the police?

#### Training

5. How did you find the training? What kind of difficulties did you face?
6. What was the attitude of the instructors towards female recruits? Did you experience any difference in the way instructors treated male and female recruits?
7. Do you think the training prepared you (as a woman) well for the responsibilities you have had to handle? Do you think further specialised training for women such as confidence building exercises will help?
8. Besides the induction training, have you attended other specialised trainings? Describe the kind of trainings. Has your supervising officer ever asked you to sign up for any kind of additional training or courses?
9. Give suggestions on improvements you think will better support women personnel specifically.

#### Roles and responsibilities

10. Explain the various tasks you perform. Are there any particular tasks you would like to perform but are not given the opportunity to (*because you are a woman*)?
11. Do you think women police can handle all policing tasks as well as men? Explain. *All sorts of crimes, for eg.*
12. Do you think men and women personnel are given the same opportunities? Explain.
13. Do you think women police can become SHOs of law and order police stations? *Understand why they believe for or against.*

#### Male culture/working environment

14. Tell us a bit about the working culture in the police station. How do you find your interaction with your male colleagues? Do you feel comfortable engaging with them? Do they take your views seriously?

#### Practical problems

15. What kinds of difficulties do you face in your duty/job? Any particular task you find difficult? If yes, why? *Again, let's try to understand the attitude of women – do they give up in one shot or seek help so they can improve or decide to practice/improve if they are unable to do something?*

16. Issues regarding facilities: welfare policies like maternity/child care leave, etc.

17. Any concerns regarding the uniform

*Treatment of supervisors (try to capture examples of unfair treatment)*

18. What is the general attitude of supervisory officers towards female constables?

19. Do they speak to you properly? Do they say things you don't like? What do you do if someone speaks to you badly/rudely? Is there someone in the department you can approach?

20. Do you feel your work is recognised when compared to your male colleagues?

*Departmental measures*

21. Who do you approach sharing any grievance related to your work? Is there any platform/forum? Are senior officers approachable? Do senior woman officers reach out to you or provide guidance?

22. Do you think the department is taking efforts to support and encourage women? Explain. *Share example of reservation for women here – see if it comes from them; if not, ask them whether they are aware.*

23. What do you think the department expects from women police officers?

*Promotions*

24. What is the basis on which promotions take place? What are constables evaluated on? Do you think women constables miss out in any way?

*Sexual harassment*

25. Is your police station/department a safe working space for women personnel? Explain. What steps has the KSP taken to address complaints by women of sexual harassment at the workplace? What is your view on the functioning and impact of the Internal Complaints Committee constituted under the 2013 Sexual Harassment at Workplace (Prevention, Protection and Redressal) Act?

26. If need be, will you feel comfortable approaching the Internal Complaints Committee to file a complaint against your male boss?

*Overall - Concluding*

27. What are your main expectations from your job?

28. How do you think women can bring about a positive change in the police organisational culture?

29. How can women do well in policing?

30. What do you find most satisfying about your work?

## Appendix D: Survey Questionnaire

### Women in Police

#### *Survey of police personnel in Karnataka*

National Law School of India University, Bengaluru

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The National Law School of India University is doing a study in collaboration with the Karnataka State Police on the experiences and challenges policewomen face at different levels.

As part of the study, we are conducting a survey of police officers (male and female) across several districts in Karnataka to gather views on the role of women in policing.

The findings of the survey will be used for research purposes and will result in a report that will recommend measures to support women in the Karnataka Police.

The questionnaire is strictly anonymous, and will not be used to identify any individual officer. All answers will be kept confidential.

Participation in this survey is voluntary. It is entirely up to you to answer or not to answer any question. The survey will take 25 minutes to complete.

We hope that you will take part in this survey since your participation is important.

#### **Do you consent to participating in this survey?**

☐ Yes (1)

☐ No (2)

#### *Survey Begins*

B1. District/Department where currently posted: \_\_\_\_\_

B2. Police station where currently posted (if applicable): \_\_\_\_\_

B3. Year of joining the police: \_\_\_\_\_

B4. Current rank:

☐ Constable (1)

☐ Head Constable (2)

☐ Assistant Sub-Inspector (3)

- ☐ Sub Inspector (4)
- ☐ Inspector (5)
- ☐ Circle Inspector (6)
- ☐ Asst. Superintendent of Police/DySP (7)
- ☐ Add SP/SP/SSP (8)
- ☐ AIGP (9)
- ☐ DIG (10)
- ☐ IGP (11)
- ☐ DGP (12)

B5. Date of last promotion: \_\_\_\_\_

Q1. According to you, how many women are there in Karnataka Police at present?

- ☐ Less than 5% (1)
- ☐ Between 6-10% (2)
- ☐ Between 11-20% (3)
- ☐ Between 21-30% (4)
- ☐ More than 30% (5)

Q2. How many women should be there in police organisations?

- ☐ Up to 50% of the police organisation (1)
- ☐ Up to 30% is enough (2)
- ☐ Up to 20% is enough (3)
- ☐ Up to 10% is enough (4)
- ☐ Police organisations should not have women at all (5)

Q3. Do you support reservation for women in the police?

**A. Reservations in direct recruitment**

- |                                  |                                 |  |
|----------------------------------|---------------------------------|--|
| <input type="checkbox"/> Yes (1) | <input type="checkbox"/> No (2) | <input type="checkbox"/> Don't know/No opinion (3) |
|----------------------------------|---------------------------------|--|

**B. Reservations in promotions**

- |                                  |                                 |  |
|----------------------------------|---------------------------------|--|
| <input type="checkbox"/> Yes (1) | <input type="checkbox"/> No (2) | <input type="checkbox"/> Don't know/No opinion (3) |
|----------------------------------|---------------------------------|--|

Q4. In the past two years, has the Karnataka police organised special recruitment drives for women?

- ☐ Yes (1)
- ☐ No (2)
- ☐ Don't know/No opinion (3)

Q5. Do you think special recruitment drives for women are necessary?

- ☐ Yes (1)
- ☐ No (2)
- ☐ Don't know/No opinion (3)

**Q6. Indicate whether you agree or disagree:**

**A. Women police are only suited for dealing with women and children-related crimes**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**B. Women police should be physically as strong as men**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**C. More women police will increase public trust in the police**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**D. People are less afraid of women police personnel than male personnel**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**E. People believe women police to be less corrupt**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**F. Women police are seen to be more fair**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**G. Reservation for women in the police will weaken the quality and performance of the police overall**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
--	---------------------------------------	---	------------------------------------	---

**H. Police officers should use force/violence against criminals to control crime**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
--	---------------------------------------	---	------------------------------------	---

**Q7. Is there a Mahila Thana/Women Police Station (WPS) in your district/city?**

☐ Yes (1)                      ☐ No (2)                      ☐ Don't know/No opinion (3)

**Q8. Indicate whether you agree or disagree:**

**A. It is necessary to have Women Police Stations**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**B. Women Police Stations provide a safer space for women to make complaints reporting crime**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**C. Women Police Stations are more sensitive than regular police stations in responding to allegations of domestic violence**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**D. Women Police Stations are more sensitive than regular police stations in responding to crimes against children under POCSO**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**E. Women Police Stations should be set up at sub-division levels in every district**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
--	---------------------------------------	---	------------------------------------	---

**F Women officers find it easier to work with other women in the Women Police Station compared to regular police station**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**Q9. How do you think Women Police Stations can be strengthened? (Multi Code)**

- ☐ Increase personnel (1)
- ☐ Improve the infrastructure and amenities (2)
- ☐ Improve training in investigation of crimes against women and children (3)
- ☐ Provide special training on counselling and mediation (4)

- ☐ Improve coordination between local police stations and the Women Police Station (5)
- ☐ Hold more community outreach programmes (6)
- ☐ Encourage women officers to serve in Women Police Stations (7)
- ☐ Actively build respect for the work of Women Police Station within the police department (8)
- ☐ Any other (please specify) (9)

Q10. Should policewomen be given the same duties as policemen?

- ☐ Yes (1)
 ☐ Maybe (2)
 ☐ No (3)
 ☐ Can't say/No opinion (4)

Q11. Who do you think is better suited to handle the following policing functions?

**A. Receiving and recording public complaints (for all crimes)**

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
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**B. Receiving and recording complaints of crimes against women only**

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
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**C. Maintaining registers and station records**

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
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**D. Handling RTI applications**

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
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**E. Community outreach efforts**

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
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**F. Intelligence collection**

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
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**G. Operations against extremists/militants**

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
---	---	--	---

#### H. VIP security duties

<input type="checkbox"/> Male personnel (1)	<input type="checkbox"/> Female personnel (2)	<input type="checkbox"/> Men and women equally, depending on the situation (3)	<input type="checkbox"/> Don't know (4)
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Q12. Do women officers need any support from male colleagues to do the following tasks:

#### A. Beat duties in the neighbourhood

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
--	---	---	--	---

#### B. Night patrolling in cities and towns

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
--	---	---	--	---

#### C. Night patrolling in rural areas

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
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#### D. Managing large gatherings of people such as during festivals, religious processions, political rallies, etc.

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
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#### E. Managing public protests with likelihood of unrest and violence

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
--	---	---	--	---

#### F. Conducting arrests of male suspects

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
--	---	---	--	---



**G. Conducting arrests of female suspects**

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
--	---	---	--	---

**H. Interrogating male suspects/arrestees**

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
--	---	---	--	---

**I. Interrogating female suspects/arrestees**

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
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**J. Inspecting crime scenes and identifying public witnesses**

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
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**K. Properly collecting and storing forensic evidence**

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
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**L. Conducting raid and search operations**

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
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**M. Investigation of serious offences**

<input type="checkbox"/> Do not need support (1)	<input type="checkbox"/> Need little support of male colleagues (2)	<input type="checkbox"/> Need a lot of support of male colleagues (3)	<input type="checkbox"/> Cannot be done by women (4)	<input type="checkbox"/> No Opinion (5)
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Q13. Do you think women should perform sentry duties at police station?

**A. Sentry duty during the day**

<input type="checkbox"/> Yes (1)	<input type="checkbox"/> No (2)	<input type="checkbox"/> Don't know/No opinion (3)
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**B. Sentry duty at night**

<input type="checkbox"/> Yes (1)	<input type="checkbox"/> No (2)	<input type="checkbox"/> Don't know/No opinion (3)
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Q14. According to you, how likely are women personnel to be appointed in the following positions?

**A. SHO of a police station (law and order) in urban areas/cities**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**B. SHO of a police station (law and order) in rural areas**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**C. SP in charge of an urban district**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
---	-------------------------------------	---	---	---

**D. SP in charge of a rural district**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
---	-------------------------------------	---	---	---

**E. Commissioner of Police in charge of a commissionerate**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
---	-------------------------------------	---	---	---

**F. Head of the Crime and Technical Services wing in the state**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**G. Head of police training at the state level**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**H. Head of Intelligence wing in the state**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**I. Head of Internal Security Division in the state**

<input type="checkbox"/> Very likely (1)	<input type="checkbox"/> Likely (2)	<input type="checkbox"/> Not much likely (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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Q15. Do you think women can have a good career in the police?

☐ Yes (1) ☐ Maybe (2) ☐ No (3) ☐ Can't say/No opinion (4)

Q16. Do you believe women and men are treated equally in terms of career growth and promotion within the organisation?

☐ Yes (1) ☐ Maybe (2) ☐ No (3) ☐ Can't say/No opinion (4)

Q17. Why are there fewer women in leadership roles in the police?

**A. Men are trusted more than women in leadership roles**

☐ Yes (1) ☐ No (2) ☐ Cannot say (3)

**B. It is harder for women to give full time to the job due to family responsibilities**

☐ Yes (1) ☐ No (2) ☐ Cannot say (3)

**C. Women are not given important postings in their career to qualify them for leadership roles**

☐ Yes (1) ☐ No (2) ☐ Cannot say (3)

**D. Women do not feel comfortable dealing with political pressures**

☐ Yes (1) ☐ No (2) ☐ Cannot say (3)

Q18. In the past three years, how many times have you received gender sensitisation training (through workshops, lectures, etc.)?

☐ None (1) ☐ Between 1 -2 (2) ☐ Between 3-5 (3) ☐ More than 5 (4)

Q19. Do you feel the training sessions have improved your knowledge of the following?

**A. Concept of gender**

☐ To a great extent (1) ☐ To some extent (2) ☐ Not much (3) ☐ Not at all (4) ☐ Can't say (5)

**B. Principles of equality**

☐ To a great extent (1) ☐ To some extent (2) ☐ Not much (3) ☐ Not at all (4) ☐ Can't say (5)

**C. Discrimination based on gender and how it affects colleagues**

☐ To a great extent (1) ☐ To some extent (2) ☐ Not much (3) ☐ Not at all (4) ☐ Can't say (5)

**D. Special procedures introduced in law for investigating crimes against women and children**

<input type="checkbox"/> To a great extent (1)	<input type="checkbox"/> To some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> Can't say (5)
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**E. Important Supreme Court/High Court judgements around crimes against women and children**

<input type="checkbox"/> To a great extent (1)	<input type="checkbox"/> To some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> Can't say (5)
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Q20. Have you ever supervised or been supervised by a woman officer in the following roles?

**A. SHO of a police station (law and order)**

<input type="checkbox"/> Yes (1)	<input type="checkbox"/> No (2)	<input type="checkbox"/> Not applicable (3)
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**B. District SP**

<input type="checkbox"/> Yes (1)	<input type="checkbox"/> No (2)	<input type="checkbox"/> Not applicable (3)
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**C. Commissioner of Police**

<input type="checkbox"/> Yes (1)	<input type="checkbox"/> No (2)	<input type="checkbox"/> Not applicable (3)
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**D. DCP in charge of a district in a city**

<input type="checkbox"/> Yes (1)	<input type="checkbox"/> No (2)	<input type="checkbox"/> Not applicable (3)
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**E. Head of a department/wing/unit at the state level**

<input type="checkbox"/> Yes (1)	<input type="checkbox"/> No (2)	<input type="checkbox"/> Not applicable (3)
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Q21. In general, how would you describe women police supervisors?

**A. Confident**

<input type="checkbox"/> Yes, to a great extent (1)	<input type="checkbox"/> Yes, to some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**B. Sensitive to the specific concerns women police face**

<input type="checkbox"/> Yes, to a great extent (1)	<input type="checkbox"/> Yes, to some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**C. Motivated to do a good job**

<input type="checkbox"/> Yes, to a great extent (1)	<input type="checkbox"/> Yes, to some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**D. Able to discipline police personnel (male and female)**

<input type="checkbox"/> Yes, to a great extent (1)	<input type="checkbox"/> Yes, to some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**E. Well informed of law and procedures**

<input type="checkbox"/> Yes, to a great extent (1)	<input type="checkbox"/> Yes, to some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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**F. Able to handle external pressures**

<input type="checkbox"/> Yes, to a great extent (1)	<input type="checkbox"/> Yes, to some extent (2)	<input type="checkbox"/> Not much (3)	<input type="checkbox"/> Not at all (4)	<input type="checkbox"/> No opinion (5)
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extent (1)	extent (2)			
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Q22. Indicate whether you agree or disagree:

**A. Women police are valued within the police department**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**B. Having women officers in police recruitment boards is important**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**C. Having women instructors at police training institutes including for outdoor training is important**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**D. Crèche/child care facility near your workplace is necessary**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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**E. Implementing 8-hour working shifts with a weekly off is necessary**

<input type="checkbox"/> Strongly disagree (1)	<input type="checkbox"/> Disagree (2)	<input type="checkbox"/> Neither agree nor disagree (3)	<input type="checkbox"/> Agree (4)	<input type="checkbox"/> Strongly agree (5)
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Q23. Is there a woman helpdesk in the police station where you are posted?

☐ Yes (1) ☐ No (2) ☐ Not applicable (3)

Q24. Who do you think should handle woman help desks at police stations?

☐ Women police only (1) ☐ Women and men police (2) ☐ Social worker/counsellor/NGO (3) ☐ Any other: please specify (4)

Q25. Is there an Internal Complaints Committee in your district/department/unit to deal with complaints relating to sexual harassment at the workplace?

☐ Yes (1) ☐ No (2) ☐ Don't Know (3)

Q26. Do you know what their role is?

☐ Yes (1)

☐ Somewhat (2)

☐ No (3)

Q27. Do you know the procedure to file a complaint with the Internal Complaints Committee?

☐ Yes (1)

☐ Somewhat (2)

☐ No (3)

Q28. What according to you are **three most important things** a woman officer should do in order to perform well in the police? (*tick any three*)

- ☐ Active engagement with the community (1)
- ☐ Connections with influential people in society (2)
- ☐ Support of a senior officer/mentor (3)
- ☐ Strong local intelligence networks (4)
- ☐ Strict approach in dealing with suspects and accused persons (5)
- ☐ Physical strength and stamina (6)
- ☐ Knowledge of law and procedure (7)
- ☐ Strong willpower for dealing with work pressures (8)
- ☐ Make do with available facilities for women and adjust (9)
- ☐ Strong family support system (10)
- ☐ Any other (please specify): \_\_\_\_\_ (11)

### FOR WOMEN PERSONNEL ONLY

Q29. How comfortable do you, or will you, feel with the following:

#### A. Taking up field posting

<input type="checkbox"/> Very comfortable (1)	<input type="checkbox"/> Comfortable (2)	<input type="checkbox"/> Uncomfortable (3)	<input type="checkbox"/> Very uncomfortable (4)	<input type="checkbox"/> No opinion (5)
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#### B. Doing night duty/shift

<input type="checkbox"/> Very comfortable (1)	<input type="checkbox"/> Comfortable (2)	<input type="checkbox"/> Uncomfortable (3)	<input type="checkbox"/> Very uncomfortable (4)	<input type="checkbox"/> No opinion (5)
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#### C. Working side by side with male colleagues on a daily basis

<input type="checkbox"/> Very comfortable (1)	<input type="checkbox"/> Comfortable (2)	<input type="checkbox"/> Uncomfortable (3)	<input type="checkbox"/> Very uncomfortable (4)	<input type="checkbox"/> No opinion (5)
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Q30. How satisfied do you feel with the condition of the following facilities for women police in Karnataka?

**A. Separate toilets for women in your workplace**

<input type="checkbox"/> Very satisfied (1)	<input type="checkbox"/> Satisfied (2)	<input type="checkbox"/> Dissatisfied (3)	<input type="checkbox"/> Very dissatisfied (4)	<input type="checkbox"/> Not applicable (5)
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**B. Separate changing rooms for women in police stations**

<input type="checkbox"/> Very satisfied (1)	<input type="checkbox"/> Satisfied (2)	<input type="checkbox"/> Dissatisfied (3)	<input type="checkbox"/> Very dissatisfied (4)	<input type="checkbox"/> Not applicable (5)
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**C. Crèche /childcare facilities in/near your workplace**

<input type="checkbox"/> Very satisfied (1)	<input type="checkbox"/> Satisfied (2)	<input type="checkbox"/> Dissatisfied (3)	<input type="checkbox"/> Very dissatisfied (4)	<input type="checkbox"/> Not applicable (5)
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**D. Separate barracks for women in police stations**

<input type="checkbox"/> Very satisfied (1)	<input type="checkbox"/> Satisfied (2)	<input type="checkbox"/> Dissatisfied (3)	<input type="checkbox"/> Very dissatisfied (4)	<input type="checkbox"/> Not applicable (5)
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Q31. How comfortable do you feel with the following types of police uniform for women personnel:

**A. Pants and shirt**

<input type="checkbox"/> Very comfortable (1)	<input type="checkbox"/> Comfortable (2)	<input type="checkbox"/> Uncomfortable (3)	<input type="checkbox"/> Very uncomfortable (4)	<input type="checkbox"/> No opinion (5)
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**B. Sarees**

<input type="checkbox"/> Very comfortable (1)	<input type="checkbox"/> Comfortable (2)	<input type="checkbox"/> Uncomfortable (3)	<input type="checkbox"/> Very uncomfortable (4)	<input type="checkbox"/> No opinion (5)
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**C. Salwar kurta**

<input type="checkbox"/> Very comfortable (1)	<input type="checkbox"/> Comfortable (2)	<input type="checkbox"/> Uncomfortable (3)	<input type="checkbox"/> Very uncomfortable (4)	<input type="checkbox"/> No opinion (5)
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**D. Any other (please specify)**

<input type="checkbox"/> Very comfortable (1)	<input type="checkbox"/> Comfortable (2)	<input type="checkbox"/> Uncomfortable (3)	<input type="checkbox"/> Very uncomfortable (4)	<input type="checkbox"/> No opinion (5)
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Q32. Do you feel comfortable sharing your views/suggestions with your supervisors?

- ☐ Yes, always (1)     ☐ Sometimes only (2)     ☐ Rarely, only when my opinion is asked for (3)     ☐ Not at all (4)

Q33. Do you feel your supervisors take your views and suggestions seriously?

- ☐ Yes, always (1)     ☐ Sometimes only (2)     ☐ Rarely (3)     ☐ Never (4)

Q34. Do you think women officers are as respected as male officers within the department in general?

- ☐ Definitely yes (1)   
 ☐ In select instances only (2)   
 ☐ Not at all (3)   
 ☐ No opinion (4)

Q35. How common are the following in your current place of posting:

**A. Casual remarks about women's looks, body, clothes, make-up**

<input type="checkbox"/> Very common (1)	<input type="checkbox"/> Not so common (2)	<input type="checkbox"/> Not at all (3)	<input type="checkbox"/> Can't say/no opinion (4)
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**B. Unwelcome remarks and jokes about sexual relations/sexuality**

<input type="checkbox"/> Very common (1)	<input type="checkbox"/> Not so common (2)	<input type="checkbox"/> Not at all (3)	<input type="checkbox"/> Can't say/no opinion (4)
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**C. Unwelcome physical touch**

<input type="checkbox"/> Very common (1)	<input type="checkbox"/> Not so common (2)	<input type="checkbox"/> Not at all (3)	<input type="checkbox"/> Can't say/no opinion (4)
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**D. WhatsApp messages about non-work issues**

<input type="checkbox"/> Very common (1)	<input type="checkbox"/> Not so common (2)	<input type="checkbox"/> Not at all (3)	<input type="checkbox"/> Can't say/no opinion (4)
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Q36. How safe do you find your workspace?

- ☐ Very safe (1)   
 ☐ Safe (2)   
 ☐ Unsafe (3)   
 ☐ Very unsafe (4)   
 ☐ No opinion (5)

Q37. To what extent do you feel complaints alleging sexual harassment will negatively affect your career within the department?

- ☐ To a great extent (1)   
 ☐ To some extent (2)   
 ☐ Not much (3)   
 ☐ Not at all (4)   
 ☐ No opinion (5)

Q38. Would you recommend a police career to other women?

- ☐ Yes (1)   
 ☐ No (2)   
 ☐ No Opinion (3)



## Background Information

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B6. Native/Home district:

\_\_\_\_\_

B7. Age:

\_\_\_\_\_

B8. Gender

- ☐ Male (1)
- ☐ Female (2)
- ☐ Others (3)

B9. Caste

- ☐ Scheduled Caste (1)
- ☐ Scheduled Tribe (2)
- ☐ Other Backward Classes (3)
- ☐ General (4)

B10. Religion

- ☐ Hindu (1)
- ☐ Muslim (2)
- ☐ Christian (3)
- ☐ Sikh (4)
- ☐ Jain (5)
- ☐ Parsi (6)
- ☐ Buddhist (7)
- ☐ Other religion (specify) \_\_\_\_\_ (8)

B11. Educational qualification

- ☐ Middle pass (Class 8) (1)
- ☐ Matriculation pass (Class 10) (2)
- ☐ Inter pass (Class 12) (3)
- ☐ Graduation (Degree or Diploma) (4)
- ☐ Post graduation (5)
- ☐ Higher Degree (MPhil, Phd) (6)
- ☐ Professional courses/degree (7)

B12. Marital status

- ☐ Married (1)
- ☐ Widowed (2)
- ☐ Separated (3)
- ☐ Divorced (4)
- ☐ Single/Unmarried (5)

B13. Number of children

- ☐ None (1)
- ☐ 1 child (2)
- ☐ 2 children (3)
- ☐ 3 children (4)
- ☐ More than 3 children (5)

B14. Why did you join the police service? (*tick all relevant options*)

- ☐ Interest in public service (1)
- ☐ Thrill of solving crime (2)
- ☐ Police uniform (3)
- ☐ Power and authority (4)
- ☐ Financial necessity (5)
- ☐ Push/encouragement from family (6)
- ☐ Respected profession (7)
- ☐ Government job security and benefits (8)
- ☐ Inspired by family members who were/are in the police (9)
- ☐ Any other reason (please specify) (10)

END

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