Centre for Peace and
Development Initiatives

# Handbook on
# Community Policing

A practical guide
for officers of
Police Service of Pakistan

# Handbook on Community Policing

# Acronyms

| Acronym | Meaning |
| --- | --- |
| AIG/AIGP | Additional Inspector General of Police |
| ASP | Assistant Superintendent Police |
| CPC | Community Policing Center |
| CPCC | Citizen Police Coordination Committee |
| CPLC | Citizen Police Liaison Committee |
| CPO | Community Police Officer |
| CSO | Civil Society Organization |
| DAC | Development Assistance Committee |
| DPO | District Police Officer |
| DSP | Deputy Superintendent of Police |
| GIS | Geographic Information System |
| HRO | Human Rights Officer |
| IG/IGP | Inspector General of Police |
| KMC | Karachi Metropolitan Corporation |
| MIS | Management Information System |
| NGO | Non-Governmental Organization |
| OSCE | Organization for Security and Co-operation in Europe |
| POP | Problem Oriented Policing |
| PSP | Police Service of Pakistan |
| SARA | Scan, Analyze, Respond, Assess |
| SHO | Station House Officer |
| SMART | Specific, Measurable, Achievable, Relevant and Time-bound |
| SOP | Standard Operating Procedure |
| SP | Superintendent of Police |
| SSP | Senior Superintendent of Police |
| TEB | Traffic Engineering Bureau |

# Contents

# Why this Handbook?

CPDI has been engaged in advocating and supporting community policing in Pakistan for over a decade. Based upon our experience of conducting training programmes and research studies on community policing, we can say with confidence that there are two major hurdles in implementing community policing in the country. First is the lack of analysis into the already undertaken initiatives to find their positive aspects and shortcomings. Second is the absence of any indigenously produced guidance manual that lays down the implementation framework by reflecting upon the country dynamics and situation on ground.

CPDI recognizes that community policing is a complete philosophy and that moulding it into a concrete programme is a complex task. The conversion of community policing philosophy into programmes at different places requires different strategies as goals to be achieved for each locality are different and police needs to tackle unique challenges in each area, which makes the process ever the more difficult. However, based upon our experience and after a careful scrutiny of the pros and cons of various community policing programmes implemented in Pakistan, a flexible guidance framework of community policing is presented here to enable ease of understanding and implementation.

This handbook is developed as a simplified practical guide for those police officials who are interested in understanding and implementing community policing in their respective geographical precincts. The handbook is also intended to be of interest for civil society and citizens of Pakistan who want to see policing evolve into a public friendly and citizen responsive service and who want to learn about the ways and means through which community policing can be implemented to proactively address root cause of problems in the society. Although, the information presented in the handbook would be equally beneficial for citizens, public and all police officials, however, the handbook is designed keeping the District Police Officers (DPOs) specifically in focus. The reason to keep the DPOs as the focal point is because we believe that the district is a practical unit from which community policing efforts can be initiated and for that reason DPOs are the right audience - due to their decision making authority and autonomy to advance community policing in their respective districts. Moreover, once successful models and case studies of community policing start emerging at the district level, other DPOs are likely to be inspired and follow course. In this manner, community policing would spread like an algae, wherein successful models and practices would be replicated across districts and concrete results of the initiative would act as the driver of the movement in Pakistan.

# Section One – A Short Introduction to Community Policing

## *Community Policing Defined*

There are many definitions of community policing, however, we would present the definition provided by U.S. Department of Justice, Office of Community Oriented Policing Services due to its comprehensiveness:

*"Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime."*

Important points that need to be stressed and pondered upon are:

- Community policing is not a particular strategy, but a broad policing philosophy that might include various organizational strategies;

- Engaging a broad spectrum of community is one of the most important elements of community policing, therefore, law enforcement agencies must strive hard to build relationships with the community members;

- Community policing is a comprehensive approach that, through partnerships and systematic use of problem solving, addresses the root causes of problem, and not just the symptoms of the problem;

- Community policing is proactive, unlike the reactive nature of traditional policing;

- The focus of community policing is on building partnerships with the community not merely for addressing crime but also for tackling social disorder and fear of crime prevalent in the community.

## *Understanding Community*

Oxford dictionary provides various definitions of community. In our context we can describe a community as "a group of people living together in a certain area, practicing common ownership and having particular responsibilities and interests in common." Trojanowicz & Bucqueroux[1] have identified the *'big six'* groups in a community that must work together to make community policing initiative successful:

1. The Police Department - Includes all sworn and civilian personnel;
2. The Community – Includes everyone from formal and informal backgrounds;
3. Elected Officials – Local, County, State and Federal Officials;
4. The Business Community – Local and Major Corporations;

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[1] Trojanowicz & Bucqueroux 1998 p. 7,8

5. Other Agencies – Social services, Public health department and non-profit organizations; and

6. The Media – Both electronic and print.

## *Benefits of Community Policing*

Community policing offers several benefits and advantages over traditional policing:

a. **Enhanced Community-Police Relationship:** Once police and community work closely together, they develop better relationships. While on the one hand, police gets a chance to understand community dynamics and their problems, on the other, the community gets to know about the working of police, their priorities, and constraints. A mutual understanding fosters an enhanced community-police relationship that engenders cooperation for improved quality of life.

b. **Community Policing is Democracy in Action:** Community policing requires the active participation of all segments of the community, where residents, traders, government and non-governmental organizations, businesses and media join together in partnership to solve the problems of law and social disorder prevalent in the society. Community and police collaborate through all stages of identification, prioritization, planning, execution and evaluation of the community policing initiative. Community policing does not only give voice to all stakeholders but helps them work alongside police to resolve public safety problems.

c. **Better Integrated Community:** Community policing provides a platform to the community from where they can jointly take action. Collective effort and jointly working towards the common goals of preventing crime, fear of crime and social disorder require enhanced community integration and also result in strengthening community bonds.

d. **Enhanced Safety and Morale of Police:** Regular interaction of beat officers with the community allows them to be recognized and be known by the community members and develop cordial ties through non-threatening and supportive interactions. Beat officers working in familiar and friendly communities enjoy a heightened sense of support and safety. A pleasant working relationship with the community helps to boost morale of the beat officers.

e. **Less Costly, Effective and Beneficial than Traditional Policing:** Although community policing, on the surface, appears to be more costly than the traditional policing approach, however, in reality when we look at the overall expenses of traditional policing in terms of response and investigations' costs as well as losses suffered by society due to crimes and fear of crime, community policing is much economical, effective and beneficial for the community in the long run. As the focus of community policing is to proactively curb crime and social disorder in the community by addressing root causes, therefore, as a result of its implementation, crime rate is expected to decline. An example of community policing efficacy over traditional policing can be that while traditional policing would

require response to every crime after it has been committed- and loss suffered- along with the subsequent investigation costs, community policing would serve more effective by pinpointing the crime prone areas in advance and appointing beat policing strategically to proactively curb any incidences of felony beforehand.

Mostly the police leadership would be averse to the implementation of community policing, considering that community policing would require extra personnel, equipment and an enhanced call for services - and thus, greater funds. However, it must be kept in mind that community policing can be effectively implemented by making structural changes in organization and providing frontline officers the support, empowerment and problem solving skills to resolve the matters themselves. Therefore, community policing, rather than relying extensively on resources, is more about, foremost, an inside attitudinal transformation, creative thinking, organizational changes and partnering with community – all of which do not require extensive resources as generally perceived.

f. **Reduced Fear of Crime in Community:** Increased presence of beat officers in the community lowers down fear of crime in the community. Community becomes confident and assured that it can seek help from readily available and easily accessible community police officers on the beat.

g. **Valuable Information Sharing by Community:** An important outcome of community policing is that beat officers can easily get valuable information from the community. As a result of the development of cordial relationships and bonds of trust between beat officers and the community, people become willing to share valuable information on crimes and suspected persons and activities that might lead to crimes. Community policing officers, upon this information from the community to proactively prevent crime.

# Section Two – Community Policing in Pakistan: Positive Aspects and Shortcomings

Community policing has attracted increasing attention and popularity in Pakistan in recent years. Although, we cannot say that community policing is being widely implemented across the country, we can be sure that with time it is earning relatively greater governmental patronage and support. Moreover, the various community policing initiatives undertaken across Pakistan reflect the growing commitment of police officials to reap benefits out of this community-oriented philosophy. Although these community police initiatives deserve both praise and applause, however, if we analyze them individually, we come to the realization that these initiatives either fall short or, in other cases, exceed the boundary lines set by the popular theoretical discourse on the subject. In both scenarios, community policing loses its focus and fails to achieve results at par with that witnessed elsewhere around the world.

Although there are still quite a few police officers that strongly tend to advocate traditional militaristic policing and regard community policing as fancy/soft policing, CPDI's personal experience has been that there is a growing number of community policing advocates within the police, of whom, some have already experimented with, and there are others prepared to take forward community policing. Although, community policing is not legally obligatory for the police in Pakistan, the prevailing legal apparatus of policing does not hinder, and is supportive to, this modern policing approach. Noticeable trends amongst the police, especially the top leadership, of regarding policing as a service and recognizing the importance of strengthening relationships with citizens are being frequently observed. These are positive signals that a cultural shift in police is very much possible wherein community policing is likely to prosper.

This section analyzes four selected community policing initiatives undertaken in Pakistan. The analysis aims to limelight the efforts undertaken to materialize community policing philosophy through different practical strategies. The analysis provides critical assessment of each initiative by highlighting its positive aspects as well as its shortcomings. The intention is to develop a framework of best practices based upon indigenous experiences that can assist police officials interested in implementing community policing.

## I. Citizen Police Liaison Committee – Sindh (CPLC-Sindh)

CPLC was initially established in Karachi in August 1989 by Governor Sindh, Fakhruddin G. Ebrahim as a non-political statutory institution, operationally independent and managed by dedicated and concerned citizens offering their honorary services. CPLC was initially established at four Police Stations vide the Commissioner's Administrative order[2] dated 31.08.89. Provincial law secretary Sindh played a pivotal role in nesting CPLC in the existing legal framework. A notification was issued by the Sindh Government amending the Police Rules[3] vide notification[4] dated 15/04/90, to institutionalize the CPLC concept.[5] In 1996 CPLC

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[2] HMS/JUB-1/10(982)89

[3] Amended rule 1.21A

was given a charter by Governor Kamal Azfar that provided a stronger legal status and a permanent board of governors to oversee its affairs.[6] CPLC's charter was approved on 24th October 2003, according it a legal status. The objective of establishing CPLC was to strengthen law enforcement and promote public confidence in the law enforcement agencies.

CPLC-Sindh currently comprises a Central Reporting Cell, five zonal offices across Karachi and one District Reporting Cell in Hyderabad[7]. CPLC-Sindh has a broad ranging list of notified functions which include[8] keeping a check over police in areas of FIR filing, investigations, unlawful detentions and misconduct at police stations, maintaining crime databases, and assisting police in prevention and detection of crimes etc.

Although, we do not recognize CPLC as a community policing initiative -as discussed later - however, there are certain aspects of its operations that can serve as positive lessons for police intending to introduce community policing.

### a. Positive Aspects of CPLC-Sindh

1. **Self-sustainability**: CPLC does not face budgetary constraints as most of the funds are derived from affluent community members and through public support. Government contribution towards CPLC over the years averages 21%.[9] Public support to CPLC, to a great extent, can be attributed to the CPLC's track record of successful services and credibility as well as involvement of affluent interested members, mostly business community, in its programmes[10].

2. **Informing and Empowering People and Enhancing their Trust in Police:** CPLC has initiated several beneficial public awareness programmes such as safety measures for schools, safety measures for family and child, registration of FIRs, poor investigations and illegal detentions etc. These programmes serve to inform the public on issues related to law and order and personal safety measures and, more pertinently, sensitize the public on its rights and responsibilities while dealing with the police. With the public informed and more empowered, police is likely to become more accountable and responsible - both the public confidence and trust in the police are ought to increase as a result.

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[4] VIII (3)/SOJ/90

[5] http://www.cplc.org.pk/

[6] Mohammad O. Masud (2002), Co-producing citizen security: the citizen-police liaison committee in Karachi, IDS working paper 172

[7] Hyderabad's district reporting cell was added to CPLC in March 2013

[8] For detailed list of notified functions, please visit: http://www.cplc.org.pk/content.php?page=10

[9] http://www.cplc.org.pk/content.php?page=12

[10] Note: Our main concern here is that as there are a lot of excessive powers given to CPLC, which fall in the domain of police functions and interference in their working, therefore, those powers might be misused for personal advantage by those affluent groups or individuals who make contributions to CPLC. A strong need of accountability mechanism is required to keep a check.

3. **CPLC's MIS – Possibility for Advancing Problem Oriented Policing:** CPLC assists the police by taking off its burden of crime analysis by digitizing FIRs and maintaining crime statistics. The Computerized Criminal Record Management system, Geographical Information Systems, computerized sketching and development of crime patterns of CPLC are already assisting police in their official duties and can be advanced further and adopted by the police for taking forward problem oriented policing, which is an integral component of community policing. CPLC can offer its technical expertise to train police officials in these MIS and GIS systems and crime tracking technologies so that police, in the long run, can work independently without the requirement of any assistance.

4. **Coordination with Government Agencies:** CPLC coordinates with government agencies such as district administration, traffic police, survey of Pakistan, civic agencies and telephone department etc to assist citizens through diverse projects. Inter-agency cooperation is an important element of community policing. CPLC presents a good example to police department for formation of ties with various government agencies to fulfill the broad spectrum of needs of the communities. An example of such initiatives is the charged parking project of CPLC, undertaken with the cooperation of Traffic Police, Traffic Engineering Bureau, Karachi Metropolitan Corporation, and District Administration.[11] Another example is of the neighborhood care project run in different localities across Karachi, wherein CPLC, in coordination with other government agencies, provides residents with civic amenities, including area security, garbage collection and disposal, water and sewerage lines, street lights and road maintenance etc.

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**CPLC's charged parking project**

The CPLC has successfully assisted in the implementation of the project as envisaged by Traffic Engineering Bureau (T.E.B.) with the joint collaboration of Karachi Metropolitan Corporation (KMC), Traffic Police and the active participation of the District Administration on the main artery roads namely; Zaibunnisa Street and Abdullah Haroon Road. While achieving the main objective of improvement in traffic flow, this project has given employment to about 150 persons, mainly students and the physically impaired. The surplus income is used on the recommendation of the committee comprising representatives of K.M.C., T.E.B. & D.I.G. of Police (Traffic & Highways) besides CPLC, for Traffic Betterment Programmes.

The Chief Justice of the Sindh High Court was pleased to order on Feb 07th 1998; "Charged car parking, if needing to be expanded, should always be in collaboration with the CPLC and funds should be used for no purpose except for improvement of traffic."

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[11] http://www.cplc.org.pk/content.php?page=17

5. **Oversight of the Police to Strengthen Citizens' Trust:** CPLC, under its notified functions[12], is responsible for keeping an oversight over lodging of FIRs, so that no FIR is refused; ensuring that dilatory tactics are not being used by the investigation officers; monitoring illegal detentions and taking required steps under the law to ensure release of such persons; and reporting acts of misconduct or neglect of duty on the part of any police officer. CPLC's oversight role, if properly implemented, can assist the police department to identify and remove the bad fish from the police department, such as has been observed in the past[13], thereby helping to elevate police's credibility and win public support and trust, which are imperative for community policing.

## b. Shortcomings of CPLC-Sindh

CPLC in its current state cannot be regarded as a pure community policing initiative but more as a department for police support and an extension of specialized policing functions. Following are a few of the shortcomings of CPLC which present why we feel that CPLC is not in line with the principles of community policing:

1. **CPLC's Excessive Powers:** Looking across the broad range of notified functions of CPLC, one can readily realize that CPLC is a powerful organization. But are these functions legitimate and are these supportive to community policing are the questions that arise. CPDI believes that assigning CPLC functions of oversight and direct interference in police work by inspecting illegal detentions, lodging of FIRs and efficiency of investigations are things that need to be checked and should, by law, fall under the jurisdiction of police authorities or the judicial magistrates. Moreover, CPLC's active participation in joint-raids with the police, especially in cases of kidnapping for ransom, puts lives of CPLC's team at direct risk, which should be avoided at all costs. These excessive powers and activities of CPLC, in CPDI's view, cannot be regarded as a pragmatic mandate for any community policing initiative.

2. **Members of CPLC do not Represent Community:** Community policing calls for active partnership of community and the police and requires that community is duly represented in the community policing structure formed. CPLC, in its current form, is not representative of the people and is more of an organization whose key position holders are notified by the Home department after approval by the Governor Sindh.

3. **CPLC's Projects do not Directly Support Community-Police Partnerships:** CPLC is a civilian agency and not the police, therefore, the projects undertaken by CPLC, even though effective, cannot be categorized under community policing initiatives. Neighborhood care and various other civic amenities projects of CPLC have a broad scope and are good models for police to follow under community policing. However, due to lack of direct partnerships and communication between police and the communities, these projects fall under the ownership of CPLC, rather than the police, and have not much to do with advancing community policing in its true essence.

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[12] http://www.cplc.org.pk/content.php?page=10

[13] http://www.state.gov/j/drl/rls/hrrpt/2000/sa/710.htm

4. **Lack of Accountability to Citizens:** A demerit of CPLC is a lack of accountability to the citizens, which is an important element to gain public trust. Production of annual reports by CPLC is not mandatory, however annual accounts are audited. The activities of CPLC are regularly presented to CPLC advisory board by Governor[14]. Lack of communication of accounts of CPLC to the public, in our view, falls under one of the demerits of this initiative, which should be avoided by police while implementing community policing programmes.

## II. Community Policing Centers (CPCs) in Karachi

CPCs were established in Islamabad and later on in Karachi during 2011 by the then IGP Sindh Wajid Ali Durrani. Here we look at the CPC project of the Sindh police. The aim of the CPC Karachi project was to facilitate a close liaison between locals and law enforcers to curb street crimes. Each police station was to have at least three CPCs, each of which was to be headed by a sub inspector, assigned as the Community Police Officer (CPO), whose task was to work along with community members.[15] The CPC was to have at its disposal 10 policemen, a police mobile and a motorcycle, while a committee comprising eminent people of the area was to sit at the centers to help the police in clearing roadblocks during protests and other issues.[16] CPC Karachi project could not be properly implemented due to transfer of IGP Wajid Ali Durrani, however, we will be scrutinizing the positive aspects and the shortcomings of the initiative under the planned strategy and its partial implementation.

### a. Positive Aspects of CPCs

1. **Establishment of CPCs Separate from the Police Station:** The CPCs were established at the level of the police station, which was a good move as it was aimed to bring community policing down to the level of police station's jurisdiction, thus allowing for community level initiatives. Although, CPCs were to work in liaison with the police stations, their buildings were kept separate. This step would have ensured that CPCs remain considerably autonomous in their operations. The formation of separate CPCs was aimed to encourage citizens to have freer access to the Centers as the reputation of police stations in general is not supportive of building friendly community-police relations. Perhaps, gradually over time, once community bonds with police would have improved due to effectiveness of these CPCs, avenues for greater cooperation between community members and police at the police station level would have opened. At that stage it would have been pragmatic to expand community policing initiative throughout the police department.

2. **CPOs to Know and Be Known by the Community:** A positive aspect of the initiative was to assign Community Police officers (CPOs) to on-the-street watch and neighborhood patrols and making routine home visits mandatory for them to ensure that

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[14] CPLC chief Ahmed Chinoy's email questionnaire reply, received on 16 June 2014

[15] http://tribune.com.pk/story/203274/top-cop-hands-karachis-businessmen-touchme-touchme-touche-to-criticism/

[16] http://www.dawn.com/news/652043/no-budget-allocated-for-community-policing-centres

CPOs stay in direct contact with the residents. Through these measures, CPOs were to know and be known by the community.

3. **Formal Responsibilities Assigned to the CPOs:** CPOs were to be assigned three major responsibilities that were likely to support community policing. These responsibilities are listed hereunder:

- **Understanding Community Context:** CPOs were required to fully grasp the situation of the area and to understand the area dynamics with respect to crime and disorder.

- **Seeking Opinions and Addressing the Requests of Citizens/Residents:** CPOs were required to establish a close contact with the community members through on-the-street watch, neighborhood patrols and routine home visits to take in the opinions of the community members and promptly address their requests[17]. It is important for a community policing programme to keep the opinions and aspirations of the community at the forefront and to adopt a customer service attitude.

- **CPCs to Arrange Counseling/Awareness Sessions:** CPCs were required to provide awareness and counseling on juvenile issues, missing children, consumer victimization, abuse, organized crime etc. Such awareness and counseling sessions can play an important role in enhancing positive interaction between police and the community and to establish the perception of the police as a caring department.

## b. Shortcomings of CPCs

1. **Province-wide Implementation without Pilot Testing:** Police in the Sindh province were directed in 2011 to establish at least 495 CPCs at the police station level. However, only 160 CPCs were established in actual, and millions of rupees were wasted, as only 10 of the CPCs remained functional after establishment, and those too for only a brief period of time[18]. With the transfer of IGP Wajid Ali Durrani, the initiative was completely abandoned. Although we cannot criticize this community policing model as it was never fully implemented due to transfer of the IGP and subsequent sustainability issues as discussed later, however, as a word of advice, a more pragmatic approach would have been to perform pilot testing of the programme so as to ensure that it could be successfully replicated elsewhere. It would have been better to implement the initiative with different strategies at different pilot sites initially to come up with best practice models implementable in other broader areas facing similar problems.

2. **Shortage of Manpower and Resources:** The establishment of CPCs was an ambitious, yet not a very practical venture. The project was hindered by a lack of

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[17]    http://pakistan.onepakistan.com.pk/news/city/karachi/4033-sindh-police-to-setup-495-community-police-centers-igp-sindh-issues-guidelines-for-effective-community-policing.html

[18]    http://www.pakistantoday.com.pk/2012/01/10/city/karachi/community-police-centres-for-curbing-crimes-or-aiding-criminals/

resources as well as staff. There were CPCs where either there was no furniture or no staff to operate the facility.[19] Evidently there was a lack of clear planning regarding budgetary allocations and follow up on the part of police administration in Sindh to effectively materialize the project.

3. **Sustainability Issue:** The sustainability of the CPCs was a big demerit of the project. IGP Sindh Wajid Ali Durrani was transferred as IG motorway within eight months after his posting as IGP Sindh. His short tenure as IGP Sindh was not a time-period sufficient enough to help in materializing the project and, like most of the other policing initiatives in Pakistan, this project was abandoned and CPCs were decided to be converted into 'Madadgar 15'[20] centers by the newly appointed IGP Sindh.

4. **Selection and Trainings of CPC officers:** The CPC officers were to be selected from the normal police staff of the police station and whether any specialized training programmes on strengthening partnerships with community, interpersonal communication skills, or problem solving, which are vital to advance community policing, were designed, is a big question mark. Therefore, although the programme focused on greater community participation and feedback, it would have remained devoid of adequately trained staff to advance community policing in essence without such trainings. It is important to note that without a proper focus on changing behavior of the police officers in their dealings with the public and providing them problem solving skills, community policing cannot progress effectively.

5. **Rapid Response and Routine Patrol:** Rapid response and routine patrol was an integral part of the initiative wherein radio-equipped patrol cars and motorcycles at each CPC were to be utilized for routine patrol and rapid response. These vehicles were to remain in constant contact with their respective police stations. Rapid response is a reactive, rather than a proactive approach, which can be categorized as incident-driven crime fighting rather than community policing. Relying upon respective police station's commands to respond to calls for service meant that the mechanism would have been operationally centralized. More importantly, routine patrols in vehicles do not facilitate formal interaction of the police officers with the community members, which is crucial to lay the foundations of establishing partnerships with the community. Focus on foot or bicycle beat patrolling would have proved advantageous to the initiative. Foot/ bicycle patrolling is seen as a positive endeavor of police by the community as it provides non-confrontational interaction possibilities, which are rare in traditional policing. Having a familiar, friendly and trustworthy police officer patrolling the community streets on foot/ bicycle allows residents to approach, converse with and seek assistance from him in a convenient manner.

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[19] ibid

[20] Madadgar 15 are police centres established by the Sindh police to take in citizen complaints against the police and to act as helpline in emergency situations.

## III. *Citizen Police Coordination Committees (CPCCs) in Islamabad*

CPCCs were established on the directive of Federal Minister for Interior, Chaudhary Nisar Ali Khan, to ensure friendly policing in the capital, Islamabad. Consequently, CPCCs were established in all police stations of Islamabad on the directive # No.7-25/9190/IGP/C of IGP Sikandar Hayat, dated 31/12/2013. Each CPCC was to have 15 members (membership criteria shared in positive aspects that follows) with the power to inquire into non-cognizable cases of civil nature such as domestic disputes. Moreover, CPCCs were tasked with keeping an oversight over any human rights violations and any other illegal activities at the police station and bring them in the notice of SSP operations or zonal SPs.

### a. Positive Aspects of CPCCs

1. **Sound Membership Criteria:** Each CPCC had 15 members who were approved by IG Islamabad on the recommendations of SSP. The selection of CPCC members was based upon criteria to ensure that those selected had sound reputation; were educated and experienced notables of the area; had no association with political parties or religious organizations; had a sound financial position; had spare time for social activities; and had a clean criminal record.[21] The criteria were sound enough to select appropriate CPCC members.

2. **Clear Set of Responsibilities:** CPCCs were assigned a clear set of responsibilities, which were to oversee police-public relations; monitor and report illegal activities at police stations; suggest measures to improve police station culture; probe non-cognizable cases and resolve minor disputes of civil nature.[22] Clearly setting the domain of CPCCs was a good step to separate their work from police functions and it helped to ensure that progress of CPCCs could be effectively monitored.

3. **Weekly Monitoring by IGP:** IGP Islamabad, Sikandar Hayat took personal interest in the initiative and monitored the activities of the CPCCs himself on weekly basis. The IGP paid personal visits to the CPCC rooms at the police stations to check the committee case registers, monitor the progress, hold candid discussions on any challenges faced and played a prompt role in addressing them. Direct contact of IGP with the members of CPCCs ensured that the CPCCs faced no operational hindrances, remained motivated and were extended due cooperation and support by the police station staff.

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[21] Official documents shared by chairman of one of the CPCCs during an interview on 26 Dec, 2013

[22] Ibid

## b. Shortcomings of CPCCs

1. **Financial Constraints:** CPCCs faced financial constraints in their operations. Members of CPCCs had to arrange office supplies and furniture through their own resources. There was no financial support from the community or the police administration in cases where CPCC members were required to travel to meet the disputing parties, which placed the financial responsibility solely on the members and served to demotivate them.

> **Grievances of CPCC chairman at one of the police stations**
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> "Our operations are hindered by a lack of resources to manage official work. We arranged the furniture and office supplies ourselves. We do not even get any financial support in cases where travelling is required to resolve disputes of the aggrieved parties, which places further burden on our pockets."
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> *Interview with chairman of a CPCC on 27th June 2014*

2. **Lack of Community Involvement:** Although the CPCC members were notables of the area, the initiative lacked in the domain of broader community participation. CPCCs were restrained by their mandate and were not required to conduct community consultation sessions, which would have resulted in a better understanding of community needs and priorities. Moreover, there was no programme for community awareness on the presence of CPCCs and their assigned responsibilities in the police stations. Broader involvement of community might have helped CPCCs in arrangement of resources to carry out their operations. Without the involvement of the 'big six', community policing programmes are not likely to succeed. Had the initiative been designed to involve community through frequent consultations and engaged them in identification of their priority issues and problem areas, the community policing initiative would have been much widely appreciated. Furthermore, broader involvement of community would have ensured community's willingness to contribute from its diverse pool of resources - including time, ideas, skills and support – to the initiative.

3. **Offices in the Police Station Premises:** CPCCs were provided separate rooms within the police stations. However, CPCCs were approachable only through an entry into the police station which was not a very good idea, keeping in view the unfavorable image that people hold of police stations in general and, more importantly, the subsequent effect it ought to have on the autonomy of the CPCCs. One of the important areas of CPCC functions was to resolve non-cognizable disputes of civil nature. Most people are unlikely to approach police stations in such scenarios and had CPCC offices been kept separate from police stations, it would have been considered more favorably by the people. Moreover, as CPCCs were required to look into any illegalities or human rights violations at the police station, their presence was a constant oversight over the police, but having their offices inside the police stations meant that they had to remain submissive to the SHO who headed the police station, to maintain a working relationship, which made the setup impractical (further discussed in V).

4. **Non-serious Attitude of Some CPCC Members:** At some CPCCs, members displayed a non-serious attitude in taking part in its functioning. Financially-sound notables carried the drawback of their busy personal schedules and commitments elsewhere that constrained their active involvement in CPCCs' operations. In an interview, the head of a founding CPCC complained that senior members of CPCC did not visit the police station even once after the establishment of the CPCC. Lack of commitment and sincerity on the part of the CPCC members towards the initiative hindered its operational effectiveness.

> **Dilemma of selecting high profile members**
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> Chairman of the founding CPCC complained that although high profile members have been selected for the CPCC, but it holds a big drawback. These eminent members are engaged in their personal lives and do not spare time for CPCC, which requires their constant input. The only time when all of them were here was at the launching ceremony of CPCC. *"A few prominent members of CPCC have not visited the police station even once, despite several attempts to coordinate their visits"*, he said.
>
> *Interview with chairman of a CPCC on 27th June 2014*

5. **Unsupportive Hierarchical Setup at Police Stations:** CPCC offices fell in jurisdiction of the police stations, where power rested with the SHOs. Therefore, CPCC members were left reliant upon SHOs' cooperation most of the time. While the Standard Operating Procedure (SOP) under the notified functions called for forwarding non-cognizable cases of civil nature directly to CPCCs, most of the cases, especially where chances of illegal moneymaking was probable, were not referred to CPCCs and were dealt by the police authorities themselves. Human Rights Officers (HROs) that were supposed to assist CPCC members to identify illegal activities at the police station with respect to detainees also fell under the authority of SHOs who were not likely to cooperate with CPCCs.

6. **Lack of Training:** The initiative was undermined by a lack of training of HROs as well as CPCC members. The responsibilities of CPCCs, which pertained to specialized functions of oversight of public-police relations, probing non-cognizable cases, reporting illegal activities at police station and suggesting measures to improve police-public relations required adequate training. Unfortunately, no training programmes for the CPCC members or the Human Rights Officers (HROs) deputed at the police station were developed and delivered. Assistance of NGOs working on the subject could have been availed to avoid this shortcoming.

## IV. *District Sheikhupura's Community Policing Committees*

AIG (Retd) Sarmad Saeed, when deputed in Sheikhupura district as the District Superintendent of Police implemented a community policing programme[23]. Sheikhupura district, at that time, was a highly crime infested district. AIG Sarmad Saeed implemented the community policing

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[23] Recognizing the success of community policing in Sheikhupura, he later on implemented a bigger community policing initiative in District Rahim Yar Khan as well.

programme after his return from Bosnia and Herzegovina in 2001. Under the initiative, various Community Policing Committees (CPCs) were formed in the area with 10-25 members each.[24] Community Policing Coordinators heading the CPCs took the place of the culturally respected persons (Mian Jees). One or two police officers were brought from each police station in the programme as community police officers and later on more police officers were deputed on rotation basis. During a brief period of about three months, 40 CPCs in the town and 20 committees in the suburban villages like Chichuki Mallian, Jiwanpura, Jandiala Sher Khan, Dera Ludhianvi, etc. were formed.

### a. Positive Aspects of District Sheikhupura's Community Policing Committees:

1. **Cultural Sensitivity:** The limelight feature of Sheikhupura's CPCs was that the idea to designate community policing coordinators to different pilot sites was adopted from mian jees[25]. As the people were culturally accustomed to the presence of mian jees as moral supervisors, coordinators of the community policing initiative were more likely to be acceptable by the community as their replacement.

2. **Efforts to Approach Community:** Community police officers, accompanied by coordinators, approached people on streets, holding corner meetings and in mosques after Friday prayers. CPC meetings were organized by involving locals, social workers and notables of the area and loudspeakers of mosques were utilized to announce these meetings.

3. **Pilot Testing Before Expansion:** The initiative focused on a few pilot sites at first and then expanded on demands of communities from other localities. Once citizens of other areas observed a CPC performing well, they contacted the organizers or the DPO, to help them establish a similar CPC in their area. During a brief period of about three months, 40 CPCs were formed in the town and 20 committees were established in the suburban villages like Chichuki Mallian, Jiwanpura, Jandiala Sher Khan, Dera Ludhianvi, etc.[26]

4. **CPC Meetings at Neutral Places:** All meetings were organized at politically neutral or official places, such as schools, offices of the Union Council or public parks, etc. Holding meetings at a neutral place is a wise measure to ensure that all the members of the community participate freely without any apprehensions.

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[24] Community Policing Experience by Sarmad, 2008

[25] An elderly person who was found in every locality of the district, respected and revered by the occupants and whose presence no one would do anything immoral. Mian Jee was a symbol of 'informal control' in the society.

[26] Community Policing Experience by Sarmad, Available at: http://www.4shared.com/dir/6971743/aa74773f/sharing.html#dir=25YLbXsq

5. **Police Leadership's Support to Community Policing Initiative:** A strong leadership role of police hierarchy was observed in taking forward the community policing initiative. Support from the top cadre, preferably DPO or RPO, is indispensable in development and sustainability of a community policing programme. AIG Sarmad Saeed took a driving seat to advance the initiative in the district to apprise the public of the meaning, purpose, benefits and methodology of community policing.

> *"I assure you, it (meeting the public) is no waste of time - an hour in public is worth many months in the office. Law and order meetings and other official businesses are worthless if the public does not recognize your efforts. The senior most police officer attending these meetings will reflect the seriousness and sincerity of purpose. If you take one step toward the general public, they will take two steps towards you."*
>
> **---AIG Sarmad Saeed's advice to DPOs**

6. **A Well Structured Standardized Message for Community:** An important element of the initiative was the development of a standardized speech format once meetings with community were held. The message imparted to the community was aimed to provide them information regarding why community policing is required, limitation of resources and staff faced by police, acute requirement for community support, and how community policing will address crimes and social disorders. AIG (Retd) Sarmad Saeed, developed a standardized speech format at that time so that in case he was not apprising the public himself, the police officers doing so would not miss out any important aspect to be communicated. The message delivered during the speech was intended to appeal to the community and to garner their support for community policing.

b. **Shortcomings of District Sheikhupura's Community Policing Committees:**

Although data on the specific goals, exact problem solving strategies and how well the goals were achieved is missing in literature, however, based upon the available information. This model in our view had the following two demerits:

1. **Sustainability:** As in almost all other initiatives, lack of sustainability was a major shortcoming. As soon as police leadership shifted, the community policing programme ended.

2. **Lack of Problem Oriented Policing:** Databases and MIS to develop crime maps and conduct crime analysis are important to proactively curb crime and social disorder. However, no such mechanisms were set in place. Such a system would have added value to district Sheikhupura's community policing initiative.

# Section Three - Four Stages of Community Policing

Community policing can generally be divided into four stages: preparatory, implementation, evaluation, and modification & expansion. Before delving into the four stages of community policing, it must be understood that there can be no definite prescription for community policing. A community policing strategy that might work in one community and neighborhood might not work in the other. Each place has its own factors that might support or hinder the community policing initiative. Therefore, successful community policing model can only be implemented after careful trial and experimentation.

The four stages of community policing below are intended to provide a broad framework on which community policing model can be structured. Implementers should exercise their own prudence while structuring a community policing programme over the recommended framework.

## *Stage One: Preparatory*

### I. Taking All Stakeholders on Board

The most important element while implementing community policing is a strong and sincere commitment among all the stakeholders to collaborate for achieving the goal of community safety and security. As community policing banks upon support from community, including civil society and public/private organizations, therefore, the involvement of all key stakeholders is important from the initial stages of design. Police must initiate liaison efforts with community leaders, trade union leaders, heads of academic institutes and public and private departments in the locality. The liaison must be built on the premise that maintenance of law and order is everyone's responsibility and although police would take the lead role, the contribution of all the stakeholders is necessary to improve quality of life.

Police would need to approach the stakeholders to take them into confidence that would pave way for the development of partnerships at later stages. A practical approach for the police department to follow is to train and assign liaison officers to different targeted stakeholder groups at local levels. It must be recognized that some stakeholders, based upon the area settings, might be extremely crucial for the success of community policing programme, such as village elders, community notables, media and religious leaders. Therefore, special care and attention must be devoted to take these groups on board. However, it is even more important to remember, that grassroots community members are important to be approached as well, as it is the general population whose support is required to be won to implement and sustain successful community policing initiatives. Police should approach all the stakeholders with humbleness and courtesy and allow everyone to express their aspirations and apprehensions. The community must be taken into confidence and made to realize that their active support and participation is a necessary condition for a safety and security situation. The role of media, as explained

later, in 'establishing partnerships with community', is pivotal to reach out to broad audiences.

## II. Understanding the Community Context

Only after the police have contacted the stakeholders, will it be in a position to understand the locality dynamics and identify the needs and concerns of the community with respect to policing. Police can rely upon public surveys to get the opinion of public in the following areas:

- Public perception of police image/ areas that police can improve upon;
- Crime concerns and community priorities
- Community needs and demands

The survey must be representative of the population and must take into account the views of all segments of the community. It should be remembered that the public might not be at ease to express its views on policing if the survey is carried out by the police itself. In such cases, police can utilize the help of research or academic institutes so that results that depict reality can be derived.

## III. Establishing Partnerships with Community

Establishment of partnerships with community is not an easy task to undertake. In Pakistan, where the general public perception of police is that of an agency with a colonial mindset and coercive attitude, it is important that considerable time and attention are devoted on strengthening bonds with the community. For successful partnerships to be established, both the police and community need to work together with commitment, cooperation and an elevated level of transparency and communication. Both the police department and the community must move out of the mould of separate identities and find out ways to jointly work towards the solution of community problems and achievement of goals of common interest. Police must also realize that for active participation and support of the community, a bond of trust is required to be established. Without trust between police and community, community policing is not possible. To win the trust and confidence of community, an important message to be imparted to the community is how they would benefit from community policing. After all, community members would be required to invest their time and resources, therefore, convincing them on the possible benefits is an important step in moving forward with the preparatory stage.

Law enforcement agencies can target various community groups to build effective community policing partnerships for community policing to flourish. A few of the important community groups with whom partnerships bring varied benefits are presented hereunder:

- **Media Partnerships**: Power of media can be utilized by police to make the public aware of crime & violence, preventive safety measures, and possibilities for police-

public collaborations. Media, in turn, would require police to be open and transparent to the media about its operations and being responsive to media whenever required.

- **Business Community Partnerships**: Business community, like the general population, has major stakes in maintenance of law and order. Convincing corporate sector to invest in community policing initiatives can be fruitful for the police department in Pakistan. Not only can the business community directly fund purchase of equipment and technology for the police but it can also support police-community joint events for stronger relationships/ partnership building and sponsor community preparedness events to fight crimes. However, most of the businesses cannot be expected to invest in community policing initially and, therefore, they must be made to realize that their investment is directed towards addressing crimes that directly affect them and that by supporting police they can earn greater respect, appreciation and credibility of their customers, which is likely to elevate their repute as well as profits. However, it is important to note that greater economic contribution by a few strong groups would mean that they would be able to exercise greater influence over the initiative, which is not desirable. Every community policing initiative at all times must be kept transparent and publicly accountable so that it doesn't transform into an enterprise for and controlled by a specific interest group.

- **Government Partnerships**: Partnership with government agencies is vital for police department for successful implementation of community policing initiatives. Partnerships with public departments can address various root causes of problems as evident in examples provided below:

  o **Development Authorities:** By forming partnerships with development authorities such as Capital Development Authority and Lahore Development Authority etc, police can work out entertaining and healthy activities for the youth in parks and playgrounds that could prevent them from indulging in illicit behavior. Such partnerships are, thus, likely to reduce youth crime and violence in the communities.

  o **Social Services:** By forming partnerships with social services such as darul falah[27], negahban[28], kashana[29], gehwara[30], and chaman[31] etc, police can identify problems prevailing in society, research issues and trends that might lead to criminal activity and subsequently devise effective and lawful police responses to deal with them proactively.

  o **Municipal Authorities:** Partnering with municipal authorities, police can ensure that neighborhoods are kept clean and properly maintained. Missing street lights

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[27] Mother & Children Homes

[28] Centre for lost & kidnapped children

[29] Home for destitute & needy women/girls

[30] Abandoned Babies & Destitute Children Home

[31] Treatment, Training and Rehabilitation Centre for mentally retarded children

and dirty neighborhoods are more likely to attract crime and disorder in community, which municipal authorities can help keep clean.

- **Non-Governmental Partnerships**: There can be multiple types of non-governmental partnerships out of which law enforcement agencies could benefit. Some are outlined below:

  o **Community Members:** A community member is the smallest, yet the most vital unit at which police can develop partnership. Important information that can lead to prevention of crime can be derived from community members. Youth, middle aged people and senior citizens can all offer valuable insight once police establishes a friendly relation with them.

  o **Not-for-Profit Organizations:** There are many not-for-profit organizations working for similar cause of public safety, promoting democratic policing and police reform. Alliance with such not-for-profit organizations can be beneficial for police as they can offer fruitful training programmes, assist in public educational campaigns, and support the production of publicity material beneficial for law enforcement as well as the community.

  o **Volunteers:** Public volunteers, driven by their passion towards the cause of promoting public safety, can be valuable partners for the police in community policing initiatives. Volunteers can assist policing activities in minor incidents such as assisting students in crossing road after school hours, being part of neighborhood watch programmes, disseminating leaflets and fliers on safety measures to the people and assisting police in organizing events to promote public-police relationship.

## IV. Chalking Out a Community Policing Plan

A sense of where the police leadership wants the agency to go and how to get there is vitally important for the successful implementation of community policing. A community policing plan should be a well-thought-out strategy to make community policing operational. Involvement of the big six while devising a community policing plan is of paramount importance. Engaging the big six would not only ensure that the programme is warmly received and garners broad support but also that it becomes sustainable and becomes institutionalized. As we have observed, community policing initiatives are usually abandoned once the police leadership is transferred. To tackle this problem it is essential that the community policing initiative integrates all stakeholders of the big six. It would ensure that even when the police leadership shifts, the stakeholders can keep the initiative alive by developing liaison with the new police leadership. A departmental circular/order/notification by the incumbent senior police official would add further credibility and strength to the community policing programme. A good community policing plan must include:

### a. Vision and Mission Statement

Community policing programme, led by the DPO, is best to be implemented across the district. The district police must, therefore, develop its vision and mission for community policing programme to serve as a direction for the department. The vision statement of the community policing programme might be 'to reduce crime, fear of crime and improve quality of life in the district". While the mission statement might for example be 'to establish stronger partnerships with the communities, promote responsibility and accountability in policing to protect lives, liberty, and property of persons'.

### b. A Set of SMART Goals Relevant to Community Concerned

Based upon the community surveys, a set of goals must be developed that are SMART (Specific, Measurable, Achievable, Relevant and Time-bound). Examples of community policing goals might include; decline in robberies by 10% in one year; 80% of community policing members attend monthly meetings in the coming six months; reduction of mobile snatching in the district by 50% in two years.

### c. Programme's Theory/ Strategy for Operationalizing Community Policing Plan

The SMART goals identified need to be discussed with community members. For that, community meetings should be organized that include the key members identified while establishing partnership. Along with these key players, the meetings must encourage maximum members of the community, especially marginalized population, to attend the event so that views of the maximum community members can be appropriately taken into account. Meetings must be held at accessible and neutral places so as to ensure maximum participation of the people. The local newspapers, cable networks and mosque loudspeakers (Friday sermons) can all be utilized to inform the public of the meeting well in advance.

The programme's theory/ strategy to operationalize community policing plan must be precisely planned and thoroughly discussed. The project needs to be divided into phases and every phase must be broken down into activities with benchmarks and assessment criteria. The logical map that emerges out of this sequential planning would be the master plan to achieve the project's goal and the specific objectives set out.

Identification of resources (personnel, material and financial) and a clear set of roles and responsibilities of the community policing stakeholders to achieve the goals must be discussed and agreed upon. The stakeholders can sign a memorandum of understanding to make the process formal and ensure that each stakeholder abides by his/her commitment/s to the initiative. For example, to achieve the goal of minimizing robberies by 10% in a year, the community policing meeting participants might agree to launch a neighborhood watch programme in which citizens can be trained by police officials to identify suspicious activities and crime. Participants of neighborhood watch group must stay concerned about the safety of the neighborhood/ community and keep a watchful eye over what's going on. A few of the younger community members might

agree to coordinate meetings while the older ones might consent to visit houses in their respective neighborhoods to inform and educate the residents of the neighborhood watch programme. The residents can be asked to keep bushes in front of their houses trimmed and keeping their doors locked to maximize protection. It must be remembered that the community members involved in the neighborhood watch group, like any other community policing initiative, must never turn into a vigilante group- they are there only to keep a watchful eye on the streets and to report suspicious activities to the police immediately. The municipal

> **Word of caution on neighborhood watch**
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> It must always be strongly emphasized that neighborhood watch groups are not vigilantes and should never take up the role of the police. Their duty is to remain alert, attentive, and concerned and ask their neighbors to do so as well. In case of observing any crime or suspicious activity, they must immediately report to the police.

corporation might agree to play their part by fixing broken lights in the streets where incidents of robberies are most prevalent. Police might then allocate beat staff, a quick response vehicle and provide contact numbers of the respective beat officers to community members so that they can report suspicious activities. Local businesses might contribute by allocating funds to meet the fuel costs of the police vehicles.

## V.  Getting Media Support to Propagate the Message

Police, no matter how hard it tries, cannot reach out to members of community as efficiently as through the utilization of print and electronic media. Local newspapers and FM/ TV networks can be used to propagate and reinforce the benefits of community policing as well as the planned initiative to the masses. In this regard, local newspapers, radio and cable TV channels can be of much assistance. Radio messages, video awareness clips, leaflets and brochures can be developed with the support of local NGOs, who can offer technical support, and business community, who can offer funds for wide circulation of messages to the public.

## Stage Two: Implementation

## I.   Intra-departmental Changes

Community policing is an adaptation of proactive approach of problem solving to address root-causes of crime with the partnership of community, therefore, broad ranging intra-departmental changes in the police department are required to be made. Organizational transformation is essential to implement and sustain community policing. It is important to note here that community policing does not advocate eliminating incident driven policing altogether, but that community policing goes side by side with the traditional policing model to proactively curb root-causes of crimes.

A few of the vital elements that require attention for the success of community policing and are required to be inculcated in the culture of the police department are presented below:

### a.  Openness and Transparency

Police department needs to be more open and transparent in its functions to build positive relations with the community, earn legitimacy and garner public support for community policing. Police departments are mostly found to be secretive in their functioning, except for instances where they want to highlight positive stories in the media. To understand the role of openness and transparency in policing for better police-public relations we can look at an example of use of force by the police. News of police brutality surface in media on frequent basis and serve detrimental to police-public relations. Although, use of force by the police in most instances might not be legitimate, however, there are cases where use of force is justified by law. The problem in such circumstances is that media and public are both ill-informed on police policies and legal aspects regarding use of force. If police makes its policies open to public, the likelihood of public resentment against police on use of force, in cases where it is warranted, would become low.

Higher transparency and openness by the police is required in the following areas:

- Organizational structure and staffing
- Budgets and spending
- Departmental priorities and achievements
- Policies and procedures

Information can be provided to citizens through websites, newsletters, annual reports and public meetings. Communication desks can be opened in the police stations to provide information to the citizens when required. Police departments should, by principle, assign information officers in their offices to deal with public information requests in an efficient manner as per provisions of right to information legislations in the country.

## b. Decentralization and Empowerment

Decentralization in command structure and decision making along with empowerment of police officials is a mandatory condition for implementing community policing. Community policing relies upon the police on the beats and in the streets for its success. It is the cops on the street that are the public face of the police and it is them who are responsible to interact with the people, attend to their needs and to develop partnerships with the community. Therefore, community policing requires that the officers on the beat are empowered to take action without consulting higher management, as traditionally evident in the formal strict command structure. To ensure a timely response, the police officers on the beat need to be creative and, therefore, properly acquainted with problem solving skills so that they can take initiatives on their own with minimum supervision. Once the beat officers are empowered to interact with the community and take corrective actions, they would take greater ownership of the area, be accountable for their actions, gain valuable information from the community and would be able to devise efficient and effective responses to the needs of the citizens. However, the higher management is required to arrange adequate training programmes, provide support whenever required and invoke periodic accountability checks to ensure that empowerment is not exploited by the beat officers.

## c. Department-wide Training on Community Policing

Department-wide trainings on the broader concept of community policing must be made a mandatory part of police organization's training programmes. The objective of these training programmes should be to build police's belief in importance of broader police functions beyond law enforcement, sensitize police on the concept of community policing, elevate understanding of benefits of community policing so as to minimize the possibility of resistance to the approach and garner department wide acceptance to the new philosophy. Moreover, trainings on interpersonal skills must be imparted to the new recruits as well as the serving police officers. It is important to conduct department-wide trainings as the objective of community policing programme in the long run should be to incorporate community policing throughout the police department. Moreover, these trainings would also help the police officers who are not initially part of the community policing programme to understand the importance and appreciate the efforts of the police staff that is involved in the community policing programme.

## d. Establishing District Community Policing Oversight Committee

Community policing programme is best to be led by DPO him/herself. The active participation of the DPO is important for the success of community policing. DPO's active participation will positively impact the proper implementation of the programme as it would not only contain petty issues from arising and hampering the progress of the initiative but would also keep the district police and the public motivated. The DPO can develop a community policing oversight committee to ensure that each stakeholder

abides by its commitment as set out in the community policing plan. The community policing oversight committee can be headed by an SP, ASP or DSP along with other police officials and stakeholders selected on the basis of, foremost, their good reputation, influence in the community, interest in community problems, and willingness to devote time and energy to the programme. The responsibility of the community policing oversight committee should be to ensure that activities and objectives of the community policing programme are swiftly communicated to the community policing centers (discussed later), CSOs and public at large. Moreover, the community policing oversight committee must ensure that the growing concerns of the public are brought to the table, meetings are properly and routinely organized, and resources for the initiatives, if required, are pooled in from the community and goals of community policing programme are accomplished in a timely manner.

## e. *Community Policing Centers and Committees*

Depending upon resource availability, the Community Policing Centers (CPC) can be established as small offices to serve as the central point of contact for the public at community level. The community policing centers can be headed by a sub-inspector who is well trained and supportive of Community Policing philosophy. Ideally the DPO should assign 8-10 community policing officers at the disposal of the sub-inspector, heading the community policing center for beat patrolling. Each CPC must have a telephone line/ connection for swift contact and one or two community policing officers must always be available to offer assistance to the people and listen to their suggestions and complaints.

Community Policing Centers should initially be established at project pilot sites. Community policing pilot sites should be selected as per the identified priorities chalked out in the community policing plan. For example, if the community policing plan seeks to reduce drug peddling in a district, it would be best to select pilot sites where the highest number of such incidents arise.

Although not compulsory, community policing centers should preferably- if funds allow- be established separately from the police stations, in areas that are visible and easily accessible by the public. There are basically two main reasons to avoid the establishment of community policing centers inside police station that are presented hereunder:

1. Police stations generally hold a negative image amongst the public, and citizens are more likely to approach independent community policing centers, outside the premises of the police station. Community policing centers can provide a friendlier environment to the community members where they can easily raise their concerns, discuss issues, provide information related to crimes and lodge complaints.

2. The functioning of the community policing center can be negatively influenced by the SHO deputed at the police station. As the SHO in-charge of the police station would be more powerful than officer deputed at the community policing center, it would be difficult to keep the functioning of the center independent and in-line with the true

spirit of community policing. Similar situation has been experienced by one such citizen-police coordination committees (CPCC) established in Islamabad during late 2013[32]. The CPCCs were assigned the role of resolution of disputes, promoting a friendlier policing attitude and ending offensive practices at police station, however, as reported by the head of one such committee, the CPCC was rendered powerless as all the cases brought to the police station were channelized through the SHO and the cases where possibility of earning bribe was high, were not submitted to the CPCC. The head of the CPCC was left ineffective in such situations as the police station staff was under the direct command of the SHO.

**Important Note:** It is the responsibility of the top police leadership to ensure that cooperative ties are sustainably formed between the police and civilian stakeholders of community policing initiative as soon as an initiative is launched. Without cooperation amongst the stakeholders, the results would be counterproductive and community policing is likely to fail.

Each CPC must establish a Community Policing Committee[33], wherein 8-10 members representing the local community are included. The role of Community Policing Committee would be to serve as a bridge between the public and police to identify community issues, problems and ideas and provide input in developing and communicating community policing strategies to proactively address problems in the community. It should, however, be noted that having Community Policing Committee to serve as a bridge between police and the community should promote and encourage rather than hinder community members from directly contacting community policing officers.

While forming the Community Policing Committee, it must be kept in mind that the selection should only permit those people who are passionately interested in the elimination of crime and disorder in the society through community policing. Community Policing Committee members must be selected on the basis of their influence in the community and willingness to devote time to the initiatives. AIG Sarmad Saeed (retd) in a telephonic interview[34] recalled from his experience of implementing community policing in District Sheikhupura, and later on in Rahim Yar Khan, that most of the people interested in becoming a part of community policing committees were in reality only interested in gaining leverage though establishing police contacts and ended up becoming police touts. Moreover, the CPCC initiative of Islamabad police suffered due to disinterest of senior CPCC members in attending the committee offices due to their own busy schedules, which should be kept in consideration so that the programme does not suffer at later stages. The selection of community policing committee should be carefully undertaken to strengthen the chances of successful implementation of the initiative.

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[32] http://tribune.com.pk/story/639383/bridging-the-gap-five-citizen-police-coordination-centres-open-for-business/

[33] Community policing committee would represent local community, while the community policing oversight committee would be a body overlooking functions across the district.

[34] Interview conducted on 8 January, 2014

While Community Policing Committee should meet more frequently (preferably at CPCs on weekly basis), general community meetings should also be arranged on monthly or quarterly basis. Venue for the general community meetings must be apolitical and must allow for maximum public participation. Community must be informed of general community meetings beforehand via utilizing mosque loudspeakers, flyers distribution, advertisement on cable TV and by reaching out to the community through Community Policing Committee members and Community Policing Officers. Problems faced by community would become known as a result of these meetings and strategies devised accordingly to address them.

In Pakistan, where the resources to establish and sustain community policing programmes might not be available through government budgetary allocations, CPCs would need to devise strategies that are resource-friendly in terms of area. It must be noted that resources include not just money but also the time, ideas and energy of the community for participation in the programme. Therefore, different strategies need to be implemented in different areas to make the programme functional. For example in affluent areas, where financial contribution might not be a problem, assistance from the local community would be easier, while getting broad participation in frequent meetings might not be a viable option. Similarly, there might be communities where availability of funds is scarce, but community is willing to contribute more frequently through their time and energies.

A successful example of resource pooling can be taken from CPLC Sindh, where for the Neighborhood Care project of Defense Housing Authority (DHA) Karachi, Brig. Maqsood Hussain, Administrator DHA provided office building to CPLC for initiating the project[35]. Once community policing programme starts producing positive results, it is likely that the community would be further motivated to invest in the programme. Depending upon the goals of the community policing programme, NGOs can be contacted to assist in development of resource material such as leaflets and brochures for public awareness that can be placed at these CPCs.

## f. *Recruitment, Training and Evaluations of Community Policing Officers*

### 1. **Recruitment/ Appointment**

The community police officers need to be recruited/ appointed on the basis of their interest and a positive attitude towards the philosophy of community policing. A police officer that considers community policing as a mere wastage of time or fancy policing and considers the coercive attitude of traditional policing in Pakistan as the right course to take is likely not to fit in the programme well. Community policing officers must be made to realize that their job is important for long-term community safety and security. The selection of community policing officers should be made so

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[35] http://www.cplc.org.pk/content.php?page=18

that they represent the community in the best possible manner- officers who understand the community dynamics are more likely to know the people better and understand the issues and problems more thoroughly. Therefore, police department, while hiring/appointing, must place into utmost consideration that the knowledge, skills and abilities of the prospective job applicant or the officer being transferred into the programme are likely to result in establishing friendly community relations, engage in problem solving, and conduct effective communications. To ensure that the officers fit well into community policing programme, new job descriptions need to be devised.

## 2. Training

Specialized training needs to be imparted to the community policing officers as they need to perform duties, which are different from the traditional reactive policing activities. Police agency officials in general as well as community policing officers, newly hired and shifted to community policing programme, in particular, need to be trained in the following areas:

- Police-public partnerships;

- Police-media relations;

- Police transparency and responsiveness

- Police ethics and human rights;

- Effective interpersonal communication;

- Problem solving in policing

## 3. Evaluation

Community policing requires that the fundamental roles and responsibilities of the police officers implementing it are changed. The traditional evaluation of a police officer is usually based on law enforcement and crime related measures such as reported crimes and number of arrests made etc. However, new criteria to evaluate the performance of community policing officers need to be developed once they are assigned community policing work. Devising new criteria for evaluation is important because community policing officers are likely to be demoralized and would not produce expected results, unless the expectations of their superiors change and they are evaluated on indicators that reflect their commitment to community policing rather than the traditional responsibility of making a high number of arrests. Community policing officers should be evaluated under the areas of problem solving skills, community collaboration and partnerships and community satisfaction with policing service. The Houston task force (Wycoff and Oettmeier 1993a) based the new performance criteria[36] on tasks and activities officers performed in their

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[36]http://www.policeforum.org/assets/docs/Free_Online_Documents/Community_Policing/personnel%20performance %20evaluations%20in%20the%20community%20policing%20context.pdf

neighborhoods. The tasks measured in their criteria are provided hereunder and can be used on rating scale from one to ten for marking officer's performance:

    **i.**     Learn characteristics of area, residents and businesses.

    **ii.**     Become acquainted with leaders in the area.

    **iii.**     Make residents aware of who the officer is and what s/he is trying to accomplish in the area.

    **iv.**     Identify problems of the area.

    **v.**     Communicate with supervisors, other officers and citizens about the nature of the area and its problems.

    **vi.**     Investigate/do research to determine sources of problems.

    **vii.**     Plan ways of dealing with problems.

    **viii.**     Provide citizens information about the ways they can handle problems (educate/empower).

    **ix.**     Help citizens develop appropriate expectations about what police can do and teach them and how to interact effectively with police.

    **x.**     Develop resources for responding to problems.

    **xi.**     Implement problem solution.

    **xii.**     Assess effectiveness of solution.

    **xiii.**     Keep citizens informed.

## g. *Beat Strategy for Community Policing Officers*

Beat planning for the community policing officers is an important task to undertake. A beat should ideally be a geographic locality, small enough so that the community policing officer can patrol it several times during a shift, if required. Beat size may vary with respect to programme goals that are required to be achieved and whether patrolling is undertaken on foot or through other means. Patrolling on foot or bicycle is advocated due to the reason that it makes the beat officer more approachable and allows for a closer contact between beat officer and the community which is impossible to establish while patrolling on cars. The community policing officer should be assigned specific beat patrolling hours, ideally four-five hours per day, wherein he should strive to meet the community and to develop cooperative relationships. The patrolling activity of the community policing officer on the beat would allow him/ her to know the community members, their needs, issues and concerns. As a good practice, community police officer should also make himself/ herself available at certain predefined spot that is in knowledge of community, for one to two hours, twice or thrice each week. The community policing officer should maintain a beat book that s/he should fill on daily basis and record information

related to daily interactions with the community. The beat book shall record the community profile, their concerns and complaints, and expectations from the police.

It is important that the community policing officer is empowered to analyze situations and take decisions based upon his problem solving skills, which would require that his seniors trust his judgment. However, it should be noted that the community policing officer along with increased empowerment would also need to be accountable to the public scrutiny. A formal complaint mechanism through which the citizens can report their grievances against the community policing officer to his superiors must be established. Such complaint mechanism must ensure that the aggrieved person is duly protected from the community policing officer against whom s/he has lodged the complaint. As community policing officers on the beat are the public face of the community policing programme, therefore, the complaints of citizens must be taken seriously and properly investigated, failure to do so would weaken the police-community partnerships.

Another important point to remember is that the community policing officers must not be interrupted from their core job of beat duty to be assigned elsewhere. Such reassignments, which are a common policing practice, are likely to prove distractive and demoralizing for the community policing officers.

Community policing officers on beat should focus on strengthening partnerships with the community by establishing goodwill. To do that, police would need to attend to social and civic problems of the public as well, such as attending to the needs of the senior citizens, helping to get street lights fixed, assisting young children while they cross roads etc – community policing would be an extension of the mandate of police to make people happy. It wouldn't take long for the public to realize that police is extending help outside its traditional role, which would lead to strengthening of a community-police relationship based upon trust. Once the community starts trusting the community policing officers, they would share more information with the police and extend greater efforts to curb crime and disorder in the society.

## II.  *Developing Inter-Agency Cooperation*

Crime has its roots in social disorders prevalent in the society, therefore, to proactively curb crime and disorder, community policing advocates the police to extend its traditional role and broaden its mandate to take up issues that affect social life and well being of the community. However, police cannot take up the charge of attending to all such social issues alone. To effectively manage social problems, police requires inter-agency support and cooperation. Cooperation efforts should be directed towards government agencies, private sector, NGOs and other civil society organizations to seek assistance where required.

As all the identified groups have been involved in the process of developing community policing plans, wherein identification of community problems, sharing of resources, chalking roles and responsibilities of each party shall be determined. Joint

training sessions that include all partners along with the public and the police can be undertaken to assist in enhancing the understanding and conveying the importance of community policing. NGOs can facilitate the police in carrying out these training programmes. Various groups would be required to participate differently in the community policing programmes, depending upon the issues confronted by them.

The problem of drug addiction in Pakistan provides a good example of multi agency cooperation. Drug addiction in the youth is on the rise in many urban areas of the country. The reasons for drug addiction might include absence of healthy activity opportunities and proper guidance to the youth. To tackle the problem through inter-agency cooperation, Police can contact NGOs working on similar issues and organize seminars and walks to raise awareness on the subject. Youth can be invited to participate in the events so as to ensure that they are sensitized on the health hazards. Partnership with educational institutions can be established wherein trained police officials and NGO representatives can go and talk to the students about the menace of drug addiction on frequent basis. Short video messages and recordings of awareness sessions, seminars and walks can be shared with the local media; especially the cable TV operators who can assist in the awareness drive by telecasting the visual content. Municipal administration can be approached to play its role by adequately maintaining playgrounds so as to promote sports and healthy activities for the youth. Community can play its part by reporting drug addicts to the police, who can then liaise with drug rehabilitation centers that treat the ailment.

## III. *Problem Solving*

While the traditional policing focuses on solving cases on incident by incident basis, community policing focuses on addressing the root causes of problems in a proactive manner. The first proponent of proactive policing; to alleviate crime by addressing root causes was Hermann Goldstein. Hermann Goldstein in 1979 critiqued reactive policing as focused more towards the 'means' of policing (such as rapid response-operational efficiency) and further laid emphasis on 'ends' of policing (effected outcomes of policing) – Goldstein advocated a systematic approach to problem solving which later on converted into a full policing model.[37] While there are several problem solving models available to utilize, the most common in use is SARA[38]. Goldstein's approach was elaborated by Eck and Spelman's (1987) SARA model.[39] SARA model is currently popular in many countries around the world. Centre for Problem Oriented Policing in USA has been administering 'The Hermann Goldstein Awards' since 1993, that recognizes police officers and departments – both in USA and around the world – that engage in innovative and effective problem–solving efforts and achieve measurable success in reducing specific crime, disorder, and

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[37] (Goldstein, 1990; Tilley, 2008)

[38] Scanning, Analysis, Response and Assessment

[39] http://cebcp.org/evidence-based-policing/what-works-in-policing/research-evidence-review/problem-oriented-policing/

public safety problems.[40] As observable on POP's Goldstein award webpage[41], police department and agencies from USA, UK, New Zealand, Canada, and Chile have submitted their problem solving experiences to compete for the award.

*The SARA model of problem solving has the following four stages:*

1. **Scanning:** Scanning is the first stage of problem solving process, during which the problems that are recurring in community are identified and prioritized by a collaborative effort of police and the community. Problems can be prioritized on basis of community's preference or in terms of whichever is causing the most harm. Examples might include a community where thefts, youth violence and drug addiction are identified as the major problems. Community and police might jointly prioritize thefts as the first priority area to address.

2. **Analysis:** Once a problem has been identified, it is time to conduct an analysis of the conditions and events that have led to the problem. Data needs to be collected so that the problem can be looked at from various angles. Taking ahead the problem of thefts identified in the earlier phase, questions that need to be pondered in analysis phase might include: what are the probable reasons for increasing thefts? ; What is the magnitude/volume of thefts in the area? ; How many community members have been affected? ; What is the frequency of thefts? ; are certain areas more prone to thefts than others? ; Is there a link between theft and drug addiction (other identified problems)? What is the current response to theft, if any? How effective is the current response in dealing with theft?

3. **Response:** It is in the response stage that the solution for the problem is thought of and implemented. While developing a response it is best to utilize knowledge and experiences from other areas facing similar situations. Thorough brainstorming sessions need to be undertaken, preferably, with the involvement of community so as to garner a variety of ideas and community support. Alternative responses for the problem can then be devised in consultation with the community and the most logical and practicable response can be implemented. While devising the response, care needs to be taken that the necessary resources to tackle the problem are present and a strong will of the community to invest in the response are agreed upon beforehand.

4. **Assessment:** Assessing the effectiveness of response is the final stage of the SARA model. The effect of the response can be measured by simply answering two questions, i.e. 1) did the problem decline? And 2) did the problem decline due to the response? The answers to these two questions help us in making decisions for the future and assist us in applying similar response to similar problems elsewhere. As compared to evaluation of the community policing programme, the assessment phase of the SARA model is a narrower activity- while evaluation, especially process

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[40] http://www.popcenter.org/library/awards/goldstein/

[41] http://www.popcenter.org/library/awards/goldstein.cfm?browse=department

evaluation (discussed later), continues throughout planning and implementation of community policing programme; assessment is only a part of the SARA model performed to gauge problem solving only.

Other tools, such as problem analysis triangle[42], alternatively called the crime triangle, may be utilized along with the SARA model, during the analysis and response stages to better understand and develop an improved strategy for dealing with the problem at hand.

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[42] Reade more on: http://www.popcenter.org/about/?p=triangle

## *Stage Three: Evaluation*

Evaluation is vital for the success of community policing programme. As community policing programmes are long term initiatives, therefore, evaluations must be conducted on frequent basis, throughout the community policing programme's planning and implementation phases, to determine whether the process is going as planned and whether the results are being achieved as envisaged. Evaluation, thus, helps in identification of gaps, shortcomings and deviations in the project and, therefore, helps in taking timely remedial steps so that objectives/goals of the initiative could be met timely and in an effective manner.

Evaluations require that variance in some pre-established indicators or benchmarks is observed. It is important to develop a broad set of indicators that take into account both quantitative and qualitative aspects. For example, in an area where the goal is to reduce street crime, the set of indicators, must not only include the fluctuation in crime rate, but shall also take into consideration variation in police-public cooperation/ relationship, attendance of community members in community policing meetings, and changes in amount of information received about criminal activity etc.

Evaluations are broadly divided into two types:

**I.     *Process Evaluation*:** Process evaluation is aimed to examine the programme design and response implementation - how it was supposed to work v/s how it worked in reality or in other words whether the response was implemented as planned. Process evaluation aims to look at the stages of the project and to see whether these have occurred as planned in a logical manner.

For example, if the objective of the community policing initiative is to reduce car thefts, the response plan to do so might require: A mapping of hotspots (with majority of car thefts to be developed), beat officers to be assigned to the crime prone areas on patrolling duty, municipal committee to fix street lights so that cars parked in the street are visible from faraway, residents motivated to put car safety alarm system through public awareness campaigns, list of suspects developed and their activities monitored, and arresting and prosecuting persistent offenders.

The process evaluation can focus on the following areas:

- Were the planned interventions put into place in order to minimize car theft?

- Were hotspots mapped with the latest data updated on frequent basis?

- Were street lights fixed and all dark parking areas illuminated?

- How many cars parked on streets installed car security alarms as advised?

- How many suspects were on the list and were their activities monitored?

- How many offenders were arrested and persistent offenders prosecuted?

**II.     *Outcome/Impact Evaluation*:** Impact evaluation is aimed to examine the overall impact of the community policing programme in achieving its objectives at the culmination of the

project. In simple words, impact evaluation looks at whether the problem declined? And was it the response that caused the decline? Both quantitative and qualitative indicators need to be taken into account while conducting an outcome/impact evaluation.

For example, if the objective of the community policing initiative is to reduce car theft, the outcome/impact evaluation can focus on the following questions:

- What is the overall reduction in car thefts?
- Are there certain specific areas that have witnessed greater decline in car thefts?
- In case of multiple strategies in different areas, which strategy worked best?
- Was the programme more successful with certain group of people than others?

A strategy to identify and formulate indicators and the questions to assess them for evaluation is to use the broad areas identified by the Development Assistance Committee's (DAC) criteria for evaluating development assistance[43]. The DAC evaluation is a thorough process that takes into account: relevance, effectiveness, efficiency, impact, and sustainability as areas of focus for evaluation. In case public opinion surveys are utilized as a tool for research, it is better to make use of civilian volunteers, as people might be reluctant to provide their honest opinion to the police.

## *Interpreting results of process and impact evaluation*

The results of process and impact evaluation can be interpreted by utilizing the tabular matrix[44] presented hereunder:

**Table 1: Interpreting the results of process and impact evaluation**

| | | Process Evaluation Results | |
|---|---|---|---|
| | | **Response implemented as planned, or nearly so** | **Response not implemented, or implemented in a radically different manner than planned** |
| **Impact Evaluation Results** | **Problem declined** | **A.** Evidence that the response caused the decline | **C.** Suggests that other factors may have caused the decline, or that the response was accidentally effective |
| | **Problem did not decline** | B. Evidence that the response was ineffective, and that a different response should be tried | **D.** Little is learned. Perhaps if the response had been implemented as planned, the problem would have declined, but this is speculative |

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[43]The DAC Principles for the Evaluation of Development Assistance, OECD (1991), available at: http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

[44] Available at: http://www.popcenter.org/tools/assessing_responses/

Evaluation of community policing programme would basically reveal four broad results, presented in cells A, B, C, and D of Table 1. For better understanding, taking forward the example of car thefts, the following four interpretations can be derived:

1) Cell A: if the results fall in cell A, it means that the response was implemented as planned and the problem of car thefts declined because of it. Therefore, the applied response would be appropriate to replicate in other areas facing similar problems;

2) Cell B: if the results fall in cell B, it would mean that the response was implemented as planned but was unable to produce a decline in car thefts. Therefore, the applied response would not be appropriate to replicate in other areas facing similar problems;

3) Cell C: if the results fall in cell C, it would mean that there has been a decline in car thefts but it has not been due to the planned response as the response was not implemented- some other factor/s have been responsible;

4) Cell D: if the results fall in cell D, it would mean that there has neither been a decline in thefts, nor has the response been implemented as planned. Both process and impact evaluations should be undertaken again, once the response is implemented.

## *Stage Four: Modification/ Expansion*

The decision to modify, halt or expand community policing programme depends upon the findings of the evaluation. Evaluation requires that all the stakeholders of community policing programmes are involved in the review process. The review should accommodate stakeholders' perspectives and should ensure that results of the evaluation of all the stages of community policing initiative are shared and thoroughly discussed with the community. Activities that have not produced the intended results must be modified, discarded or replaced by others that are more effective. In case the pilot sites have produced intended results of enhancing community engagement, reducing crime or fear of crime, the community policing programme can be expanded to other localities as planned.

The community policing teams from the pilot sites that have produced successful results can be utilized as an advisory-cum-training team for community police officers in the new areas. It should be remembered that community policing initiatives successful in pilot sites might not be equally successful in others due to variation in demographic, social and political makeup and other disparities in area characteristics. Therefore, community policing programmes, successful in the pilot sites, might require modifications before implementation to be equally effective in other communities.

# Section Four – Conclusion

We have tried to make this handbook as simple and elaborative as possible. Our objective has been to present a broad guideline to implement community policing, while also providing insight into a few relevant initiatives undertaken in Pakistan so that positive aspects can be taken into consideration and mistakes are not repeated. We want to reiterate that community policing must always be taken up as a sustainable department wide philosophy rather than a specific police strategy for a short run. Focusing on the latter would confine the police department into an 'inside the box thinking' approach, which is undesirable. Community policing is about inventiveness and creativity, and even more than that, it is about partnering with community to come up with intelligible ways to proactively curb crime, fear of crime and social disorder.

You might find a few or even many suggestions in the handbook that you don't agree with and that is a good sign - It means that you are letting your own knowledge and understanding guide your way. We would recommend you to utilize the presented framework to build your own programmes to suit your area specific needs. Keeping your community at your side during all the stages lies at the heart of community policing. Focus on building trust, open communication and engagement with your community to strengthen partnerships and you are all set. Train and empower your officials, while keeping them accountable and you are on your marks. Practice problem solving skills by looking at international examples (also available on POP website[45]) and make the required departmental structuring and you are ready to go. We can assure you that with patience, commitment and dedication community policing will be a success – just trust in it and give it a little time. Your results and achievements would not only make your department proud but would also earn you the respect and support of the community.

We are hopeful that this handbook would serve to ignite your interest in community policing to research and study more on the subject. We can assure you that the future of policing lies in community policing and that no police department would be able to avoid its implementation in the years to come. So why not start earlier than later? Why not start now? With this handbook in your hand you have a starting point to experiment something revolutionary in your department – to shape the future of policing in Pakistan.

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[45] http://www.popcenter.org/library/awards/goldstein.cfm?browse=department

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