



Project Report
on
Community Counselling Centre

(Project No.02/MM:02)

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Bureau of Police Research and Development
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'Promoting Good Practices and Standards'



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गृह मंत्रालय भारत सरकार
Ministry of Home Affairs, Govt. of India



1. Introduction/Background

It is a common perception that the only government agency available to the common man round the clock is the police station. It is here that all distressed people look for help. Most people who visit the police station come with problems which are not strictly within the legal purview of intervention by the police. However the expectation of the common man is such that it cannot be ignored by the police. Therefore to facilitate an integrated approach towards resolution of such conflicts affecting the women, children & other vulnerable sections of the society, Community Counselling Centres (CCC) are proposed to be set up at the police station level.

2. Overview

2.1. Project Title

Community Counselling Centre

2.2. Vision

To facilitate an integrated approach towards resolution of conflicts affecting the women, children & other vulnerable sections of the society in partnership with other resource persons, Voluntary organizations and private corporate sectors.

2.3. Organisational Objective

- Convergence between various agencies, stakeholders & police to redress grievances of women, children & vulnerable sections of the society.
- Police to work in collaboration with counsellors, social activist, medical personnel, like minded individuals & agencies etc to achieve this goal.
- Police need to have a partnership with other agencies to fight this social evil & develop a victim friendly protocol.
- **The Juvenile Justice (Care & Protection of Children) Act, 2005 and Rules, 2007** prescribes for a Special Juvenile Police Unit (SJPU) to handle the Juveniles. { Sec. 63(3) read with Rule 84(1)}.
- SJPU shall consist of Juvenile or Child Welfare Officer (JCWO) of the rank of Police Inspector and two paid Social Workers, one of whom shall be a woman {Rule-84 (1)}.
- In every Police Stations at least one officer, specially instructed and trained, to be designated as JCWO, to deal with Juvenile {Sec. 63 (2) & (3)} read with Rule-84(3).
- List of designated JCWO and Members of SJPU with contact details to be prominated displayed in every Police Stations {Rule-11(4)}.
- **The Protection of Women from Domestic Violence Act, 2005** provides for the duties and responsibilities of a Police Officer upon receipt of a complaint of the domestic violence (Sec.5).



- The police should file the copies of the Domestic Incident Report (DIR) in the Police Station {Rule-5(1)}.
- The Police shall provide protection to the aggrieved person and assist in the implementation of protection order, if directed by the Court (Sec.19).
- Besides, few other social legislations require proactive approach by the police while dealing with women and juveniles.
- The establishment of CCC at the Police Station level thus becomes a statutory requirement keeping in view the afore stated legal provisions.

3. The Project

3.1. Purpose

In the prevailing socio-economic conditions of the country, the deprived & vulnerable sections of society require special attention. Being the 1st level of contact with the State machinery, the police station has a special role to play. But the time has come wherein it is realized that violence against women & children are more of a social crime & police alone cannot stop this form of crime.

There is a need to fight such an evil together by way of convergence between police, non-governmental organization, individuals, other governmental agencies working for the purpose and private sectors. The trend can also be seen in the new laws & amendments brought out in this fields wherein the roles of social activities, non-governmental organizations & all the resource persons are recognized. The Community Counselling Centres at the police station level will give the much needed institutional support to police personnel in dealing with issues affecting the women, children & vulnerable sections in the society. The centres may function on Alternate Conflict Resolution Mechanism with legal back up.

Similar projects have been successfully implemented in Orissa & Madhya Pradesh.

3.2. Finance

The CCC should ideally be located inside the police station premises. The room should not be less than 400 Sq. Feet in dimension with furniture & fixtures to make the visitors feel at home. The cost of the building will be approx Rs.7.20 lacs (as per CPWD Scheduled rate) & that of the furniture & fixtures will be Rs. 2.00 lacs.

Besides trained police personnel, resource persons working on field are to be engaged at the centre to receive & redress the grievance of the target group. This centre should be manned by 3 police personnel, at least one of them to be preferably a women officer for which new posts are to be created.

It is also recommended that annual recurring expenses of Rs. 2.00 lacs to each CCC may be provided for contingency purposes.

The budget to operationalise a single CCC comes to Rs. 9.20 lacs as one time non-recurring expenditure and Rs.2.00 lacs as recurring expenditure per annum.

Since this project is meant for each Police Stations of the State, one-fifth of the Police Stations of the State may be included each year, so that the project can be fully implemented in the State within a period of five years.

The private corporate sectors may be invited to contribute as part of their corporate social responsibility.

4. Sponsor

1. Central government grant-in-aid.
2. Recognized voluntary organizations, trusts, foundations etc.
3. Other government departments working in the field.
4. Private corporate sectors as a PPP framework.

5. Situational Assessment and Problem Statement

Presently in the absence of any structured system of support & counselling of target groups, there is no integrated approach to such issues. Moreover, in the absence of any legal framework the police feel handicapped to resolve this issues. In some occasions extra legal action is resorted to by police with vested interests. In both the cases the victim does not get any kind of redressal.

Hence an integrated approach in partnership with other social organizations, government agencies equipped to handle such problems, private corporate sectors need to be institutionalized. Apart from providing service such a system will improve the presently battered image of the police.

As already stated in paragraph 2.3, there is no institutional mechanism at the Police Station level to comply with the statutory requirements of the provisions of JJ(CPC), 2000, PWDV Act, 2005 and other similar social legislations. The CCC aims at meeting the critical gap.

6. Critical Assumptions and Constraints

Assumptions

1. For the common man the police station is the single window grievance redressal institution that functions round the clock.

2. Common man is not aware of the legal authority of the police to intervene in the issues that are civil in nature.
3. The common man expects the police to resolve all kinds of problems without realizing the legal limitations of the department.
4. Police officers also perceive themselves as 'trouble shooters' of all problems, thus overstepping the legal boundaries.

Constraints

1. The police is not empowered with institutional legal framework to deal with such cases.
2. The police is neither technically equipped nor trained to handle such issues.
3. In the absence of any institutional arrangement, it becomes difficult to enlist the support of individuals/voluntary agencies.

7. Implementation Strategy

1. Setting up of Community Counselling Centres (CCC) in all police stations, one-fifth of the Police Stations of a State/UT to be covered in a financial year in order to cover all the Police Stations in a period of five years.
2. Training & imparting soft skill to police personnel & other stakeholders.
3. Institutionalization of the counselling centres by suitable government guidelines in order to involve the support of governmental, non-governmental agencies and private corporate sectors (**Refer Annexure I**).

7.1. Deliverables

1. Appropriate personnel & professional counsellors are to be identified for manning the CCCs.
2. Proper training syllabus is to be chalked out, training centres to be identified & training to be parted to the police personnel & other stake holders. Training module for sensitization of police personnel & other stake holders is enclosed in the **Annexure II**.

7.2. Stakeholders

1. Government
2. Police
3. Community (women, children & vulnerable sections).
4. Voluntary organizations
5. Civil Society

7.3 Related Projects

1. An overarching model for community policing [Beat Police System-Friends of Police (FOP) – Community Liaison Group (CLG)].
2. Community resource centres
3. Area specific & community specific initiatives – Urban slums, red light areas, students, unemployed youths, crime prone areas etc.
4. “Women Desk” and “Women Counselling Centres” of Rajasthan Police, “Special Police Unit for Women and Children” of Delhi Police, “Special Cell for Women and Children” in Mumbai Police, “Mahila and Sishu Desk” of Odisha Police etc. are few of the related projects already functional in those respective States/Uts. The proposed Community Counselling Centres may be integrated/dovetailed to the existing projects.

7.4 Work Plan

1. Issue of advisory by GOI, GO by state government, SOP by DGP.
2. Secure funding.
3. Set-up a project co-ordination committee.
4. Exploring possibilities of public-private partnership.
5. State level Nodal officer.
6. Set up infrastructure in each state.
7. Organized training of police/CLG/FOPs
8. Periodic review & mid course corrections.
9. Identify and initiate community and area specific related projects.

7.5 Monitoring & Controlling

1. The entire project shall be monitored at the state level by an officer of the rank of ADGP.
2. At the district level the project should be monitored by the SP.
3. The training schedule to the police personnel, resource persons & other stake holders should be monitored by head of police training of the state within a time frame.
4. Government departments like Women & Child Development Department, Social Welfare Department, Health Dept, Law Dept., Education dept., Vocational training dept., Environment dept. etc are to be associated in the implementation of the scheme.
5. The private corporate sectors may be invited to contribute substantially as part of corporate social responsibility.



ANNEXURE I

Draft Advisory to State Governments on Community Counseling Centers

No:

Dt:

To facilitate integrated approach towards "Crime against women" and "Children" and other vulnerable sections it has been decided to set up a "Community Counseling Center" in all the Police Stations of the State. The desk Officer for such desk will receive all complaints of / relating to women victims and children, listen to their grievances with empathy and ensure proper legal action.

CONSTITUTION :

A woman officer of the rank of S.I./A.S.I available in the Police Station of the State shall be designated as Desk Officers of the "Community Counseling Center". She will be assisted by least one woman constable. Where no woman officer of the rank of S.I / A.S.I. is available, a junior S.I should be designated as the Desk Officer of such centre. In absence of any woman officer, at least two lady constables should be attached to the centre. The Dist. S. P. will select personnel from the existing strength of the Police Stations and attach them to such centre by issuing formal orders, which should be published as D.O. and a copy sent to the concerned Police Station. The "Community Counseling Center" shall function under the over all control and supervision of the Officer-in-charge of the Police Station.

DUTIES AND RESPONSIBILITIES:

The Desk Officer of the "Community Counseling Center" shall be responsible for receiving all complaints either lodged at the Police Stations by woman and child victims or relating to them.

- 1) If the complaint reveals a cognizable case, it shall be her/his duty to have the case registered immediately and ensure that a copy of the FIR is made over to the complaint free of cost. The acknowledgement of the complaint should be retained for records.
- 2) If the complaint does not reveal any cognizable case she or he shall enter the fact in the Station Diary and advise the victim suitably to take other recourse available.



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- 3) The Officer-in-Charge of the Police Station, the Desk Officer of the "Community Counseling Center" as well as the staff attached to such centre should be conversant with law in force relating to women and children as well as various judicial pronouncements and guidelines of the Apex Court and different High Courts and ensure that these are implemented in letter and spirit.
- 4) They will ensure that the guidelines prescribed under various law and by the Apex Court relating to arrest and treatment of women and children while at the Police Stations are meticulously followed.
- 5) The traumatized women victims as well as women and juvenile accused of any offence while at Police Stations shall be segregated from others and examined and interrogated separately in a separate room of the P.S. with due regard to their privacy and in accordance with law.
- 6) The women victims/accused persons shall be dealt with all decency and due regard to their honour and dignity, so that they do not feel harassed at the hands of the police on the plea of examination or interrogation.
- 7) Similarly, the child victims and juveniles in conflict with law shall be taken care of and dealt with sympathy in accordance with provisions of law relating to children.
- 8) The traumatized women victims and children may require counseling and temporary shelter before they are accepted back in the families or otherwise rehabilitated. The Desk Officer of the desk shall refer such cases to the Short Stay Home, Destitute Home and Children's Home etc. as the case may be. To facilitate this, such Desk Officer shall maintain a list of Family Counseling Centres, Short Stay Homes, Swadhar Homes for Women and Children etc. with the names and addresses of the functionaries as well as their telephone numbers to contact them at the time of need. A details district wise list has already been circulated to all District Ss. P / Range D.Is.G by the women and Child Development Department, Bhubaneswar.
- 9) Several NGOs at the District and State level are working for the cause of women and children. The Officer-in-Charge of the Police Station and the Desk Officer should be accessible to such NGOs and co-ordinate such efforts to improve the condition of women and children within the legal frame work. To facilitate this, the Desk Officer shall maintain a list of such NGOs functioning



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in the P.S area and the district, with names, addresses of the functionaries and telephone numbers of contact them as and when necessary.

10) The traumatized women victims and children may require medical attention for their medico-legal examination and treatment. The Desk Officer of such Desk shall maintain a list of lady doctors available in the P.S. jurisdiction, Sub-Division and District Hdqrs for referring the cases of women and children victims.

11) Trafficking in Women and Children is another major area which the officers and men attached to such Desk will be required to focus their attention. The Officers and men attached to the Desk shall collect information regarding trafficking in 'Women' and 'Children' on false promises of marriage, providing employment etc. and their subsequent exploitation. Regular liaison with the NGOs working in the field and people's representatives, particularly of Panchayatiraj Institutions will help in collection of such intelligence. On receipt of such intelligence it should be duly verified, and the Desk officer should ensure raids on the lodging houses, hotels, brothels, bars and pubs, dhabas and red light areas by the special Police Officer under the I.T.P. Act, 1956, if any, and take appropriate legal action against the traffickers. The victims of such trafficking should be handled with due honour and dignity and steps taken for restoring them to their parents / guardians or rehabilitating them through NGOs or other Govt. agencies.

12) It has been observed that Police officers during interviews to the media allow women and child victims to be photographed after raids on brothels etc. While briefing the media the "Community Counseling Center" personnel should bear in mind that law prohibits revelation of name of victims of offences U/s 376, 376A, 376B, 376C and 337D I.P.C and child participants in offences under the I.T.P. Act are often victims of crime. This aspect may be borne in mind while allowing media coverage of such offences.

13) The Desk Officer shall initiate legal action against sale and circulation of obscene literature, pornographic materials and indecent representation of women at public places. They shall also identify places frequently by large number of women and girls either regularly or occasionally during fairs and festivals and take proactive measures by way of patrolling and deployment of women police officers to prevent eve-teasing, kidnapping abduction and molestation etc. In addition to the aforesaid duties, the officers and constables



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attached to such Desk shall perform normal duties of the Police Station assigned to them by the Officer-in-Charge.

14) Training : A 'Sensitization Training Course' for officers and Constables attached to such Desk, Os.I.C/Is.I.C/C.Is/SDPs and hqrs Dy. Ss.P shall be organized at the Range level. The District Ss.P will ensure that all officers and Constables attached to such Desk attend the training course. Suitable entry to that effect may be made in their Service books.

15) Nodal Authority : The Dist. H.R.P.C. will act as the Nodal agency in such matters within the district.

16) In appropriate instances the voluntary participation of private corporate sectors may be enlisted as part of their corporate social responsibility.



ANNEXURE II

**SOFT SKILL TRAINING FOR PERSONNEL
HANDLING COMMUNITY COUNSELLING CENTRE**

1. Traditionally, police have been investigating the woman and child related cases as part of criminal justice administration. A time has come wherein we now **realize** that the violence against women and children is a social crime and therefore agencies like police alone cannot stop the crime. It is now being increasingly realized that there is a need to fight such evil together, by way of convergence between various likeminded individuals and agencies working for the purpose. This is how the concept of constituting a separate desk with trained personnel to deal with the cases of woman and children has come into existence in the State. This trend can also be seen in the new laws and amendments which are being brought out in this field, wherein the NGOs and Social activists and other eminent personalities are being increasingly involved in the implementation and enforcement of law.

2. **Requirement of Sensitivity** - Ms Sunita Krishnan, Prajwala working on Trafficking issues, in one of her presentations to the officers of **Mahila Shishu** desk, as part of this sensitization training, had advised the officers on what kind of sensitivity can shown by a police official handling woman and child issues. Some of her suggestions include:

I. The work of Community Counselling Centre has to be a **convergent multi sectorial** action, with involvement of so many agencies. Community Counselling Centre should work in collaboration in Medical personnel, counsellors, social activists and Police Personnel should always feel and behave that they are one part of such team.

II. It is a basically a teamwork wherein, Police need to have partnership with other agencies in order to fight this social evil.

III. Community Counselling Centre should develop a **victim friendly protocol**.

3. This 3 days training capsule is designed basically to re-orient the stakeholders, by raising their sensitivity towards the problems faced by women and children in our society and to make them more professional so as to cater to the needs of our customers, women and children.



150

3 rd Day.		
10.00 a.m. to 11.15 a.m.	PWDVA-2005 (Domestic Violence Act, 2005.	Faculty of Police Academy
11.15 a.m. to 11.30 a.m.	Tea Break.	
11.30 a.m. to 12.45 p.m.	Juvenile Justice Act and offences against children, relevant provisions and implementation thereof.	Expert working in the field.
12.45 p.m. to 2.00 p.m.	Changing the mindset through role play exercise and counseling.	Expert working in the field.
2.00 pm to 3.00pm	Lunch Break	
3.00 p.m. to 4.15 p.m.	Juvenile Justice Act and offences against children, relevant provisions and implementation thereof.	CJM rank Judicial Officer.
4.15 pm to 4.20 pm	Tea Break.	
4.20 pm to 5.30 pm	Valedictory Session	

A Hand Book for participants compiled and published by the State Police Academy, is available for reference.