

SAANJH



PROTECTION

PARTNERSHIP

PEACE

COMMUNITY POLICING PROGRAMME IN PUNJAB: A GUIDE

MISSION STATEMENT

***Working together for making our society
crime free and more humane***

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PREFACE

Radical changes in the governance paradigm necessitated corresponding changes in policing. The police as an enforcement agency performed the task of maintaining law, providing security and protecting people's rights with a focus on punishment as a deterrent. The inevitable outcome has been increasing incidences of violation of citizens' rights which the police is expected to protect. In the process, the police got alienated from the people. In conflict societies, the alienation acquires an aggravated form. In this background, it was felt that there is a need to make community-policing integral to the existing policing model. It was also felt that there is a need to take into consideration not only changes at the global level, but also to contextualise them into the local conditions. Thus, in response to these specific situations, community-police interface promoting the concept of people policing aimed at crime prevention rather than detection or enforcement was evolved. The main focus was to move away from ad hoc interventions to an institutionalised administrative structure with clearly defined scope, goals, problems, rights and duties. The present community-policing model is an institutionalised initiative to promote communities' access to peace, justice and security. The prerequisite to implementation of this framework is to make community a stakeholder within a clearly defined structure, goals, activity, monitoring and evaluation system. This guide has outlined broad parameters for practitioners of community policing. The aim of formulating these is to institutionalise the processes and the activities, but at the same time allow sufficient space for initiating activities to meet local-specific needs.

This guide is divided into six sections. First section deals with the challenges thrown up in the 21st Century like globalisation of crime and rights, terrorism and technological revolution. It has coincided with a phase where enforcement of order was implemented in seclusion to the community support. This section builds up a case for community policing. Second section is on relevance of community policing in post-conflict societies like Punjab. A detailed analysis of the meaning, characteristic and prerequisites for community policing has been made. Third section deals with the institutionalisation of community policing. It analyses the relevance of the community policing programme and delineates the steps for institutionalisation and implementation of this programme. A six-tier community policing structure has been conceived. Fourth section deals with the strategy to build community partnership in policing. It has analysed the structure and functions of the various committees assigned the task of implementation of community policing programme in the State. It has identified the primary role of the community policing committees and also identified elements for building partnership with the community. Fifth section deals with

the various specialised units. These units have been assigned the task to ensure crime prevention, delivery of justice and contributing to a sustainable and safe environment. It has institutionalised a complaint system to make police accountable to the community. Sixth section deals with the framework of monitoring and appraisal of the community policing programme.

Much of the success of this venture depends on the precision, enthusiasm and commitment of the professional police personnel and the extent to which they can engage the community.

Pramod Kumar

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Section - 1

THE CONTEXT OF COMMUNITY POLICING IN INDIA

The twenty-first century has thrown up major challenges to human security. These have added new dimensions to the principles and scope of accountability of the police systems. With the globalisation of rights and crimes, the threat posed by terrorism, technological revolution and the emergence of diaspora, the nature and scope of policing has been transformed. These changes can be captured through the new dimensions and meanings attributed to human rights, maintenance of internal security and policing communities.

With the introduction of new principles of governance in the new era, it would be appropriate to delineate the nature and scope of policing and the corresponding principles of accountability. This will largely depend on what this new era symbolises. What are the main characteristic features of the new global order?

The new global order with its emphasis on globalisation of capital and restricted mobility of labour without ensuring distributive justice has brought into focus issues relating to national and human security. The new global order has nurtured those factors which made both latent (life reducing mechanisms like unemployment, illiteracy, corruption) and manifest violence (ethnic, gender atrocities) more pervasive. Further, the State having abdicated to the market its responsibility to meet the survival needs of the people, its role has been reduced to performing regulatory functions. The regulatory State has to depend excessively on the police to look effective and efficient.

Above all, the technological revolution has made the traditional way of policing ineffective. The criminals are increasingly becoming technology savvy. For instance, cyber crimes are becoming pervasive and the law enforcement functionaries are severely handicapped to check these. For instance, hackers are not hampered by borders and geographical limitations. These developments require a fresh look at the criminal justice system globally to build its capacity to deliver justice, ensure security and protect the rights of the citizens. The emerging reality has to be contextualised in the nature of the State, be it post-colonial, post-capitalist or post-totalitarian, with a focus on the norms and values that shape police functioning and expectations.

Post-Colonial Indian Context

India gained independence from British colonialism in 1947. But its police continued to be governed by the Indian Police Act, 1861, enacted by the British after the people's revolt of 1857. No structural change was brought about in the policing system after independence. The police continued to function as an instrument of the state to provide sustenance to the politicians in power. However, in 1977, the government felt the need for police reforms in response to the partisan role played by the police during the Emergency. A National Police Commission was constituted. It underlined the need to have a relook at the public-police relationship. To quote;

Far reaching changes are taking place in our society. Some of these are rapid growth in the absolute size of the urban population, increased spatial mobility with faster means of communication and transport, the weakening of joint family and village ties, the growth of an unanchored population in urban areas, the loss of legitimacy of the feudal norms on which village society was based and the growing loss of consensus in social and political values. In a society which is undergoing such changes, tensions are bound to rise between religious communities, between castes and sub-castes of the same community, between management and labour, between urban areas and rural areas, etc. In this situation, crime and disorder increase and affect all segments of society. For dealing with this very complex situation of crime and disorder, we have a criminal justice system which is slow, under-staffed and clogged with heavy backlogs. Under these circumstances, the police cannot control crime without the active goodwill and cooperation of the people.

One objective of public-police relations should be the direct involvement of the people in the prevention and detection of crime and in the maintenance of order. People may have to take much greater interest in protecting their lives and properties without necessarily taking law into their own hands. They will have to actively cooperate with the police and also participate in organised efforts at self-protection with the support of the police.¹

Even after 30 years, the recommendations of this Commission have not been implemented. The National Police Commission emphasised that the police should be accountable to the people, the law and its organisational hierarchy. It should function as an impartial force and efficiently protect the citizens' rights. And it should be insulated from political interference.

In the same vein, the National Human Rights Commission filed a counter affidavit in the Supreme Court which also says that Police in a democratic society should be low in authority and high on accountability. Disturbed at the 'disquieting increase in the number of complaints received against the police for violation of human rights, it is felt that

¹ *Government of India (1980) Fifth Report of the National Police Commission, p. 47.*

“policing the police is an urgent issue to be addressed seriously’. For this, number of measures have been suggested in the police reforms commission report. For instance, it suggested that in all cases of custodial deaths or rape, there should be mandatory judicial enquiry. Similar suggestions are given in the case of fake encounters, disappearances, unauthorised searches, atrocities against women and children, cases of rape etc. This view was expressed more forcefully in the context of post-terrorism Punjab. There has been a qualitative shift in the interactive relationship between the police-community, judiciary, politics and administrative machinery in Punjab. There is an urgent need to give direction to the recently discovered potentials for building a pro-people force rather than using it for narrow political gains.

Why these and many other urgently required steps have not been implemented? The answer can be found in the manner the State has been organised, the nation-building project has been implemented and the democratic institutions have functioned.

The beginning of the twentieth century was a period of consolidation of nationalism into nation states. After independence, the dichotomy between the state and the nation could not be bridged. The nation – the community – in spite of being part of the functional democracy, could not establish its ownership over the State. The State continued to remain an alien entity. The logical outcome was an excessive reliance of the State on its security forces to enforce ‘order’. In other words, instead of emerging as a nation-state, it became an aggressive state-controlled nation.

The project of nation-building took the initiative away from the community. The State functioned as an enforcement agency and, in the process, got alienated from the people. The police, as the main instrument of enforcement, earned a bad image. The police enforced ‘order’ in seclusion from community support, lending credence to the belief that it was the state against the nation and, in practical terms, it was seen as the police versus the people. This has been reflected through the practice of the 1861 Police Act and the people’s expectations from the police. A citizens’ survey conducted in 1999 revealed that a majority of the members of the community expected the police to ‘enforce the law effectively’². This perception converged with the current disposition of a majority of the police personnel (70%) who regarded the authoritarian mode to be the best style of public dealing. Consequently, the existing nature of police-community interaction was guided by an underlying preference for avoiding contact with the police.

² Pramod Kumar (2001) ‘Community Police Interface: Need Assessment Survey’, Chandigarh: Institute for Development and Communication.

The National Police Commission set up in 1977 has drawn attention to this aspect and stated that the police service can have no future unless it earns the respect and confidence of its men and the public. In its Fifth Report (November, 1980), the Commission expressed anguish that the 1902 Fraser Commission's observation that 'people' now might not dread the police, but they certainly dreaded getting involved with it in any capacity, continues to be valid. This was mainly the result of the brutal and rude functioning of the police. Various public surveys conducted since the mid-sixties by David Bayley in 1969, by the Indian Institute of Public Opinion

PARTICIPATORY POLICING: TREATING COMMUNITY AS INSTRUMENTS³	
Bad Practices : Restricted community accountability to maintenance of law and order	
Violation and Context	During the imposition of alcohol prohibition in the state of Haryana (India) community intervention was restricted to being police informers and violators. Prohibition was itself imposed after an electoral promise and was supported by the people's movement against alcoholism.
Control mechanism exercised	Provision of the investigative policing functioned through the administrative department of Excise and Taxation (Liquor). The department shifted its focus on detection of liquor consumption and check on the sale and production of liquor. The prohibition policy was restricted to identifying consumers, producers and distributors of liquor rather than locating and delinking the causes that are creating the demand for liquor.
Nature of accountability fixed	Forty-seven per cent of the total instructions in the department pertained to efforts to tackle and detect consumption of liquor. Increase in registration of cases. for instance, 361 cases of murder and 1979 of hurt occurred between 1.7.95 and 31.12.95, whereas in 1996, for the same period, 260 cases of murder and 1682 of hurt were registered, showing a decrease of 50 per cent. The registration of crime was reduced and registration of case of violation of prohibition increased manifold. This increased the court work but so did the quantum of smuggling of liquor.
Stakeholders involved	The reservoir of community support for anti-alcoholism was reduced. Increase in policing activity reduced social reformers to mere informers.
Outcome	Exclusive state enforced policing on a social concern led to the bolstering of the alcohol mafia and undermined grassroot organisations and community activism.

in 1978, and by the National Police Commission in 1980, reinforced the view that the constabulary had been rude, threatening, intimidating and brutal in its interaction with the people.⁴

Having failed to perform after more than 63 years of independence, the police has started abdicating its responsibility to the community. Most of the surveys conducted have stated that the police force is inefficient and corrupt – 'they take bribes even for performing legitimate functions'. In its anxiety to shed this image, it is now using community policing as a face-saving device without putting in place the institutional mechanism. The police enlisted the community's assistance mostly for investigation. In fact, the concept of

³ For details, please refer to Pramod Kumar and Rainuka Dagar (1997), *Social Policing: A Case of Prohibition in Haryana*, Chandigarh: Institute for Development and Communication

⁴ Bayley, David H. (1969), 'The Police and Political Development in India', Princeton: Princeton University Press

community participation was restricted to making the community willing witnesses and better informers (this was mentioned as the ideal assistance).

The police complained that the community was not cooperative and, in fact, created hindrances in their functioning. The community perceived the police to be a source of nuisance and even exploitation. A large percentage of the community found the police to be inefficient in handling their complaints.⁵

An IDC survey (1999) has shown that a majority of members of the community resent the role of information gatherers for crime detection and facilitators for traffic management and security through neighbourhood watch groups. Community policing is being enforced rather than collectively conceived, implemented and monitored. Community policing experiments were initiated in the sixties and seventies in India. Some programmes like crime prevention weeks, setting up of boys' clubs, the Second Saturday Sports Meet were positive efforts for establishing police-public contact. The Delhi Police implemented schemes like Special Police Officers (1985), the Neighbourhood Watch (1989) through neighbourhood watch committees formed in each block, adoption of crime hot spots, and formation of anti-sexual harassment squads, to bring policing closer to the community. To bring the community and the police closer, similar initiatives were taken in many other states — Madhya Pradesh, Tamil Nadu, Maharashtra, Punjab and Karnataka. These included the formation of Mohalla Committees to check communal violence in Bhiwandi (Maharashtra), Citizen Committees in Karnataka, and Village Vigilance Committees in Tamil Nadu. All these efforts were constrained as the community remained on the margin of the policing system. These efforts were directed to provide single window service and to use community representatives as facilitators for traffic management and security through neighbourhood watch groups. In other words, it is policing for the community and through the community and not along with the community.

There is a felt need within police administration to shed this image. Notwithstanding the need for restructuring the criminal justice system, there is also an expressed desire of 'policing the police' and activation of the community-centric policing initiatives to be made integral to the system of police governance.

Governments that are less democratic, less equipped to provide distributive justice, and more prone to corrupt practices, need the enforcement-oriented police. Therefore, the goal of good governance is to make enforcement-oriented policing less relevant and making its service delivery more distributive, efficient, accountable and less corrupt, if not honest.

⁵ Pramod Kumar (2001) op.cit.

Police reforms are expected to involve the community to improve its service delivery and to contain crime. The aim has been to shift the emphasis from an enforcement perspective targeting the community as a potential criminal to crime prevention with community participation. However, a lack of historical contextual understanding of the power structures operating within society could result in overlooking the needs of women, the Scheduled Castes and the migrants.

The success of policing programmes with the participation of community is well documented in community policing programmes the world over. However, there is need to differentiate between policing for providing efficient services for the community, or delivering services through the community, where members provide add-on resources to the activities, or policing in collaboration with the community.

MAIN ISSUES

Challenges to community policing

- Globalisation of crime and human rights.
- Emergence of terrorism.
- Human mobility and technological revolution.

Constraints

- Implementation of legal statutes: Discretionary and non-statutory powers.
- Global standards to be related to cultural context and local needs.

Opportunities

- Build community-police partnership.
- Integrate local cultural need with international human rights standards.
- To make policing accountable, transparent and sensitive to the needs of diversities.

Section - 2

COMMUNITY POLICING INITIATIVES: A SITUATIONAL ANALYSIS

The need for community policing has been felt by the community as well as police in post-conflict society like Punjab. It was felt more by the police as the presence of a large number of policemen not only gave the police force high visibility but also allowed the people frequent contact with the police. The perception of the police as an enforcement agency both in the minds of the community and the police encourages the police role of crime detection through stringent treatment to the law breakers. It amounted to promoting a coercive, abusive and, at times, even brutal police force. The police is, thus beginning to be viewed as a nuisance and the policemen are acquiring the image of harassers.

A major lesson learnt was that policing terrorism involves working in partnership with the community. And understanding the problem in its totality rather than merely within law and order framework. To utilise techniques and skills that originate from the customs and traditions of the area for combating violent assertions.

For this, strategies have to be designed to work in partnership with the police to delegitimise the use of violence which is essential for management of violent conflicts. Further, it was felt that democratic methods like dialogue negotiations, elections etc., are potent instrument for reducing hostility and antagonism. Policing a violent conflict invariably thwarts democratic initiatives. The temptation is to restore peace and order even at the expense of violating law. This is a problematic i.e. how not to indulge in violative activities like tortures, extra-judicial executions, fake encounters etc. It is in this context that there is a need to acquire knowledge and skills used globally for conflict settlement and management without being violative of rights of citizens.

Therefore, the main focus of police reforms should be to involve the community for its improved service delivery and containment of crime. The emphasis has to shift from an enforcement perspective targeting community as potential criminals to crime prevention with community participation.

Police support to the reform initiatives was reflected in a host of community policing initiatives. There was recognition of alienation from the community which promoted initiatives in the police ranks to improve service delivery and create a credible image of

the police. A number of such initiatives sprouted among the hierarchy of the police and ranged from starting a volleyball club in Bunnerheri by an ASI, to a courtesy scheme of Shriman and Shrimati, to setting up of community committees for resolving local disputes at the police station level, to training in self-defence and initiatives on drug de-addiction and alcoholism organising reports on cultural events to bridge the gap by individual policemen.

POST-CONFLICT⁶

PARADOXICAL IMAGE OF POLICE In the context of Punjab, a paradoxical image of the police has emerged wherein it is regarded as a successful protector of the community and eulogised for maintaining national security, yet at the level of individual contact, policemen are perceived to be violators of individual rights. These conflicting images are clearly brought out if one applies projective techniques to the drawings made by school children depicting their perception of the Punjab Police. Children have used symbolisation of the national flag, the salute and the uniform to depict the police as having safeguarded national integrity and shown them in a positive light. At the same time, when children presented the police as dealing with individual citizens, they were found to be corrupt and brutal. These images were symbolised through drinking and thrashing individuals while bowing to the powerful. Interviews also revealed that the common citizens preferred to avoid contact with policemen and approached the police only when they were victimised.

Paradoxical image of police

- Police is viewed as **protectors of community and national security** yet **violators of individual rights**.



INITIATIVES REMAINED AD HOC

These initiatives have been well intended, but they remained individual-oriented in line with what is popularly known as Kiran Bedi syndrome. The ad hoc nature of these efforts made service delivery dependent on the preference and capacity of the individual officer.

PROBLEM-CENTERED

All interventions remained problem-centred. A number of initiatives such as those pertaining to land, market encroachment and community disputes have been tackled by these interventions, yet these remained focused as isolated incidents. Each problem has a

⁶ Pramod Kumar (2001) op.cit.

different set of initiatives and support groups to resolve the problem. In other words, for each presumed issue, a new programme is formed and these remain delinked from other similar problems emerging in the area.

INITIATIVES IN COMMUNITY-LED POLICING

Forming community committees for resolving local disputes

One of the Police Stations has been providing police services together with the community. A number of issues being handled are, such as, land disputes, vendor encroachment in the market area leading to congestion and traffic jams, altercations between butchers and residents regarding disposal of unhygienic waste and community participation in maintaining sanitation. These specific problems have been dealt with by creating local committees. For instance, a committee has been formed to tackle encroachment of market land. It consists of panchayat members, shopkeepers, traders' union, hawkers (rehri) union and the police. This committee called Nigran Committee, was created and given the task of:

- (i) Imposing fine for encroachment by rehriwallas;
- (ii) Finding new place for rehri;
- (iii) maintaining law and order in the area; and
- (iv) traffic management to prevent accidents

Meetings were called regularly to decide action that could be suitable to all. This participatory functioning allowed an amicable solution under the guidance and support of the thana / police station. Similarly, other problems in the area are being resolved by forming of informal local committees. Thus, when there is a dispute, a committee is formed to cater to resolve the specific dispute.

Other areas where the community has sought police intervention after the formation of open committees are sanitation and cleaning of drains, etc. In fact, the initial police intervention through a community organisation pertained to a conflict between butcher shops. Successful resolution of the problem by the committee reposed faith in such police-supported interventions. However, the police found itself submerged by all kinds of social problems leading to neglect of its crime-related functions.

RELATIONAL APPROACH

Interventions are based on the assumption that inter-personal contact, role models or guidance can effectively intervene to redress the situations. In the context of substance abuse, counselling based on the credibility of the individual police officer is expected to show positive results. A holistic intervention, on the other hand, would seek to establish a causal relationship between the criminal activity and factors leading to it. In other words, the distinction between a terrorist and terrorism would accordingly guide one's policy to deal with this kind of violence. Further, most of the violent clashes between religious, caste and ethnic groups erupt due to provocations like sexual crime, processions etc. and attempts are made to tackle these situations without addressing the causes.

POLITICAL INTERFERENCE

Individual-oriented and ad hoc initiatives limit the community's responsibility and ownership. This puts all responsibility for any problem resolution on the personal intervention of the official concerned. Individual-centred initiatives create scope for

political interference. Community involvement and support can help check unnecessary political interference. But the lack of or biased historical contextual understanding of the power structures operating within society could result in providing opportunities to those who are 'more equals' and others to dictate their priorities.

INDIVIDUAL BIASES AND THEIR LIMITATIONS

Built-in prejudices would have women, the Scheduled Castes, and the migrants overlooked as partners in this venture. Their participation per se cannot be taken as synonymous with empowerment. In a given context, a community leader would have no hesitation in proclaiming a raped woman to be a fallen woman, rather than directing efforts to deal with her being victimised and re-victimised. Thus, the aim of community policing is not only that services are provided to the community through the community, but that the decisions regarding policing are taken along with the community.

NON- INSTITUTIONALISATION
<ul style="list-style-type: none"> • A host of initiatives but they remain ad hoc • Problem and individual centred intervention • Ferment individual biases and their limitations • No continuity • Lack of optimum utilisation of resources • Political interference

LACK OF MANPOWER / RESOURCES

Both the ad hoc nature of the committees and the increasing number of problems in servicing are leading to a feeling in the thanas/police stations that they lack in manpower and that the state should provide them with additional resources. However, this problem can be solved by institutionalising the formation of one committee for different villages and localities which could cater to all the problems of that area. This committee could then be linked to committees formed at the cluster of villages, towns, district and finally at the State level.

Current predispositions as hindrances to community-police interface

- i) Awareness of human rights low in the community and the police

Only a small section of the community was well-versed with human rights issues - most of them were not aware. Even when awareness of human rights existed, sensitisation and the need for human rights was lacking.
- ii) Police styles of functioning related positively to authoritarian modes and a significant percentage was also found to be adopting exploitative styles

The lower ranks were found on the exploitative modes with the middle ranks more dependent on the authoritarian style. The use of democratic styles was nominal.

- iii) Concept of community participation restricted to informer and facilitator

The police enlisted the community's assistance mostly for investigation. In fact, the concept of community participation was restricted to making the community willing witnesses and better informers (this was mentioned as the ideal assistance). The community also perceived assistance for investigation to be their prime duty for maintaining order.

- iv) Existing distrust between the community and the police

The police complained that the community was not cooperative and, in fact, created hindrances in their functioning. The community perceived the police to be a source of nuisance and even exploitation. Predominant percentage of the community found the police to be inefficient in handling their complaints.

COMMUNITY POLICING: A VIABLE ALTERNATIVE

Crime is a complex social phenomenon which cannot be tackled effectively by any single agency. The entire community and not just the police is responsible for crime control. Community policing is a philosophy of client-oriented service delivery aimed at improving accountability and effectiveness by putting emphasis on problem solving. Community policing taps the resources of the community to share the efforts to control crime. It promotes police-community partnership to address the causes of crime and the fear of crime.

Community Policing: A Partnership with People (K. Padmanabhaiah, 2000)

Community policing is based on the democratic principle, 'anyone who exercises authority on behalf of the community (like the police) is accountable to the community for the exercise of that authority'. Simply put, community policing is an active partnership between the police and the local community in identifying the basic problems which give rise to crime and in identifying solutions in preventing and controlling crime. Community policing, therefore, as now understood round the world, has three core components, complementary to each other: (i) police recognising the value of community partnership (as also partnership with other public and private sector resources); (ii) police thus identifying specific concerns of the community, which should become priorities for work (problem solving); (iii) achieving the above two would necessitate changes in the mindset and organisational set up of the police.⁷

No doubt, it is a difficult task to implement community policing on the ground as it has acquired diverse meanings. It has also given rise to a set of aspirations which have posed a major challenge to their implementation reducing community policing to a mere slogan. Therefore, in this effort an attempt has been made to identify the coherent and meaningful characteristics of community policing.

⁷ K. Padmanabhaiah (2000) *Report of the Committee on Police Reforms*. Submitted to Ministry of Home Affairs, Government of India, pp. 157-176.

Characteristic features of community policing

The practical explorations and experimentation with various models of community policing, particularly in a post-conflict situation, has reinforced the understanding that the community-policing is neither a special programme or set of schemes for promoting community-police interaction for sharing of information, but it is policing per se. In other words, community-policing is not merely policing for the community e.g. single window services, enforcement of law, crime detection, etc.

Operative Community Policing and Proposed CPCs: An Overview		
A. Aim	<ul style="list-style-type: none"> • Efficient policing 	<ul style="list-style-type: none"> • Crime-free and human society
B. Problem identification	<ul style="list-style-type: none"> • Improve service-delivery 	<ul style="list-style-type: none"> • Accountable systems for service and justice-delivery.
C. Strategy adopted	<ul style="list-style-type: none"> • Assistance of community. • Local initiative to specific problems reported e.g. social fencing etc. 	<ul style="list-style-type: none"> • Policing along with the community for crime prevention and justice-delivery.
D. Operationalisation	<ul style="list-style-type: none"> • Schemes – welfare-oriented COPS, HAPS • Legal aid (to improve innocence) 	<ul style="list-style-type: none"> • Police Act to be made democratic and justice-oriented • Legal changes • Institutionalisation of community-policing programme.
E. Consequences	<ul style="list-style-type: none"> • Ad-hoc authoritarian • Policing is control-oriented • Community as facilitators 	<ul style="list-style-type: none"> • Promote rights and freedom of the people

The broader version of community-policing being policing for and through the community also could not bridge the distance between the police and the community. Policing through the community could ensure participation of the members of community as facilitators in soft policing like traffic management, social fencing, etc. This kind of understanding of community-policing were either reductionist or at the most public relation activity. In other words, community-policing is not merely policing for the community, but alongwith the community.

The main features of Policing alongwith the community are;

- (a) It sufficiently empowers both the community and the police together for crime prevention, for building safe, secure environment and efficient delivery of justice.
- (b) It has built-in mechanisms of co-ordination between the community and the police.

- (c) It has evolved institutional system of mainstreaming diversity in terms of representation, participation and decision-making both for the police and the community.
- (d) It is professional and collaborative effort channelised through procedures and protocols rather than voluntary effort.
- (e) Community policing is to be seen integral to policing per se. In other words, there will not be separate community policing officers or functionaries; every policeman shall be sensitised to the community policing perspective, equipped with community policing skills and assigned community policing tasks as per his placement

Community policing is to re-establish a link between the police and the community to deliver service in an efficient, equitable and effective manner.

Prerequisites for Community Policing

Sensitisation

The idea and relevance of community policing needs have to be incorporated into the police force. The community should be oriented to this changed form of policing.

Institutionalization

The administrative structure defining the scope, goals, problems, rights and duties of the scheme need to be formulated and formalised.

Networking

Initiating networking both within the various sections of the police force (including crime and investigation, traffic police etc.), volunteers, NGOs and other organisations.

Training

Equip all – police personnel, support structures and volunteers to perform duties to protect rights of citizens.

Also to provide specific skills, tasks and activities for each type of partner to perform different functions.

What community policing is not?

- Community policing is not merely a single window service. In other words, it is not policing for the people.
- It is also not to use community merely as an additional force, for instance, managing traffic or act as informers etc.
- Community policing is also not a project or a problem solving technique.
- Community policing is not an oversight and separate from regular policing and also not supportive mechanism of existing policing.
- Community policing is not a co-option strategy of members of community by recruiting them as volunteers.
- Community policing is not an ad-hoc basket of schemes. It reflects individual biases and their limitations.

What is community policing?

- Community policing is integral to policing.
- Community policing is an institutionalised integrative approach responsive to diversity of gender, caste, class and religions.
- Community policing is a partnership between police, members of community and other stakeholders for crime prevention, safety and security and delivery of justice.
- Partnership is neither a strategy of tactics, but an approach to policing. In other words, community policing is to do policing along with the community. It is a collaborative interactive relationship between the community and the police.
- Community policing leads to empowerment of both the police and the community for crime prevention and delivery of justice.

Why is there need for community policing in Punjab?

- Community was alienated during the fight against terrorism.
- Need to sustain ad-hoc, individual initiatives.
- People to be recognised as greatest storehouse of intelligence.
- Complexities and change in crime trends outpace the limited resources.
- To focus police priorities in greater tune with the felt needs of the people.
- To improve police image

What should be done?

- To institutionalise community policing to replace ad-hoc initiatives.
- To ensure better community participation in police work.
- Decentralised decision-making, empowering frontline employees by promoting innovation, creativity and risk taking.
- Problem solving, focus on crime prevention and peace building
- To improve the quality of police-public interface.

Section – 3

INSTITUTIONALIZATION OF COMMUNITY POLICING

Community policing efforts in Punjab have been largely the result of initiatives taken by individual officers. These pioneering efforts were not uniform and could not be sustained for long. This was because of the lack of adequate support from the upper command, inadequacy of funds and the lack of an institutionalized structure. Changing public expectations presents tremendous challenges to the way in which public services are traditionally delivered. Improvements in the delivery of police services can help make the police administration people-friendly and responsive, thereby, satisfying everyone who goes to the police, whether for assistance or for information.

Good governance and police rights in Punjab envisage a partnership between the community and police functionaries to ensure community policing. The perspective is yet to be absorbed in its totality by both the sections. Lack of institutionalization of these activities does lead to certain ad hocism. More important, the training of police functionaries has to be undertaken in a social and professional environment where it can be implemented. A policeman may be sensitised to gender issues, but is handicapped to provide a rape victim with psycho-therapy within the existing police structure. Ad hoc aid can be managed, but for a sustained and professional input institutionalization of the relevant services is necessary. This involves capacity building of the police force and the support structures both in terms of material resources and human capacities. To ensure that this project is not handicapped by ad hoc initiatives and largesse, efforts were made to institutionalize community policing activities under the banner of Community Police programme (Saanjh).

WHAT IS A COMMUNITY POLICING CENTRE

- Community policing centres are autonomous registered societies collectively managed by representatives of the community and police functionaries. It provides citizens dignified access to police related services and a forum to implement community oriented programmes.
- It provides space for police-community partnership in crime prevention, grievance redress, victim assistance and information related to law, rules and procedures, civic rights and duties.
- It is an institutionalized effort to integrate community policing with the existing policing system.
- It has a built-in mechanism of coordination with civil, judicial and non-government organisations
- It is a six-tier system of policing in partnership with the community, managed through committees having representatives of the civil society, specialists, NGOs, police functionaries and the civil administration.

What is a Community Policing Programme (Saanjh)?

Saanjh is a six-tier body at the head of which is the Community Affairs Division and the State Level Steering Committee that provides policy guidelines, support for capacity building and strengthens systems of planning, management, participatory and integrity mechanism. At the district level, Community Police Resource Centres and the district level committees to ensure the networking of the CPRCs with other government departments and administrative structures. It also streamlines the training of personnel at the district level and coordinates with the fifth and the sixth tier i.e. Sub-divisional Community Police Savidha Centres and Police Stations Outreach Centres at the police station level.

- The Community Police Centres (CPRC, CPSC and PSOC) are autonomous registered societies in partnership with representatives of the police, the administration and civil society. The main features of these are;
 - Collectively managed by the community and the police
 - Community-police collaboration from decision-making to implementation
 - A pool of police and community resources
- These centres are nodal places for police-community extension services
 - Grievance redressal and a complaint receipt and time bound outlet
 - Community oriented schemes
 - Resource base for general information, rules, procedures
 - Community Service Centre for verification, crime prevention and other services
 - Victim assistance unit
 - Child unit
 - A training and sensitisation centre on social issues like gender, rights of the child, crime prevention
 - A helpline for women and children
 - A facilitating centre for the public and mobile populations like NRIs

INSTITUTIONALIZATION OF COMMUNITY POLICING

- Government notification.
- Creation of NGO's: Registration under Societies Act.
- Police-Community Ownership.
- Nodal Centre for Police-Community Schemes and Activities.
- Standardised (backbone services) Service Delivery.

Relevance of Community Police Centres

- Easy and dignified access of the public to police services
- Improves community-police relations
- Transparency in service and dealings
- Forum to address the rights of all citizens and sections of the community
- Builds confidence of the people in crime management and grievance redressal

Community Policing: The Concept

- An **institutionalized** effort to integrate community policing with the existing policing system.
- It provides **space for police-community partnership** in crime prevention, grievance redress, victim assistance and information related to law, rules and procedures, civic rights and duties.
- It has a built-in **mechanism of coordination** with civil, judicial and non-government organisations
- The CPRC is a six-tier system of policing in partnership with the community, managed through committees having representatives of the civil society, specialists, NGOs, police functionaries and the civil administration.
- At the State level, a Community Affairs Division (CAD) has been set up. At the district level, CPRCs and at the Sub-divisional level CPSCs. The outreach is provided at the thana/police station level.
- All these tiers have forward and backward linkages. The State Level Steering Committee provides policy guidelines, support for capacity building and strengthens the system of co-ordination. All other tiers provide backbone services and evolve their own local level and need-based schemes.
- Each CPRC is an **autonomous registered society** collectively managed by representatives of the community and police functionaries. It provides citizens **dignified access** to police related services and a forum to implement community oriented programmes.
- Community policing implements selected activities which are designated as 'backbone activities' along with the local specific activities as per the needs of the area. Backbone activities help standardise the service to be provided in the entire country, whereas

initiation of area specific activities ensures autonomy and thereby makes community policing vibrant and responsive to the cultural needs of the local population.

- To maintain a focus of local specific initiatives, it would be worthwhile if the target group for each of the activities and initiatives, the aim of this activity and also the content to ascertain objectives and activity management are identified.

Institutional Structure of Community Policing Programme (SAANJH)

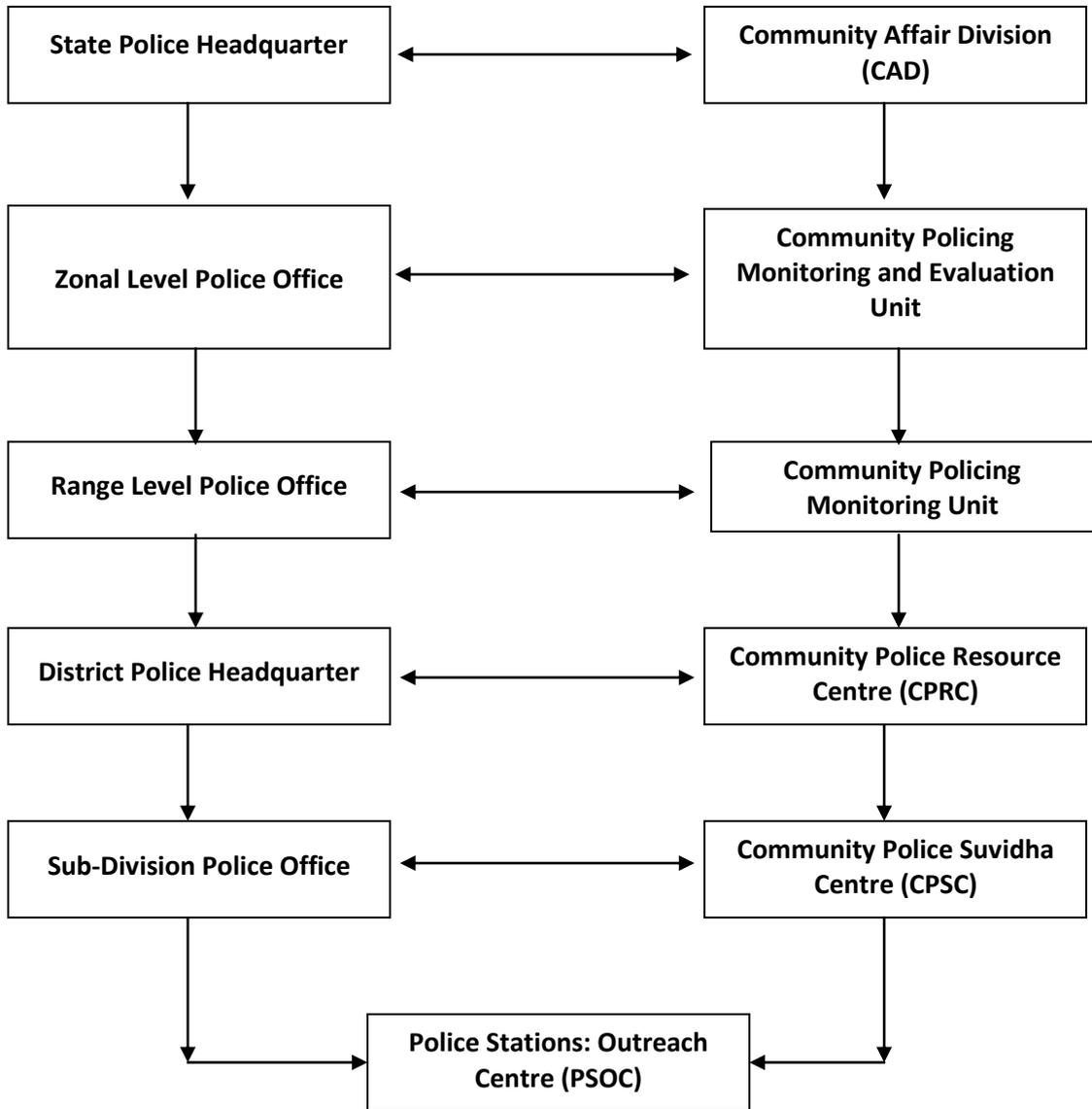
The structure of SAANJH Programme, its different administrative levels, centres established at each level, administration of these centres and the units comprising these centres and their functions are explained in the following text.

This Community Programme SAANJH has the following salient features which make it unique.

- This programme is well institutionalized and mandatory given its statutory provision in The Punjab Police Act, 2007; immunized from adhocism.
- Being meticulously designed, these centres cannot be “individually” reshaped or restructured.
- It has ‘backbone activities’ leading to standardisation, but has a provision to initiate activities in response to the local requirements.
- Participation of the community has been made integral at all levels from Committees to Community liaison groups at each level of its administrative unit.
- These centres are registered under the Societies Act and the police and public representatives are the members of this society.
- Majority of the members of community policing are ex-officio, reduces scope of political interference.

INSTITUTIONAL STRUCTURE OF SAANJH PROGRAMME

Police Organisation and Community-Police Centres Structure



ADMINISTRATIVE STRUCTURE

There is a six-tiered vertical administrative structure. Horizontally, each tier has multi-sectoral linkages with government departments and community structures. Each sector is woven into the functions of the tier.

STRUCTURE OF COMMUNITY POLICING PROGRAMME (SAANJH)

STATE POLICE HEADQUARTER	Community Affairs Division (CAD) at the State Police Headquarters
ZONAL OFFICES	Community Policing Monitoring and Evaluation Units
RANGE OFFICES	Community Policing Monitoring Units
DISTRICT POLICE HEADQUARTER	District Level Committee
	Community Police Resource Centres (CPRC) 1) Grievance Redressal Unit 2) Community Services cum Information Unit (i) NRIs & Foreign counter (ii) Crime Prevention Counter (iii) Verification and Permission counter (iv) RTI counter (v) Traffic Management and Information Counter 3) Legal Aid and Victim Relief Unit 4) Sensitisation and Dispute Resolution Unit (a) Gender Dispute Resolution (b) Economic Dispute Resolution (c) Social and Political Conflict Resolution
SUB-DIVISION POLICE OFFICE	Sub-division Level Committee
	Community Police Suvidha Centres (CPSC) 1) Community Services cum Information Unit 2) NRI & Foreign counter 3) Gender Dispute Resolution Unit
POLICE STATION	Thana Level Committees
	Police Station Outreach Centres (PSOC) 1) Community Services cum Information Unit 2) Gender Dispute and Social Conflict Resolution Unit

I. COMMUNITY AFFAIRS DIVISION (CAD): POLICE HEADQUARTERS LEVEL

The Community Affairs Division (CAD) is located at the Punjab Police Headquarters to design, develop, implement and monitor programs in the area of Community Policing. The CAD takes decision about the various reports as the periodical returns are required to be received from the field units for better monitoring and implementation of the programme. A Nodal Officer of the CAD in the rank of ADGP is responsible for policy formulation, implementation, review and evaluation of the

UNITS OF COMMUNITY AFFAIRS DIVISION
<ul style="list-style-type: none"> • Grievance Redressal Unit • Dispute Resolution Unit • Economic, Gender and Social Conflict Resolution Unit • NRI Affairs Unit • Monitory and Co-ordination Unit

scheme. The Nodal Officer is assisted by IGP/Headquarters who is redesignated as IGP/Headquarters-cum-Community Affairs. An officer in the rank of DIG is posted in CAD and is designated as DIG Community Affairs. The CAD functions in consultation and conjunction with a State Level Steering Committee and District Committees.

Administration

- Nodal Officer: ADGP Community Policing
- Assisted by: IG Community Policing

Role and functions of CAD

- (i) To lay down policy for conceptualising and institutionalizing Community policing initiatives in the state.
- (ii) To issue broad guidelines for the successful running of the CPRCs (Community Police Resource Centres), CPSC (Community Police Suvidha Centres) and PSOC (Police Station Outreach Centres).
- (iii) To coordinate and conduct a periodical review of the working of these centres.
- (iv) To provide budgetary and financial support.

EVALUATING COMMUNITY POLICING
<ul style="list-style-type: none"> • Is community policing integral to policing? • Are there institutional arrangement to support mainstreaming of community policing? • Are integrative mechanism for community policing existing from a macro policy framework to micro enterprise at the regional level? • Are there coordinating structures with other government and NGOs to promote an integrative model? • Is their political ownership to the programme? • Are participatory systems structured for planning and management to promote transparency, accountability and ownership? • Is there a dedicated monitoring mechanism? • Is representation of diversity reflected in planning and operational functions? • Nature and level of community response to services provided. • Have community representatives become stakeholders?

II. COMMUNITY POLICING MONITORING AND EVALUATION UNIT (ZONAL LEVEL)

The zonal level police establishment shall be responsible for monitoring and evaluation of these units as per the guidelines issued by Community Affairs Division.

III. COMMUNITY POLICING MONITORING UNIT (RANGE LEVEL)

The DIG Ranges shall monitor the community policing programme and submit the report to the zone level community policing monitoring and evaluation unit for perusal after getting the same from the CPRCs, CPSCs and PSOCs with its preview. A detailed monitoring format has been explained in Section 5.

IV. COMMUNITY POLICE RESOURCE CENTRES (CPRC) AT DISTRICT LEVEL

INTRODUCTION

At the district level, these are Community Police Resource Centres and the District Level Committees to ensure the networking of the CRPCs with other government departments and administrative structures. It also streamlines the training of personnel at the district level and coordinates with the third and the fourth tier i.e. sub-divisional Community Police Suvidha Centres and Police Stations Outreach Centres at the police station level.

CPRCs are the district level centres to provide community-oriented delivery of police services under the single roof. All the information from sub-division level Community Police Suvidha Centres and Police Station Outreach Centres shall be pooled here. These centres shall be registered under the Societies Act.

ADMINISTRATION

- **In-charge CPRC (SP level officer to be designated as Chief CAO of the district)**

- Review daily performance
- Liaison with various service provider departments
- To record and maintain the proceedings of committee meetings.
- To organise grievance redress meeting of SSP once in a week
- Coordinate with the convenor and co-convenor
- Co-ordinate with the CPRC units
- Organise joint awareness campaigns
- Coordinate with the sub-divisional CPSC and Police Station Outreach Centres

- **Assisted by: Different Units' heads and staff**

- Reception desk to be managed by a multi-purpose personnel
- Each unit must have a designated officer.

UNITS	
1)	Grievance Redressal Unit
2)	Community Services cum Information Unit <ul style="list-style-type: none">(i) NRIs & Foreign counter(ii) Crime Prevention Counter(iii) Verification and Permission counter(iv) RTI counter(v) Traffic Management and Information Counter
3)	Legal Aid and Victim Relief Unit
4)	Sensitisation and Dispute Resolution Unit <ul style="list-style-type: none">a. Gender Dispute Resolutionb. Economic Dispute Resolutionc. Social and Political Conflict Resolution

ROLES AND FUNCTIONS

- Online facilities are provided to track the complaints, status of FIR, investigation, charge-sheeting etc.
- Counselling for resolution of domestic violence, marriage disputes, economic offences, legal aid, victim relief, NRI facilities.
- Community service centres for verification, crime prevention and other services.
- Helpline and general information regarding rules and procedures, traffic laws etc

ESSENTIALS TO MAKE CPRC EFFECTIVE

- Provide a receipt of complaint to ensure efficient compliance and retrieval
- To ensure that people express their considered opinion at CPRC committee meetings and ascertain that their views are recorded in the proceedings
- Take active interest to ensure regular and frequent committee meetings
- Spread awareness regarding CPRCs and the services available
- People participate in CPRC activities
- Contribution of human and material resources by the community

V. COMMUNITY POLICE SUVIDHA CENTRES (CPSC) AT THE SUBDIVISION LEVEL

INTRODUCTION

To enhance police services outreach to the lowest administrative units, Community Police Suvidha Centres (CPSCs) will be established at the Sub-division level. These Centres shall have their own Sub-division level Committees.

ADMINISTRATION

- **In-charge CPSC: DSP Subdivision**
 - An Inspector level officer as Senior Community Affairs officer of the sub-division
 - Review daily performance
 - Liaison with various service provider departments
 - To record and maintain the proceedings of committee meetings.
 - Coordinate with the convenor and co-convenor
 - Co-ordinate with the District CPRC
 - Organise joint awareness campaigns with CPRC

- Coordinate Police Station Outreach Centre
- Reception desk to be managed by a multi-purpose personnel
- Each unit must have a designated officer.

ROLES AND FUNCTIONS

- Online facilities shall be provided to track the complaints, status of FIR, investigation, charge-sheeting etc.
- Counselling for resolution of domestic violence, marriage disputes, and legal aid.
- Community service centres for verification, crime prevention and other services

UNITS
(i) Community Services cum Information Unit.
(ii) NRI's Foreign Counter.
(iii) Gender Dispute Resolution Unit.

ESSENTIALS TO MAKE CPSC EFFECTIVE

- Provide a receipt of complaint to ensure efficient compliance and retrieval
- To ensure that people express their considered opinion at CPSC committee meetings and ascertain that their views are recorded in the proceedings
- Take active interest to ensure regular and frequent committee meetings
- Spread awareness regarding CPSCs and the services available

VI. POLICE STATION OUTREACH CENTRE (PSOC)

INTRODUCTION

To bring Community Police services up to the level of police stations is the ultimate goal to achieve. Hence, every police station will be developed as the Police Station Outreach Centre to provide community services.

ADMINISTRATION

- **In-charge SHO Police Station**
 - Review daily performance
 - Liaison with various service provider departments
 - Co-ordinate with the District CPCR and Sub-divisional CPSC
 - To follow the guideline of CPCR and CPSC

- **Assisted by: Different Units' heads and staff**
 - Reception desk to be managed by a multi-purpose personnel
 - Each unit must have a designated officer.

ROLES AND FUNCTIONS

- Online facilities shall be provided to track the complaints, status of FIR, investigation, charge-sheeting etc.
- Counselling for resolution of domestic violence.
- Community service centres for verification, crime prevention and other services.
- Formation of Community Liaison Groups (CLG)

UNITS	
(i)	Community Services cum Information Unit.
(ii)	Gender Dispute and Social Conflict Resolution Unit.

ESSENTIALS TO MAKE PSOC EFFECTIVE

- Provide a receipt of complaint to ensure efficient compliance and retrieval
- Take active interest to ensure regular and frequent CLG meetings
- Spread awareness regarding CPRC, CPSCs and PSOCs and the services available

MAIN ISSUES

What is community policing programme 'Saanjh'?

- Collectively managed by the community and the police
- Community-police collaboration from decision-making to implementation
- A pool of police and community resources

Why is there a need for institutionalization of community policing?

- Adhoc initiatives.
- Problem-oriented and individual-centred intervention.
- Lack of optimum utilisation of resources.

Steps for institutionalization of community policing

- Government notification.
- Creation of NGO's: Registration under Societies Act.
- Police-Community Ownership.
- Nodal Centre for Police-Community Schemes and Activities.
- Standardised (backbone services) Service Delivery.

Characteristic features of community policing structure

- The CPRC is a six-tier system of policing in partnership with the community, managed through committees having representatives of the civil society, specialists, NGOs, police functionaries and the civil administration.

- Each Community Police Centres is an autonomous registered society.
- All these tiers have forward and backward linkages. The State Level Steering Committee provides policy guidelines, support for capacity building and strengthens the system of co-ordination. All other tiers provide backbone services and evolve their own local level and need-based schemes.
- First three tiers are mainly concerned with policy formulation, monitoring and evaluation.
- Other tiers namely CPRC, CPSC and PSOC are delivery centres and with strong horizontal and vertical linkages. Horizontally, each tier has multi-sectoral linkages with administrative departments and community structures.
- Community Police Resource Centres at the district level have maximum units and counters. At the sub-division level, Community Police Suvidha Centres have three units with corresponding counters and Police Station Outreach Centres shall have two units.
- Each of these six tiers shall have an overall in-charge and assisted by an officer.
- The backbone activities of all CPRCs, CPSCs and PSOCs follow a standardised format in terms of administrative structure, training, registration and deployment of basic services namely Legal Aid and Victim Relief Units, Community Services-cum-Information Centre, Dispute Resolution Unit and Grievance Redressal Unit.

Section – 4

COMMUNITY PARTNERSHIP IN POLICING

The rule of law and the principles of good governance seek to involve community, interest groups and stakeholders in the inception and functioning of governance systems. However, this needs to be layered, made responsive and institutionalised. For instance, these levels can be further classified into three stages reflecting different levels of participation. Ideally, the stages would refer to planning, implementation and monitoring. Laws and policies that already exist can seek participation through an institutionalised community interface. The levels of participation would vary from public awareness i.e. where the public is informed, to consultations with interest groups, collaboration with stakeholders and empowering of multilateral representations.

Community participation is central to **Saanjh** programme. Most of the surveys conducted concluded that the police in its anxiety to shed its image of being disconnected with the common people, use community policing as a face saving device. An IDC Survey (1999) shows that majority of the members of the community resent the role of information gatherers for crime detection and facilitators for traffic management and security through neighbourhood watch groups. And, community policing is being enforced rather than collectively conceived, implemented and monitored. The existing community policing efforts were either reductionist or attempts to abdicate. These efforts were directed to provide single window service and to use community representatives as facilitators. In other words, it is policing for the community and through the community and not along with the community.

In **Saanjh** programme, attempt has been made to redefine boundary conditions for building partnership with the community.

STRUCTURE AND FUNCTIONS OF THE STATE LEVEL COORDINATION AND REVIEW COMMITTEE (SLCRC)

INTRODUCTION

State Level Coordination and Review Committee is the highest level of Community Participation in State policing. This committee is to work in collaboration with the CAD in designing, developing and implementing new Community Programmes and reviewing the ongoing programmes. This committee can suggest any new programme as per the current requirement of the state but those shall be other than the backbone activities. Backbone

activities are the indispensable part of SAANJH model and any change therein shall be discouraged.

MEMBERS OF COMMITTEE	
<p>Official Members</p> <ul style="list-style-type: none"> • Nodal Officer CAD: Convener • IG Community Policing • IG Zones • DIG Ranges 	<p>Non-Official Members (7)</p> <ul style="list-style-type: none"> • 3 Representatives of state level NGOs • 4 Academicians from each of the following streams <ul style="list-style-type: none"> ○ Police Administration ○ Law ○ Human rights (women and children rights) ○ Sociology <p>These members shall be for 2 years membership extendable up to three years.</p>

1. Nodal Officer CAD shall call the meetings of committee members.
2. Fixed quarterly meeting of committee member shall be arranged at the Headquarter in CAD office.
3. Any emergency meeting shall be called with well in advance notice along with the agenda.
4. This Committee shall invite and involve state level officers of different government departments as per requirement to get support in different Community Policing Activities.
5. Convener shall approach through proper channel to get official order to ensure the participation of other departments.
6. This committee is in place to provide strategic direction to the police services.

ROLES AND FUNCTIONS

- To work in partnership with CAD to develop new programmes and review ongoing programmes in regular meetings.
- This committee can suggest starting of new community policing activity.
- Review reports and periodical returns of committees of district and subdivision level.
- To plan research on different issues of policing and recommend to the CAD
- Conduct appraisal of the district, subdivision and Thana level centres.

**Backbone activities are the integral part of SAANJH programme*

SELECTION OF NON-OFFICIAL MEMBERS

- Representatives of those NGOs shall be selected as members, which have their presence at the state level and working for last more than 15 years in the Punjab State. These NGOs officially shall not have any political affiliation.

- Academicians with more than 10 years experience in their respective field shall be selected as members.
- The State Level Steering Committee will be the apex policy making and advisory body at the State level and shall function through a State Level Co-ordination and Review Committee.

STRUCTURE AND FUNCTIONS OF DISTRICT LEVEL COMMITTEE

District Level Committee is to overseeing the functioning of the CPRCs, CPSCs and PSOCs of the district. This committee constitutes the formation of the CPRCs, CPSCs and PSOCs, form policies, peruse the performance report and evaluate the work of these Centres at regular intervals.

In-charge of CPRC (preferably SP or DSP) – **Convener**

Community Representative – **Co-convener**

District Level Committee shall constitute of official and non official members. Apart from SP HQ and DSP of Police department, district level officers of Health, Education, Social Security, SC & BC Welfare and Red Cross shall be taken as the ex-officio members. The representation of the officers of these departments is crucial as this can ensure better networking with the police. The departments like health, education, social security, welfare and Red Cross can provide their services related to the rehabilitation, medication, relief to the victims and the representative of the city council can assist in reengineering of the roads for smooth traffic flow. District level committee members should not exceed 25.

MEMBERS OF COMMITTEE	
<p>Official Members (7)</p> <ul style="list-style-type: none"> • SP (HQ) cum Community Affairs • DSP in-charge CPRC • District Health Officer/ Civil Surgeon • District Education Officer • District Program Officer (Department of Social Security and Development of Women and Child) • District Welfare Officer (Department of Welfare of BC and SC) • District Red Cross Officer • Executive Officer of City Council 	<p>Non-Official Members</p> <ul style="list-style-type: none"> • 3 Representatives of District level NGOs • 3 Academicians from each of following stream <ul style="list-style-type: none"> ○ Law ○ Human rights (women and children rights) ○ Sociology • 2 Principal of Colleges • 2 Representative of any active trade union <p>At least 4 members shall be women These members shall be for 2 years membership extendable up to three years.</p>

1. In-charge CPRC shall be responsible to call meetings of the committee.
2. Fixed quarterly meeting of committee members shall be arranged at the CPRC.
3. Any emergency meeting shall be called with well in advance notice along with the agenda.

ROLE AND FUNCTIONS

- Prepare the memoranda of Society.
- To ensure its registration under the Societies Act.
- To review the law and order situation of the district and to play consultative role for the district police.
- To analyse any emerging problem in the area and contemplate to combat the same.
- Evaluate the working of CPRC, CPSC and PSOCs of the district and vet the performance report of each units working under these Centres.
- Coordinate with the State Level Coordination and Review Committee to implement its decision and to keep oversight over Subdivision level committees.
- Prepare report and forward to the State Level Coordination and Review Committee and CAD.
- These committees shall issue guidelines for running the CPRC and shall also be responsible for coordinating their activities. All proposals for new/proposed schemes shall be examined by the committee.
- The Committee shall meet at least four times in a year.

The decisions taken by the committee shall be sent to the state level co-ordination committee through CAD for information.

STRUCTURE AND FUNCTIONS OF SUB-DIVISION LEVEL COMMITTEE

The number of members of a Sub-Division Level Committee should not exceed 20.

Deputy Superintendent of Police – Convener

Community Representative – Co-convener

MEMBERS	
<p>Official members</p> <ul style="list-style-type: none"> • DSP (Subdivision) cum Community Affairs. (Convener) • Sub-divisional Magistrate • Senior Medical Officer • Child Development Project Officer • Block Development and Panchayat Officer 	<p>Non-official members</p> <ul style="list-style-type: none"> • Heads of colleges/schools– 3 • Representatives of NGOs and community representatives – 5 • President of business associations, youth clubs and Nehru Yuva Kendra etc.– 5 • Social Workers (state awardees)-2 <p>Note: - At least four women shall be nominated as members.</p> <p>Term The term of the members shall be two years extendable up to three years.</p>

Functions

- These committees shall monitor the implementation of the decisions and guidelines of district level committees and suggest district level committee about their subdivision specific problems.
- The committee shall meet at least four times in a year.
 - The decisions taken by the committee shall be sent to the District level committee for information.
 - Monitoring and evaluating the performance of Police Station Outreach Centre and forwarding the periodical report to the District level committees. District Level Committee shall in turn send the district level combined report to the Community Affairs Division at State Headquarter.

STRUCTURE AND FUNCTIONS OF THANA LEVEL COMMITTEE

- 1) The number of members of a District Level Committee should not exceed 15.
- 2) Station House Officer– Convener
- 3) Community Representative – Co-convener

MEMBERS	
Official members <ul style="list-style-type: none">• SHO cum Community Affairs Officer. (Convener)• Additional SHO• Medical Officer of Community Health Centre• Heads of colleges/schools– 2	Non-official members <ul style="list-style-type: none">• Representatives of NGOs– 2• Area Councillor/ Sarpanches 2• Representative of youth clubs.– 2• Representative of Resident welfare Organisation / Village Committees-2• Social worker- 2
Note :- At least four women shall be nominated as members.	
Term The term of the members shall be two years extendable up to three years.	

Functions

- These committees shall monitor and implement the decisions and guidelines of district level committees.
- To mediate and resolve non-serious cases with amicable and honourable resolution for both parties of disputes.
- The committee shall meet at least four times in a year.
- Report any issue to the Division Level Committee for information.

PRIMARY ROLE OF COMMUNITY-POLICING COMMITTEES

❑ Generating awareness

The primary function of this formal partnership is to generate awareness among the community regarding the rights and responsibilities of the common citizen. It will also dispense information regarding the specific service that the police has initiated in the area. For instance, a survey revealed that in certain instances the target population for whom these services are meant, has little information about these services. Also a large number of policemen do not have information about these services due to the low priority given to these activities and also poor publicity. A part of this awareness will be to provide basic information relating to the citizens regarding police functioning. This information should cover the cognizable and non-cognizable crime, the rights of the citizens for self-defence, to ask for the policemen's badge number etc.

❑ Community mobilisation and participation

The community partnership initiative will mobilise the community to participate in social policing. As partners to the programme, the community must present its viewpoint and function collectively to address its own needs of crime prevention. Initiatives such as criminal prevention clinics, COPS on campus programme, ex-offender employment programmes, family crisis intervention projects etc. fall within the purview of community participation. The apathetic attitude of the community members towards crime of which they are not the victims has to be removed. Such mobilisation will also allow citizens' concerns to be reflected and imbibed in the Community Police partnerships.

❑ Building inter-linkages and networking

The community partnership will build channels of interaction with the NGOs, opinion making sections and support structures to build a safer community. A number of forward and backward linkages are necessary to prevent crime. For instance, many petty criminals are drug addicts who are apprehended by the police, yet it is outside the purview of the police to initiate them into a rehabilitation centre. Liaison with drug de-addiction centres will help in the treatment of the delinquents. Similarly, NGO support can be called upon to spread awareness about the substance abuse and promote counselling. Educational institutions can also be part of this programme to check the spreading menace of drug addiction. These linkages will help the cell in establishing a wide network while ensuring participation of different sections of the society.

❑ Crime prevention and investigation

This initiative will lead to institutionalised partnership with the community to prevent crime and to conduct investigation when a crime is committed. Rather than involving

community members only as informers, the programme must seek the creation of neighbourhood committees, reinstate and strengthen the local beat 'chowkidars' and patrolling. Any number of such schemes can be strengthened. In the instance of a neighbourhood committee, it will allow constant regulation of activities in the area while absorbing information about likely criminal activities. The local beat system can be regulated by the committee with the help of community policing. Providing training for surveillance, patrolling and self-defence can be a part of its activities.

Grievance redressal

A number of non-cognizable crimes pertaining to marital disputes, discord between the youth of opposite sexes or tenancy problems are reported to the police. However, due to the nature of such crime, lodging of cases cannot be filed directly. Yet such crimes persist and when these are aggravated, the result is the commission of same cognizable crime. These can be addressed by CPRCs.

Area-specific training

A number of crimes remain invisible due to the normative sanction attached to them. For instance, invisibility of gender-related crimes, especially those occurring within the family, is quite high. Violation of the rights does occur. Besides, these acts are not reported for lack of perception of injustice. Members of CPRCs will be sensitised to these societal biases and prejudices so that they in turn can mobilise community and build social fencing. Violation of migrant rights and prejudices against the Scheduled Castes is another area where sensitisation is required.

STRATEGY

Garnering community support

This initiative is based on a partnership wherein a collaborative relationship is based on comparative advantage and effective division of labour between the police functionaries, volunteers and support structures. This partnership will elicit community participation, mobilisation and support for improving security in the area and spreading awareness about the citizens' rights and also sensitising the community to the rights and concerns of the vulnerable sections. Since this a joint venture between community representatives, volunteers and the police, it can only be made effective by ensuring the participation of the community.

Social and people's policing

The perspective of crime prevention has an in-built assumption that the community is alive to its rights and is aware of fulfilling its responsibilities. In order to shift the focus from enforcement, it becomes necessary to initiate the people's policing. The concept

pertains to the participants of community members, specifically a group of law enforcement civilians to provide guidance to erring individuals, protect society, maintain social codes and individual integrity. This concept of social policing can be initiated by social support structures such as panchayats and youth volunteers.

Social fencing

NGOs, social activists and volunteers can effectively localise and combat problems by building a social network in the problem area. For instance, in towns that are spatially located in a manner which concentrate specific type of population within one area. For example, a zone may be totally commercial market area with no residential or educational institutions while another area may comprise the university with many students living in surrounding areas. A specific problem of the youth such as substance abuse can be tackled by social fencing of the student populated area. Youth leaders, activists, NGOs and teachers can all interact to identify groups and areas which are the hub of substance abuse, initiate activities of awareness, sensitisation, peer counselling, facilitate drug de-addiction and create recreational activities. This will allow the problem to be contained and combated.

Awareness and sensitisation

Community policing focuses on building people's sensibilities by making them aware of their rights and duties and also sensitising them to the concerned and vulnerable sections. This is expected to serve the dual purpose of mobilising the community for protecting their rights as citizens and also discharging their responsibilities.

Inter-linkages and networking

In tune with the concept of collaborative interaction based on comparative advantage, volunteers, police functionaries and social structures need to build inter-linkages with the administration, the NGOs and others. For instance, in order to sensitise the youth to traffic rules, the community policing can link up with schools, colleges and other educational institutions to hold awareness campaigns on traffic rules. Similarly, while tackling substance abuse, it may be necessary to liaison with the NGOs that are providing counselling or de-addiction facilities. Also, in the context of the enlarged scope of the community policing, wherein intervening in the areas of public health and environment, building of rapport with hospital authorities or environmentalists and the local administration will be necessary if the programmes are to become relevant to the issues of their concern.

Targeted approach

The community policing needs to adopt a targeted approach on certain areas and issues and build supporting activities and structures. The migrant population that lives

in slums has a low level of awareness regarding their rights. They lack faith in the administration and feel targeted by the police. The approach to build a community network, garnering their participation, addressing their needs (harassment at work place, physical disputes within the locality, molestation of women etc.) will be different from the needs of the villagers. The villagers may be embroiled in land disputes and dowry harassment cases and the nature of intervention will be different as will be the support from the local government bodies. The need is, therefore, to evolve a targeted approach within the broader awareness, sensitisation and mobilisation efforts of the community policing.

ELEMENTS FOR BUILDING PARTNERSHIP WITH THE COMMUNITY

❑ Involving the community from the beginning

Participation of all sections of the community in all the aspects of the programmes beginning from an assessment of the community to framing specific goals, identifying the strategy and in monitoring the programmes ensures not only the active involvement but generates commitment to the programme. Interactions with trainers, NGOs and specialist organisations provides involvement, access to information and provides various dimensions to the concept of community policing whereby the community can themselves act as social fencers, mobilisers for the larger group. Exposure not only sensitizes the community but also shapes the programme according to the needs of the local specificities and promoting the same through mediums that the common person find interesting.

❑ Building inter-linkages

At times, a number of efforts that directly impact the community can be related to the community. For instance, awareness on neighbour meetings, community newsletter, COPS on campus programmes, footbridge programmes etc. may all in their own manner be trying to provide skills, services and avenues for development of the community ownership to policing. Networking of these various initiatives is important whereby they provide linkages in addressing the concept of partnership and ownership to safety in a holistic manner. For instance, needs and problems of the young can be interrelated. Lack of supportive environment could push youth to drug and alcohol abuse, poverty, prostitution, petty theft etc.

❑ Dovetailing

In many societies, there may be initial resistance to participation in policing activities and community may not be responsive to the initiatives being undertaken. However, the community may be responsive to an entirely different area of concern such as combating drug abuse, girl child trafficking or safety of the older persons. These issues

can be used to gain entry and credibility in the community and then used as a platform to promote and mobilise the community.

Reinforcing the message

Rather than letting the community policing programme function in isolation in a community, its message needs to be reiterated from different settings. Thus, if the schools, work places, clubs, parents, NGOs provide information and skills relating to community policing, the message gets reinforced and also helps in creating a supporting environment by involving different sections of the community. An environment of change created to that not only assists the programme but also helps the local concerns to be incorporated in the larger programmes.

Strengthening ties

The community, parents, adults, religious leaders, all contribute to provide a supporting climate to build relationships, guide the young and provide a safety net. A sense of belonging of community to their families, friends and other adults has been found to be a positive factor in combating certain risk behaviours such as substance abuse and petty crime.

Catering to specific cultural needs

Evolving a programme around cultural values, using cultural mediums of interaction including language makes it easier for the different sections to relate to the programme.

A Stakeholder is defined as any individual, community, group or organisation with interest in the outcome of an activity either as a result of being affected by it positively or negatively, or by being able to influence the activity in a positive or negative way⁸.

OPERATIONALISATION OF THE COMMUNITY

PARTNERSHIP

Institutionalised participatory process

The partnership should be institutionalised through a government order. The stakeholder should be from the existing support system, such as, local self-government, education and health departments, social welfare, women and child development departments. The representatives of these departments shall be ex-officio members of the community-policing programme. Other than these are the representatives from social welfare organisations, legal experts, social workers,

⁸ Guidance on Local Safety Audits: Compendium of international practice, Paris : European Forum for urban safety (EFUS), 2007. www.urbansecurity.org/fileadmin/efus/secutopics/efus_safety_Audit_e_web_pdf

cultural, social and academic personalities and community members engaged in productive pursuits like commerce, industry, trade, etc. may also be co-opted.

This will help integration of the support systems into policing activities. Another level of integration is through management of the community policing programmes including disbursement of resources together with community representation.

❑ **Establish procedures for working in partnership**

Integral to governance is the accountability of its institutions and transparency in the process of delivery of justice. While internal accountability referring to the hierarchical chain of command has been part of traditional authority systems, it is the accountability to the citizens and to the rule of law that is being strengthened. The need is to build institutional accountability structures that are democratic in their responsiveness, protective of the rights and sensitive to the multi-cultures. Internal accountability within the institutions needs to be made transparent and responsive rather than status quoist.

The procedures detailing the partnership have to be listed in the government order and rules and regulations described in the registration of the document. This should include internal and external linkages of administration, finances and human resources. There have to be transparent processes of decision-making. The proceedings of the meetings have to be formally recorded. Exhaustive appraisal tools have to be developed to monitor the implementation of the community-policing programmes and allocation and disbursement of funds.

❑ **Defining role and functions**

The role and functions of the

STEPS FOR BUILDING COMMUNITY-POLICE PARTNERSHIP

- ❑ **Identifying and approaching stakeholders**
- ❑ **Liaisoning with allied systems (education, health system, district administration)**
 - Identify common and complementary goals
 - Resource allocations: Human and material
 - Tasks and corresponding skills identification
 - Monitoring and evaluation: Mechanisms and regular monitoring
- ❑ **Community-police partnership: Procedures and processes**
 - Regular periodic meetings
 - Appraisal of inputs, outputs and outcomes (half-yearly)
 - Recording of minutes of meetings and action taken
- ❑ **Developing skills within the community**
 - Encouraging Decisions-Making
 - Awareness and Mobilisation
 - Social Fencing and Social Policing
 - Networking and coordinating with organisations and support systems

stakeholders needs to be clearly defined as also to identify the complimentary goals. The sustainability of the programme demands that an integrated plan be mooted in relation to the activities besides mainstreaming of the community-policing initiatives.

Defining the role of committee members in services provisions

A standardised service-delivery mechanism needs to be instated. For instance, redressal of complaints against the policemen, counselling and advocacy for dealing with crimes against women, free legal aid for the vulnerable and poor, single window police services for the citizens, etc.

MAIN ISSUES

COMMUNITY PARTNERSHIP: ADMINISTRATIVE STRUCTURE AND FUNCTIONS

Administrative structure involving community partnership has to be operationalised at four levels. These are:

- Community Affairs Division at the State Level (CAD)
- Community Police Resource Centres (CPRC) at the district level
- Community Police Suvidha Centres (CPSC) at sub-division level.
- Community Police Outreach Centres (CPOC) at the police station level

PRIMARY ROLE OF COMMUNITY-POLICING COMMITTEES

- Generating awareness
- Community mobilisation and participation
- Building inter-linkages and networking
- Crime prevention and investigation
- Grievance redressal
- Area-specific training

ELEMENTS FOR BUILDING PARTNERSHIP WITH THE COMMUNITY

- Involving the community from the beginning
- Building inter-linkages
- Dovetailing
- Reinforcing the message
- Strengthening ties
- Catering to specific cultural needs

OPERATIONALISATION OF THE COMMUNITY PARTNERSHIP

- Institutionalised participatory process
- Establish procedures for working in partnership
- Defining role and functions
- Defining the role of committee members in services provisions

Section - 5

UNITS OF COMMUNITY POLICE RESOURCE CENTRES IN PUNJAB

Police and community partnership is essential for ensuring proper crime prevention, delivery of justice and building sustainable and safe environment. Consequently, the creation of distinct space with a provision of interactive forum for dispute resolution, crime detection, equitable and efficient access to police services also becomes essential. Unlike civil service suvidha centres, these centres are equipped with specialised counsellors, experts from diverse spheres of human activities and, above all, institutionalized mechanisms for invoking mutual respect and confidence amongst the police and the community.

Community Police Resource Centres (CPRCs) are equipped with specialised units. These units are:

- Grievance Redressal Unit
- Community Services cum Information Unit
 - a. NRIs & Foreign Counter
 - b. Crime Prevention Counter
 - c. Verification and Permission Counter
 - d. RTI counter
 - e. Traffic Management and Information Counter
- Legal Aid and Victim Relief Unit
- Sensitisation and Dispute Resolution Unit
 - a. Gender Dispute Resolution Counter
 - b. Economic Dispute Resolution Counter
 - c. Social and Political Conflict Resolution Counter

All these units have clear mandate in terms of the functions and the manner in which these are to be discharged. The timeline for each service provision is to be specified and adhered to. A feedback mechanism has been built into the delivery of services.

GRIEVANCE REDRESSAL UNIT

- One of the common complaints of the police is the lack of availability of police officers at lower levels. A Duty Officer shall always be available at the centre for about 12 hours to improve the accessibility of the police to the people.
- This will act as a nodal place for community-oriented schemes like combating domestic violence, assistance, legal aid to the elderly, to the vulnerable sections of society etc.
- Meetings of Resident Welfare Associations, Traffic Regulation Committees, Economic Offences Wings will be organised under this unit.

Functions and Services

- To receive complaints against the police from the whole district and their disposal after the necessary and time bound action taken
 - Complaints can be personally submitted by the complainant.
 - Complaints made at the Sub-division level in Community Police Suvidha Centres (CPSCs) shall also be forwarded to this unit along with action taken report
- For each personally submitted complaint, complainant shall be provided with the proper acknowledgement slip mentioning tentative time to be taken in disposal. Redressal on complaint shall be time bound.
- Crucial complaints in which major community discontent is reported or can emerge as such shall be discussed in the meeting with the committee members and plan of action shall be drafted in consultation with them. Final outcome report shall be put forth in the next committee meeting to understand lessons learned and future preventive course of action.
- Proper documentation of each complaint mentioning date of complaint, type of complaint, action taken and present status i.e. final or pending. If final, then the final date of disposal.
- Concise final action taken report of each complaint shall be forwarded to district SSP or Commissioner of Police for perusal and record.

PUBLIC GRIEVANCE REDRESSAL CENTRE

- Accessibility.
- Time bound redressal of grievances.
- Each complaint is logged into a computer & a receipt by way of acknowledgement is given to the complainant.
- Transparency. Redressal through conciliation, persuasion and dialogue.
- Conciliation reached outside the formal criminal justice machinery.
- Encouraging panchayats/resident associations/trade associations in resolving of minor irritants.

- “Monthly Performance Report” mentioning number of complaints received, disposed, pending, found genuine and found false shall be presented in the committee meeting and same shall be forwarded to the district SSP or Commissioner of Police.

NODAL PLACE FOR COMMUNITY-ORIENTED SCHEMES

- Drug De-addiction
- Women counselling
- Traffic management

COMMUNITY SERVICE-CUM-INFORMATION UNIT

This unit shall provide different services and information to the visitors and shall comprise of the following counters.

- (i) NRIs & Foreign Counter
- (ii) Crime Prevention Counter
- (iii) Verification and Permission counter
- (iv) RTI (Right to Information) counter
- (v) Traffic Management and Information Counter

i. NRIs & Foreign Counter:

This counter is to provide all the services to NRI and Foreign tourists who are visiting district, state or country. This unit shall solely dedicate to the service of foreign visitors to make their stay more safe, secure and comfortable.

This counter shall have pamphlets containing information on travel agents, money exchanger, staying accommodation, hospitals, dos and don'ts and provide these to the visitors who visit them.

Services:

- Registration of Foreigners on arrival and departure
- MRG enquiries – in case of loss of passport abroad
- Complaints on fraud and cheating by travel agents
- NRI complaints and enquiries
- Extension of residential permit for foreigners
- Information on registered travel agents
- Information on registered money exchanger
- Information on registered government and private guesthouses, lodges and hotels
- Information on specialised hospitals

ii. Crime Prevention Counter:

This counter shall provide the copies of FIR, Untraced report and progress report on investigation of ongoing criminal cases if the applicant is unable to get the same from the concerned police station.

Services:

- Application for the copy of FIR or Untraced Report
- Progress of investigation of criminal cases

iii. Verification and Permission Counter:

All sorts of permissions and verifications shall be handled at this counter for the convenience of the service seekers. All service requests shall be acknowledged with proper receipt indicating likely time to be taken. This counter shall have charter of services mentioning documentation required and the tentative time to be taken.

Services:

- **Verifications**
 - Verification of tenants
 - Registration and verification of servants
 - Passport verification
 - Emergency/urgent passport verification when applied under TATKAL scheme
 - Police Clearance Certificate (PCC) at the time of Foreign Migration
 - Verification of vehicles
 - Character Verification for service
- **Permissions**
 - Permission and Request (for security arrangements at political/sports/religious and social functions)
 - NOC for Arms License
 - Permission for loud speaker or processions

iv. RTI Counter:

Applications under the Right To Information Act shall be taken here. Information asked for shall be provided to the applicant from this counter only within the given time frame.

Services:

- To deal all application under the Right to Information Act

v. Traffic Management and Information Centre:

Payment of traffic challans is a major headache for the automobile drivers in general and specifically for the travellers from other districts and states. There shall be one dedicated counter in all the Centres to receive payments of traffic challans. At the CPRC level there shall be centralised pooling of information on traffic challans, impounded vehicles or documents held for traffic violation anywhere in the district. Traffic rule violator shall be allowed to make payment of his penalty in these Centres and provided with the payment slip and whereabouts of his impounded vehicle or documents.

A Traffic Advisory Committee shall be set up in the Community Police Resource Centres to function as an interface between the traffic police and the commuters. The CPRC Committee can act as a Traffic Advisory Committee to avoid multiplicity of oversights.

These Committees may perform the following functions:

- To redress the complaints relating to the functioning of the traffic police.
- Plan and advise on parking, regulation of traffic like speed limits etc.
- To resolve disputes between citizens and contractors/staff of parking lots.
- To grant permission for using traffic space for public functions.
- To regulate delivery of driving documents
- To plan education and awareness to the commuters regarding traffic rules and traffic congestion through FM radio and other available media.
- To help appoint traffic marshals to assist the police to make their functioning as transparent as possible.
- A citizen's traffic awareness and information unit may be set up in each CPRC at the district level, CPSC at the sub-divisional level and Police Station Outreach Centres in the police stations.

Services:

- Payment of Traffic Challans
- Information on impounded vehicles
- Receiving complaints and suggestion of community on traffic problems in the area
- Putting those suggestions and complaints before the Traffic Advisory Committee

LEGAL AID AND VICTIM RELIEF UNIT

The victim remains a 'forgotten actor' in the criminal justice process in India. It is time we switched attention from the offender to the victim and recognised that the victim is a key player in the criminal justice process.

Since the police is the first point of contact in the criminal justice system, the police response plays an important role in shaping the victim's experience. The victim needs to be provided with information about the progress of the case, trial dates, bail and final decisions.

The **Victim Relief Centre** would focus on the victims, their rights, needs and expectations. Particular efforts have to be made to improve the police response to the victims of sexual and violent crime. There is need for specially trained women officers to avoid insensitive questioning. **Victim Helplines** and **Women Helplines** should be set up. It should be possible to enlist the help of the society, NGO's and voluntary agencies for this purpose. The vast reservoir of knowledge and experience of the retired officers from the Judiciary, Police, Revenue and other departments could also be tapped for the purpose.

Specially trained volunteers should handle counselling and other victim support schemes - right to be heard, right to be kept informed about the progress of 'their case', to provide information, to be protected by the law enforcement agencies, and to receive respect, recognition and support.

This unit shall work 24 × 365 days with 24 hrs dedicated helpline to support victims of crime in general and specifically women and children. Staff shall be posted here on 8 hrs rotational shifts. Each call shall be well recorded digitally as well manually.

These units shall be equipped with and have linkages as follows:

- This unit shall be connected with all the police stations and subdivision level CPSC and PSOCs. This helpline number shall be the same throughout the State and toll free.
- Ambulance services with dispatch staff to reach the spot.
- Networking with all the district police stations to dispatch police within no time to salvage victims
- First aid facilities and panel of specialists to de-traumatise the victim and to take help in investigation and counselling.
- Functional network with different medical and rehabilitation services for referral cases and to call them in case of emergency.
- Networking with other government departments and non-government organisations, working for the welfare of women and child.
- Free legal aid services.

- To assist the victims with legal remedies and pre court preparation; law graduating interns can be involved.

Services:

- 24 hrs × 365 days women and child helpline
- Quick on the spot and trauma response
- emotional support (services of professional counsellor)
- help of specialist in need-based human-sensitive interviewing of victim (gender and age specific) to avoid recall of victimisation and to lessen trauma
- Ensuring non-repetition of circumstances which induced earlier victimisation of the victim
- Referrals and linkages with other resources and agencies to provide help to the victim in medication, restitution and rehabilitation
- Free legal aid
- Help in understanding legal remedies available
- Pre court preparation
- Recuperation facilities for victims of crime and accidents
- Comfortable sitting arrangement
- First aid kit
- Availability of doctor and psychiatrist on a phone call. (Specialist to handle sexual abuse victims, mainly women and children)
- Counselling facility

GENERAL	WOMEN	CHILDREN
First aid facility	Immediately deputing staff from CPRC or area police station or PCR to reach at the spot of crime	
First aid, Hospitalisation, medical of the victim	Salvage victim from the spot	
Compensation to the victim of hit and run cases under Solarium scheme from DC office	Immediate assistance like:	
	First aid, Hospitalisation, medical of the victim (specially in case of victim of sexual crime)	First aid, Hospitalisation, medical of the victim (specially in case of victim of sexual crime)
	Help of psychologist or counsellor for trauma control	Help of psychologist or counsellor for trauma control
	Assistance in medication, restitution and rehabilitation	Assistance in medication, restitution and rehabilitation
	In case of domestic dispute, referring case to Women Cell for further arbitration	
	Suggestion of legal remedies	Suggestion of legal remedies
	Free legal aid	Free legal aid

GENDER SENSITISATION AND DISPUTE RESOLUTION UNIT: AN OVERVIEW

A number of gender just laws and procedures have been formed by the government to check violence against women. The operative effectiveness of these legal initiatives vests to an extent on the services, facilities and capacities of the delivery organisations. The following is an overview evolving gender capacities of Community Policing Centres (CPCs) to engage the civil society, police service-delivery functionaries and gender victims to promote gender-responsive standards and help build relationship between gender stakeholders to curb gender-based violence.

Aims

- To provide a gender friendly police service to women
- To provide one window interaction with police services to women
- To coordinate with other departments to enable both relief and rehabilitation to women victims
- To spread legal literacy regarding gender among the community
- To network with grass root organisations (GROs) to promote crime prevention against women

Functions of Gender Unit

- To spread awareness in the community regarding women's legal rights with corresponding punishment
- To spread awareness regarding services provided to women by the gender unit
- Collaborate with panchayats, education, health systems, NGOs to spread awareness about preventing crime against women
- Networking with women, education, and other departments to record crimes and promotion of relief and rehabilitation schemes
- To coordinate with the Health Department, provide medical assistance to women victims and their families

Role of State In-charge Women Cell

- Instructions to all women's cell in-charge
- Review and monitoring of women's cell activities
- Inter-departmental coordination
- Organisation of gender sensitisation training programmes
- Creating a database on women victims, from all police districts.

Role of District In-charge

- Effective implementation of the functions of the women's cell
- Review of progress of various activities
- Identification of roles of other departments and liaisoning with them to provide assistance where they need
- Gender sensitisation of all police functionaries
- Identifying activities for promoting aims of the women's cell
- Circulation of information regarding schemes from other departments pertaining to gender
- Providing data and reports on activities of women's cell

Role of Thana In-charge

- Convergence of instructions to all women's cell in-charge
- Review and monitoring of women's cell activities
- Inter-departmental coordination
- Organisation of gender sensitisation training programmes
- Creating a database on women victims, from all police districts of specific schemes with related departments
- Supervision of women's cell functionaries
- Selection and coordination with NGOs
- Collation of data on women victims and the perpetrators in accordance with socio-economic profile (income, education, employment)
- Networking with panchayats, educational institutions, hospitals, PHCs and dispensaries
- Monitoring and supervision of activities
- Supervising individual cases

GENDER DISPUTE RESOLUTION

Women Cell shall specifically deal with the cases of women who are the victim of domestic violence, and its main functions shall be following

- Counselling for alternative choices for dispute resolution.

- If need be, facilitate registration of case or refer to court as per the law.
- Support for the rehabilitation of the women victims
- Tracking the counselled cases

Services

- In-charge Women Cell shall also be the Protection Officer under Domestic Violence Act
- arbitration in cases which are referred from police stations or cases in which women complainant directly approaches
- to provide relief to women in disputes and her rehabilitation through network of government and non-government organisations

CPRC A NODAL PLACE FOR COUNSELING AND GUIDANCE TO WOMEN

- Members should be gender sensitized
- Making invisible crime visible
- Displaying the list of doctors, counselor and NGO
- List of rehabilitation centres
- Attending the cases promptly
- Separate toilets for male / females
- Different counters for male / female
- Gender auditing

- Counselling and arbitration committee of 5 members (comprising experts from law, gender studies, psychology, non government organisation) (Members of this committee shall be exclusive from the District Level Committee of CPRC)
- Referring and suggesting further course of action in un-resolved cases for registration or to file them in the court

ECONOMIC DISPUTE RESOLUTION

This special cell shall deal with all the complaints of economic nature where there is dispute not culminating in an offence or crime.

Economic Dispute Resolution Wing shall have committee of following experts

- Experts from LIC
- Experts from Bank
- Chartered accountant

Services:

- Conciliation in property disputes like tenant-landlord
- Registering all the money exchangers in the area
- Scrutiny of lottery vendors and Satta mafia
- Ensuring safety of ATMs

SOCIAL AND POLITICAL CONFLICT RESOLUTION

Services:

Conflict resolution cells shall function to resolve caste or communal conflicts that have the potential to escalate with the help of arbitration between the conflicting parties.

In-charge of this cell shall call the parties to conflict at the centre and then try to understand the bone of contention between them.

He shall report the matter to higher authorities within no time if the issue is sensitive and the situation can worsen.

In-charge shall constitute the conflict specific Discussion Groups to resolve the matters. The members of these committees shall be following

- Respectables of all the community or the parties to the dispute
- Representatives of the non government organisation working in the area or with those communities.

Community Police Resource Centres (CPRC) Units

- 1) Grievance Redressal Unit
- 2) Community Services cum Information Unit
 - i. NRIs & Foreign counter
 - ii. Crime Prevention Counter
 - iii. Verification and Permission counter
 - iv. RTI counter
 - v. Traffic Management and Information Counter
- 3) Legal Aid and Victim Relief Unit
- 4) Sensitisation and Dispute Resolution Unit
 - (a) Gender Dispute Resolution
 - (b) Economic Dispute Resolution
 - (c) Social and Political Conflict Resolution

Community Police Suvidha Centres (CPSC) Units

- 1) Community Services cum Information Unit
- 2) NRI & Foreign counter
- 3) Gender Dispute Resolution Unit

Police Station Outreach Centres (PSOC)

- 1) Community Services cum Information Unit
- 2) Gender Dispute and Social Conflict Resolution Unit

MAIN ISSUES

These units are located at various levels keeping in view the capacity in terms of human resources, infrastructure and management system. All these units may not be functional at all levels i.e. district, sub-division and police station.

- **Autonomy of community policing structure**

Each centre can start new units keeping in view the local needs. The number of units can be multiplied, but not reduced.
- **Institutionalisation of standardisation**

The quality management and standardisation of delivery of services have to be institutionalised across the centres.
- **Deployment of trained human resources**

Each unit shall have trained staff for counselling. Human resource shall be associated from the community resource base. It will reduce material cost and give the advantage of vast reservoir of social knowledge base.

Section - 6

MONITORING AND APPRAISAL

DEVELOPING APPRAISAL AND MONITORING

Building a monitoring system at the onset of the programme initiatives allows for checks and balances to be inculcated internally. A planning matrix for each of the community policing objectives be it related to backbone activities or to local cultural needs, will allow definition of short and long-term goals, monitoring appraisals. While indicators for appraisal of the community policing across the board have been included as part of the resource kit, individual community policing can be made a monitoring system with indicators that measure the success of local activities.

Internal appraisals and monitoring continues collation of information and feedback regarding a programme and would allow community policing functionalities to regulate programme and better equip activities to respond to situational needs. Process evaluation in the gamut of collaborative partnership between a host of community support structures including the police rests on their integration with each other and community mobilisation. In other words, community policing has to constantly upgrade specific capacities of not just specific delivery service organisations and project outcomes. These systems would evolve continually in response to the situation needs but it is imperative that these are structured into a standardised and regular format.

PURPOSE OF MONITORING

- Evaluation would enable to gauge the progress achieved towards the aims/purposes for which the CPRCs have been set up
- Gauge level of awareness, acceptance and satisfaction amongst local community in regard to CPRCs.
- Views of community members (committee members) on CPRC functioning.
- How efficiently the mandate for CPRCs has been followed for designing and execution
- To get feedback on the difficulties, if any, being faced by the personnel posted at the CPRCs
- To communicate shortcomings, if any, to the officials/authorities concerned regarding progress in respect of CPRCs

MONITORING INDICATORS FOR COMMUNITY POLICING ACTIVITIES

1. Capacity building: Infrastructure, Human Resource and Management System

The capacity of Community Police Resource Centres has to be measured on three accounts i.e. Human resources, Infrastructural resources and System of management. The capacity of human resource is to be assessed in terms of skills to deliver services, motivation and commitment levels commensurate with diversity, sensitivity, rights of citizens and community mobilisation. Infrastructural resources have to be mapped in relation to its capacity to overcome spatial disconnect, accessibility to services and friendly ambience as also the financial allocations required for efficient delivery of the services. The third layer of capacity building relates to the creation of system of management, such as performance management, data systems, networking procedures etc.

(i) Capacity Building : Infrastructure

Order on establishment of community policing entity

- Creation of administrative structure
 - Vertical stations
- Formation of support networks
- Establishment of service units
- Plan allocation of budget
- Human Resource deployment
 - Job redefinition
- Site demarcation
 - Defined spatial identity
 - Accessibility
 - Friendly ambience

PROCESS APPRAISAL

- **Location and accessibility:** Location, Signage
- **Spatial and Physical Factors:** Ambience and Space
- **District level steering committees and registration status of CPRCs**
 - District level steering committees
 - Selection of members
 - Inter-committee co-ordination
 - Registration under Societies Act
- Tenure and training of staff
- NGO characteristics of CPRC
- Units working under CPRC
- Networking with other departments
- Availability of equipments
- Women and child helpline
- Standardisation of CPRCs

(ii) Capacity building : Human Resources

- (a) What are the skills that are provided to the functionaries of the community policing programmes? Are they equipped to deal with the public, do they have skills for community mobilisation, participatory planning, conducting social audits, acquainted with the concept of multi-cultural, gender justice, rights of citizens, collectivities and cultural rights?
- (b) Are training sessions held in a regular and standardised manner?
- (c) What is the nature of networking and coordination protocols that have been developed?
- (e) Is the staff able to breakup goals into delineated tasks and activities for various support groups?

- (f) Are the units equipped with latest criminal laws, the associated procedures?
- (g) Is there outreach of the services provided under community policing?
- (h) Are the grassroot forms promoting and participating in community policing?
- (i) Is there audio-video production and distribution?

(iii) Capacity Building: Management Systems

- (a) Are they well-defined systems for transparency and accountability?
- (b) Participatory mechanism
- (c) Monitoring systems
- (d) Capacity building programmes
- (e) Training capsules
- (f) Are there any reporting systems?
- (g) Is there any data bank?

2. Establishment of democratic functions: Representation, Participation and Decision Making.

The level, the nature and the extent of participation have to be measured in relation to the influence exercised in building the state of community and communities of interest for crime prevention. A multi-cultural society presupposes that public policy and its operationalisation in terms of representation of diversity, sensitisation of staff and service delivery, is in accordance with multi-cultural needs. It is, therefore, imperative that community policing stakeholders represent diverse population, and are responsive to rights of vulnerable groups. The interactive monitoring system must capture as to how far police services and service providers cater to the special needs of old, children, youth, slum population, substance abusers, victims, witnesses, women, Dalits, migrants etc.

In order to find out how far the community policing programme is integral to the policing, it would be pertinent to capture the extent of co-ordination between community policing structure and police service delivery mechanisms.

(i) Is there representation of diversity in the community policing entity?

- (a) Gender representation
- (b) Ethnic representation
- (c) Minority groups

(ii) What is the nature of participation of support networks and representatives within the community policing entity?

- (a) Do these diverse groups frequent the meetings held?
- (b) Are all members present for evaluation making, programme compliance and implementation activities?
- (c) What is the nature of the participation of these groups in decision-making?

- (d) Are they involved in fund management, scope of the activities undertaken and operational factors?
- (e) Is participation in activities undertaken in a dual manner with police functionaries looking after certain section and allied functionaries having more curtailed mandate?
- (f) Are decisions managed through the community representatives or along with them?

(iii) Nature of activities undertaken under community policing

- (a) Are there defined sections / units?
- (b) Are there support services available for the vulnerable sections like women, children, victims, witness protection, old age?
- (c) Are different sections of population covered? For instance, school children, substance abusers, slum population – i.e. population sectors representing in a particular community?
- (d) Are these service delivery units stand alone or are they highly inter dependent? What are the support mechanisms created for other situations?
- (e) What is the extent of coordination among different service delivery units and networking with other institutions?
- (f) Is their single window service?
- (g) Are these services easily accessible to the target groups?
- (h) Is there a feedback mechanism for upgradation of the services provided?
- (i) Are these services similar across all police zones in the country?
- (j) Is the service technology compatible with the population groups, if the population is not conversant in a particular language or technology? Are there any alternatives?
- (k) Have the delivery of the services demarcated into minimum and staggered services?
- (l) To what extent are these services culturally sensitive?
- (m) Are there outreach programmes for the general community?
- (n) What procedures are put in place to invoke ownership of the programme?
- (o) To what extent are programmes community based and community run?
- (p) What is the range of professionals who are part of the initiatives?
- (q) Are the activities undertaken in conflict, natural disasters or political turbulence commensurate with the socio-political context?

Sample : Appraisal of Community Policing Activities in Punjab, India

	Administrative	Brand Image	Services	Material Resources	Capacity Building
• Committee related (district, sub-divisional, police station/ thana level)					
• Formation of committee	•				
• Representative selection of non-official members	•				
• Frequency of meetings	•				
• Registration of CPRCs	•				
• Guidelines for running CPRCs to be passed by the committee	•				
• Information of decisions of the committee to be passed to the next level committee					
• Examination of proposals for new schemes by the committee	•		•		
• Spatial factors					
• Is CPRC a separate entity from the police station?	•	•			
• Accessibility from the major road			•		
• Ambience: cheerful and appealing		•	•		
• Services provided by CPRCs					
• Children library-cum-reading room	•		•		
• Victim Assistance Unit	•		•		
• Community-service-cum-information centre	•		•		
• Grievance redress unit	•		•		
• Economic offence cell	•				
• Traffic management			•		
• Coordination among units	•				•
• Networking with other government departments	•				
• Social security and women and child development	•				
• Rural development and panchayats	•				
• Welfare of SC/BC	•				
• District headquarters	•				
• Computerisation in CPRCs	•				•
• Software available for CPRCs	•				•
• Physical resource management					
• Communication facilities	•		•		
• Separate line for CPRC	•		•		
• Women hotline	•		•		
• Child hotline	•		•		
• Are the women's cell, child line and CPRC number standardized?	•				
• CPRC banner		•			
• CPRC letterhead		•			•
• CPRC logo		•			•
• Grievance redress unit					
• Furniture		•		•	
• Handbills for example duties of SHOs, duties of munshis, police contact numbers				•	
• Display information such as women's cell members, list of social welfare organizations				•	
• Procedure for registration of complaints			•		
• Follow-up and mode of grievance redress			•		
• Data bank available with centre			•		
• Feedback from staff regarding improvements and problems faced by them	•				
• Resource materials (reference manuals, books, reports)				•	
• Information materials/posters				•	
• Folder – CPRC's: overview				•	

	Administrative	Brand Image	Services	Material Resource	Capacity Building
• Community service-cum-information centre					
• Furniture		•		•	
• Computer system				•	
• Telephone				•	
• Display information such as list of travel agents, list of money conversion centres, list of government guest houses, list of hotels and inns, what is an FIR, citizen's rights in a police station, after being arrested, torture in police custody		•	•	•	
• Information list e.g. list of public peace committee, list of NGOs, handbills – women rights in police custody			•	•	
• Provision of single window system			•		
• Foreigner's counter			•		
• Verification counter			•		
• Crime counter			•		
• Data bank			•		
• Procedures for management of different counters	•				
• Time taken to issue NOC/verification certificates etc.					
• Is there a follow-up mechanism?	•				
• Record of services being utilized under each head	•				
• Victim Assistance Unit					
• Furniture		•		•	
• First aid kit			•	•	
• Access to ambulance			•	•	
• Display information : List of hospitals and dispensaries		•		•	
• Posters like cognizable crime against women and punishment, violence against women, what is dowry, female foeticide, female infanticide: gender crimes					•
• Folders like do not remain in the dark, what is dowry, rights of the unborn					•
• Professional staff available at victim assistance unit					
• Doctors, psychiatrists, counsellors					
• Specially trained women officers / volunteers					
• NGOs affiliated to the unit					
• Services provided by NGOs/affiliated group regarding relief/rehabilitation of the victim					
• Follow-up mechanism	•				
• Child unit					
• Furniture					
• Television & VCR					
• Recording procedure for help line					
• Child protection kit			•		•
• Special training of police/volunteers					•
• Professional capacities					
• Manpower management					
• Number of personnel posted in CPRC	•				
• Stability of tenure yet regular rotations	•				
• Knowledge of CPRC functions and community policing among staff					•
• Training					
• Training of senior officials by IDC					•
• Training of rank and file by Phillaur					•
• Knowledge and skills regarding services available					•
• Awareness regarding human rights					•
• Awareness regarding rights before and after arrest					•
• Gender sensitized					•
• Awareness regarding child rights					•
• Community mobilization					
• Networking among community support structures	•				•
• Number of organizations affiliated to CPRCs (such as NGOs, volunteers, panchayats, mahila mandals, youth clubs)	•				•
• Number of awareness camps regarding CPRC held					•
• Awareness campaign for CPRC					•
• Funding and budget					
• Financial resource allocation	•				
• Source of funding	•				
• Innovations undertaken			•		•

3. Mainstreaming

There is a challenge to mainstream community policing into regular policing. A number of considerations have to be considered, such as, how far the principle of community participation has become operational in everyday practice, and how far diversity responsiveness in terms of social placement is reflected in staff and community representation, resource allocation to fulfil multi-cultural needs, building capacity of the stakeholders, diversity sensitive accountability and monitoring mechanisms?

- (a) Have the community policing initiatives been integrated into the entire police force?
- (b) Are there any intensive programmes for police functionaries in relation to their work in community policing?
- (c) Are all programmes of the police undertaken in a participatory and sustainable manner?
- (d) Are any programmes on training of community policing undertaken?
- (e) What are the policing goals and objectives? Is policing with community central to these objectives?
- (f) Is any audit in community policing undertaken?
- (g) Are promotions and postings undertaken keeping in view the skills of community policing functionaries?
- (h) Are there certain standardised community policing programmes across the country?

4. Community policing oversights

The formal institutions of community policing are neither sufficient nor fully reflective of the societal needs. The community policing oversights, both on supply side and on the demand side of justice, have to be seen as a part of a large spectrum and function as a continuum to delivery of justice. This interaction between formal institutions and informal institutions of community policing shall transcend the societal consensus which is predated with unequal power and make social hierarchies based on caste, gender invisible. In other words, the interaction shall make unequal access to justice visible and create space for interventions. To have a comprehensive assessment for formulation of policy and strategies for interventions, practical indicators have to be evolved and operationalised.

- (a) Are there established oversights integral to community policing functioning?
- (b) What is the role of these oversight mechanisms? Do these work on the supply factors or they are only demand-oriented?

- (c) Are there any autonomous oversight bodies?
- (d) What is the nature of representation of cultural diversity among oversight bodies?
- (d) How participatory is the interaction between community policing and oversights?
- (e) What is the number of oversight bodies linking to different aspects? Is there a threat of continuity among issues addressed by oversight bodies?

**DEVELOPING SYSTEMS, STANDARDS AND PROCESSES
(RESPONSIBILITY – HEADQUARTERS)**

Activities/Tasks/Processes	Performance Indicators/Targets
Setting Standards, evaluation and monitoring I. Data Assessment, evaluation and monitoring <ul style="list-style-type: none"> • Establish data standards and management information systems. • Setting/bench marking performance indicators. • Setting standards for crime related and ancillary services (Citizen Charters). 	<ul style="list-style-type: none"> • Availability of assessment and evaluation criteria.
II. Conduct and Set Guidelines (a) For annual surveys on; <ul style="list-style-type: none"> • Public needs, satisfaction, confidence and perception of safety. • Assessing quantum of unreported crime. (b) Issuing guidelines in respect of rights and dignity of victims, suspects and others in the police custody. (c) Victims perceptions.	<ul style="list-style-type: none"> • Surveys to be held annually and preferably by independent agency. Need to be simple and inexpensive.
III. Grading and prioritising <ul style="list-style-type: none"> • Fixing priorities for crime control and detection • Assessment of performance. 	<ul style="list-style-type: none"> • Traffic Signal System of grading.
IV. Assessing and optimising existing resources through redeployment.	<ul style="list-style-type: none"> • Redeployment plan/checklist.
V. Monitoring and minimising transaction costs.	<ul style="list-style-type: none"> • Monitoring data on transaction costs of services.

5. Impact evaluation

Community policing programme have been institutionalised. It would be worthwhile to evaluate, how far policing has become citizen-centric and responsive to the broader indicators of access to justice and crime prevention? The indicators for evaluation have to be identified keeping in view that in actual practice, for instance, it is difficult to distinguish effectiveness, equity and efficiency. For example, it has been asserted, with a little hard evidence, that involving members of the community in police decision making (equity) simultaneously makes people feel that the police are responsive (equity), helps

reduce neighbourhood crime (effectiveness), and can reduce the police workload (efficiency). Similarly, it has been claimed that decentralising decision making (efficiency) makes officers better able to address community problems (effectiveness), makes officers more accountable to citizens (equity), and makes better use of police resources (efficiency).⁹

These co-relations are more in the domain of analytical framework rather than descriptive and separable categories. Therefore, impact evaluation has to be part inferential, and derivative. The relevant question to be answered is, how far institutionalization of community policing has contributed to growth in the confidence of the people in the justice delivery system. The indicators for measurement of accessibility and efficiency, rights of population affected by crime and level of physical security enjoyed by citizens shall lead to developing a performance matrix of community policing programme.

To have an objective assessment, standards for data collection and evaluation for meaningful comparisons have to be put in place. The grading and comparison of performance per se may lead to substantial change for the better. These standards in terms of time and quality must be derived from citizen charters, guidelines issued by Courts and Human Rights Organisations and changing global standards and local needs articulated in the media and by the civil society organisations. Another element is to draw these standards from public surveys especially with regards to community-police relations and perception of safety and security enjoyed by the citizens in general and vulnerable groups in particular.

IMPACT EVALUATION

- What is the level of physical security enjoyed by citizens?
- What is the rate of reported to unreported crime?
- Have the crime rates come down since the community policing was initiated?
- What is the perception of community regarding the safety of their person and property?
- Are the rights of victims protected?
- Are there programme for the victims as also the accused?
- What is the state's commitment to justice? Has there been any change in the legal or constitutional systems?
- Do special laws continue to be evolved for policing conflict and turmoil situations?

MAIN ISSUES

Comparing Inputs, Outputs and Outcomes

Governance from the policy perspective have to co-relate inputs in terms of material, human costs and community involvement with the outputs namely efficient processes of justice delivery and outcomes, i.e. high safety and security of the citizens.

⁹ John E. Eck and Dennis P. Rosenbaum, 1994, 'New Police Order: Effectiveness, Equity and Efficiency in Community Policing', in Dennis P. Rosenbaum (ed.), Challenge of Community Policing, Thousand Oaks: Sage Publications, p.6.