

**COMMUNITY POLICING IN A DEMOCRATIC SOCIETY: A
STUDY OF CYBERABAD POLICE COMMISSIONERATE
IN ANDHRA PRADESH (2004 - 2007)**

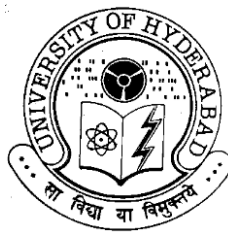
DOCTOR OF PHILOSOPHY

IN

POLITICAL SCIENCE

BY

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**DEPARTMENT OF POLITICAL SCIENCE
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INDIA
JULY 2010**

**COMMUNITY POLICING IN A DEMOCRATIC SOCIETY: A
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IN ANDHRA PRADESH (2004 - 2007)**

**A Thesis submitted to the University of Hyderabad in partial fulfillment
of the requirements for the award of**

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Lovingly dedicated to my parents

Smt. & Shri. P.S.S. Prabhu



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DECLARATION

I hereby declare that this thesis entitled “Community Policing in a Democratic Society: A Study of Cyberabad Police Commissionerate in Andhra Pradesh (2004 – 2007)” submitted to the University of Hyderabad in fulfillment of the requirements for the award of the Degree of Doctor of Philosophy in Political Science is a bonafide record of original research work done by me under the supervision and guidance of Prof. Prakash Chandra Sarangi and the thesis has not been submitted to any other University or Institution for the award of any degree.

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CERTIFICATE

This is to certify that the thesis entitled “Community Policing in a Democratic Society : A Study of Cyberabad Police Commissionerate in Andhra Pradesh (2004 – 2007)” submitted to the University of Hyderabad in fulfillment of the requirements for the award of the Degree of Doctor of Philosophy in Political Science is a bonafide record of original research work done by Ms. Swapna S Prabhu during the period of her study in the Department of Political Science, University of Hyderabad, under my supervision and guidance and that the thesis has not been submitted to any other University or Institution for the award of any degree.

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CHAPTER – I

INTRODUCTION

Over the past several decades, many police functionaries in India and other parts of the world have lamented the futility of traditional responses to crime and disorder, as well as the misguided view that police officers alone can provide social control. Today, many academicians and police practitioners view this “professional / traditional” era of policing as passé. In the past few years there has been a widespread movement to replace the traditional and reactive model of policing with a radically different approach referred to as “community policing”. However, the varied meanings and high expectations for community policing create enormous difficulties for those actually engaged in implementing such change. The present study is an attempt to answer some of the most fundamental questions, including, (1) What is community policing, and how is it superior to the conventional model? (2) Can community policing, however defined, be translated into workable programs, policies and practices? (3) If implemented, will community policing make a difference; that is, will it have the desired effects on police organizations, cross section of residents, and targeted neighborhood problems? (4) Once implemented, can community policing sustain for a longer period given the limitations of the traditional model of law enforcement that continues to dominate the practices of the police organizations even today? While analyzing the implementation and impact of community policing in the Cyberabad Police Commissionerate in Andhra Pradesh during 2004 to 2007, the present study will mainly focus on the various factors responsible for

the abandonment of community policing in the commissionerate after a brief period of its implementation.

The Concept of Community Policing

The word police or policing is derived from the Greek word 'Polis' meaning city state and French Police means polity; its English root is 'Policy' meaning statecraft, plan or course of action especially in statecraft or administering the laws. According to Edwin Powers (1966: 424-426), as man evolved and formed societies; he also evolved customs that were designed to assure peace among the members of society. Even in so called primitive societies, anthropologists have found rules of conduct and definite enforcement of norms of conduct. As a realist political thinker, Harold Laski opines that the sovereign power of the state, which is exercised through the agency of its government, means, in ultimate analysis, the right to use the armed forces of the state to suppress any opposition or rebellion which may jeopardize its existence. He points out that during every period of crisis in the development of the state; its survival depends upon its ability to dominate the adversaries of the regime by superior use of force. Laski further maintains that the state is a method of organizing "the public power of coercion" so that the will of its government prevails in all social antagonisms. In this way, according to him, the heart of the state sovereignty lies in the armed forces of the nation (Asirvatham 1990: 68). Jack L. Kuykendall and Peter C. Unsinger are of the view that "as societies grew in complexity and became involved with one another, definite specialized law enforcement functions developed and from simple systems of order maintenance, modern forms of law enforcement evolved" (1979: 8).

Of all the developments, which have occurred in the field of policing in the contemporary world, the most significant has been the growing realization about the importance of the role of the community in decision and policy making. “The community’s authorization of police tasks such as order maintenance, negotiation and resolution of conflicts, and an expansion of the definition of police function are significant characteristics of this new strategy and has been termed as community policing” (Raghavan 1999:163). Community policing means many things to many people, but the basic idea underlying the concept is two-fold- “the police participating in the community and responding to the needs of that community, and the community participating in its own policing and supporting the police”.¹ The idea is not completely new. According to G.P. Joshi (2001: 56), before the police emerged as an organized institution, policing in many countries was regarded as a cooperative community effort. Gradually when the police tasks became more complex due to the rapid pace of change in society, the police felt the need to acquire technical competence and professional efficiency and in the process, they lost their ‘community context’. He holds that this community context of policing has again become very significant due to various reasons, two of which are significant. One is the realization that the increasing trend of crime and disorder in society cannot be controlled by police on their own, however well equipped or well trained they may be. The other is the spread of democratic culture, which suggests that policing must also become democratic. Policing, he says, is for the people and they must get the best out of it.

The concept of Community Policing, as it has evolved during the last three decades, has come to be widely recognized in many democratic societies as a potential

¹ Independent Commission on Policing in Northern Ireland: Report, September, 1999, Para 7.2

alternative to the traditional model of law enforcement which is largely reactive, and often repressive, resulting in police ineffectiveness and alienation from the citizen. Academicians such as Herman Goldstein, Robert Trojanowicz and George Kelling along with law enforcement executives in the USA such as Lee Brown, David Couper and Chris Braiden led the community policing movement in the early 1980s.

According to Abraham Kurien (2000: 3), unlike crime prevention weeks and police-community relations programmes which are generally confined to periodic outbursts of goodwill and dissemination of crime information by the police, community policing is not limited to a special unit of the police or a programme of public relations. Conceptually, the term community policing implies a paradigmatic shift in police philosophy, police policy and strategy based on the belief “that police officers and private citizens working together in creative ways can help solve contemporary community problems related to crime, social and physical disorder and neighborhood decay”. The shift, he says, involves a new recognition by the police that the community is the best resource as well as its greatest ally in the fight against crime and that establishment of a partnership is crucial for drawing upon this resource. The new paradigm also acknowledges that community partnership is important for dealing with problems of disorder and fear of crime which are of equal concern to the community, as crime itself.

Community policing is a new style of policing which relies on a constant presence of police within the community to ensure public cooperation and support in the investigation of crimes, and to encourage the development of values and attitudes that

help to prevent law breaking in the very first place (Heywood 2004: 391). According to Hermann Goldstein (Philip 2006: 5), who has been regarded by many as the “Father of Community Policing”, defines Community Policing as an organizational philosophy and management approach that promotes community, government and police partnerships, proactive problem solving and community engagement to address the cause of crime, fear of crime and other community issues.

The concept of community policing can be said to have evolved out of the total experience of democratic societies like the USA and UK in law enforcement during the last two centuries. But the emergence of the concept as a distinct policing philosophy can be traced to a series of studies and field experiments carried out mainly in the USA during the four decades commencing from the 1960s. They tested the utility and efficacy of existing police strategies to deal with crime and disorder which plagued US cities during these eventful years. Kurien (2001: 17) points to the fact that the traditional model of law enforcement characterized by random motorized *patrol*,² fast response and computerization of police operations on the one hand and by neutrality and impersonal enforcement on the other, was found to be largely *reactive*³ and often repressive. As a result of which the community that the police sought to serve and to protect distanced itself more and more from the protector as it grew disenchanted with the perceived police failure in controlling and detecting crime and disapproved of the style of police enforcement which was suspected to be biased or arbitrary. In other words, the police was

² Patrol means to go around an area or a building at regular times to check that it is safe and that there is no trouble.

³ Reactive Policing is an approach based on the snap reactions or responses of the law enforcement agencies to problems, situations or circumstances which come to being in any field of crime, law and order, VIP security, terrorism etc.

faulted on two counts: lack of effectiveness and absence of equity, both central values associated with an agency entrusted with public safety. Kurien maintains that the police on its part felt aggrieved that it was the victim of public ambivalence towards law enforcement: everyone wanted to be its beneficiary and resented being its victim. The differing perceptions would only accentuate the basic dilemma between upholding individual rights and maintaining *public order*⁴ that is inherent in law enforcement action in any democratic society and widen the chasm between the police and the community. The author is of the view that community policing model appears to offer a solution to this vexatious dilemma by fundamentally altering the very concept of law enforcement itself.

Police forms a powerful wing of the executive. Law enforcement is their prime duty. The execution of its lawful duties presupposes public service to the citizens. They need the assistance of the public in the prevention, detection, investigation and prosecution of the cases, either for furnishing clues or to help as witnesses for prosecution, in getting the criminals convicted. The police are therefore expected to create an impression in the public that police are their friends and are meant to help them in case of need. The mind to serve, the need to understand the problems of others, the inherent tendency to remember his job requirements is bound to earn laurels for the individual police officer and through him to the entire police force. This will build a beneficial public relationship leading to healthy police public relations. Public relationship is to be built up keeping this in view, more so to remove misapprehension in the public about the police (www.apstatepolice.org).

⁴ Public Order implies maintenance of peace, safety and tranquility in the community.

Under the new concept of community policing, crime control and order management are considered truly participative functions, with the total involvement of the community, more precisely, the local neighborhood as one active partner with an equal stake in the vital issues of social stability and progress. A partnership with the community, according to Kurien (2001: 18), recognizes the value of bringing people back into the policing process. He maintains that policing concepts currently in vogue have tended to isolate policemen from the communities they serve which can hamper crime control efforts. Nevertheless community policing allows law enforcement to get back to the principles upon which it was founded, to integrate itself once again into the fabric of the community so that people can turn to the police for counsel and help before a serious problem arises, not after the act. Crime prevention and crime control become collaborative functions and community involvement gives a new dimension to crime control activities. Kurien points to the fact that “the new paradigm is based on sound sociological principles as crime is basically a product of social conditions which are beyond the scope of effective intervention by a single agency like the police, however elaborate its resources or however ingenious its strategies may be. The new concept therefore acknowledges that the police had seriously erred in creating an impression that they could take upon the entire task of preventing and detecting crime all by themselves”. As links between the police and the community are strengthened over time, the partnership is better able to pinpoint and mitigate the underlying causes of crime.

The philosophy of community policing can be derived from Rousseau’s views on community and legitimacy. According to Jean Jacques Rousseau (Hacker 1961: 303), if

men are to live the good life, they must learn to live in a community. The notion of community is infuriatingly vague; philosophers and social scientists have spent much effort in an attempt to make clear just what this entity is. A definition of social structure can be framed in terms of class or institutions. Society, then, is composed of people and groups, and its major outlines can be perceived by a skillful classification of individuals and institutions and their mutual relations – not so a community. The chief requirement for community, according to Rousseau, is consensus i.e., an unarticulated agreement among individuals on how life ought to be lived, an unspoken concord on what constitutes right behavior. He goes on to maintain that all men are creatures with needs which are, at base, the needs of all other human beings: the need for security, for self-respect, for freedom, and for the good life. If any of these are denied to any citizens, then all suffer. For this reason, he holds that, their attainment must be a common project. Out of this grows the further assumption of consensus that: all men, whether they know it or not, whether they act in ways which show it or not, agree on the basic rules of self conduct for living. A consensus is both unanimous and inarticulate: every member of a community, simply by virtue of living within its boundaries, is attuned to the general body of principles which guide behavior for that community. This unconscious agreement on principles makes a community. Further for Rousseau, democracy and freedom without community are dangerous delusions and as such he builds his conception of legitimacy on a highly individual and highly participative notion of consent.

The central theme of community policing is that the public should play a more active part in enhancing public safety. Neither the police nor the criminal justice system

can bear the responsibility alone. In an apt phrase, as put forward by Jerome H. Skolnick and David Bayley (1988: 6), the public should be seen along with the police as “co-producers” of safety and order. Community thus imposes a new responsibility on the police to devise appropriate ways for associating the public with law enforcement and the maintenance of order. The authors held that if community policing is to mean something distinctive, it must refer to programs that change the customary interaction between police and public. The police can take credit for community policing only when such programs are of their own devising.

The police in India, for instance, have undertaken various programs to improve their image. For example, they sponsor a variety of parades and reviews. They host sports competitions and enter their own teams in national or state meets. An interesting recent development, according to David Bayley (1969: 416), is the organization of neighborhood councils, mostly in urban areas, made up of respectable people of the area, which meet the police to discuss common problems. Police sponsor “courtesy weeks” and “safety weeks”, aimed largely at school children. In some states they have organized boy’s clubs and engaged in “*shramdan*”, or the gift of labor to a community project. A few states and cities have established information offices and special squads to assist travelers and newcomers to urban areas. Bayley comments that police concern with creating better public relations has led to the development of press officers, responsible for releasing information to the press and acting as permanent liaison with them. However, most police officers are skeptical of the value of these schemes. He insists that real progress can only be made if the rank-and-file policeman behaves more winningly in

daily contacts and they should not be allowed to divert their attention from the harder task of producing a thorough reform in everyday behavior.

Changes in Policing Approaches

On the threshold of the twenty first century, India's policing is on the crossroads. Indian society is facing multi-dimensional challenges on the crime as well as law and order fronts which are threatening the basic thread of national unity, integrity, stability, public peace and order of the country. Ritesh Kumar (1996: 87) draws our attention to the fact that the growing volume of legislations, including the social legislations, rising level of crime, brutality and violence, increasing concern for law and order problems, vulnerability of the public peace due to communal, casteist, militant and extremist feelings etc. have led to tremendous increase in the workload on the police force. On the contrary, he says, there has been an inadequate and almost stagnant level of strength of the police personnel for the past few two to three decades due to which the Indian police have not been able to deliver the services efficiently. It is under these grave circumstances and to meet the future needs and impending problems effectively, there is an indispensable need for a new strategy of policing in the twenty first century India that can be proactive and ably aided by voluntary organizations and other community members.

In order to appreciate the 'proactive techniques' in policing, different policing approaches that emerged during the last century deserve brief mention. Though the policing approach in India mostly remained '*traditional*', with emphasis on centralized administration, rank structure and strong leadership, many changes have come in other

parts of the world. Way back in 1900, '*Scientific management*' approach came into force with concepts of division of labor and of command specialization, unity and centralization of decision making. In the times subsequent to 1925, '*Human relations and participate management*' approach has been introduced with focus on personnel management, motivation techniques, morale and stress management, with team approach and communication models.

Subsequent to 1945, '*behavioral management approach*' came into being with emphasis on fiscal organization, day-to-day budgeting and short range planning. In 1960s, a more pronounced '*systems approach*' became operative with its main focus on the entire system as a whole. But these systems suffered a risk of creating goals that are too detailed and involved an inordinate delay of paperwork as compared to what is needed to get the job done.

The latest approach, as U.N.B. Rao puts it (2000: 86), has been a '*community policing approach*' leading to a 'proactive policing approach'. Basically the proactive policing approach which ultimately gave rise to the community policing approach aims at not only prevention of crime but also equipping the prospective victims of crime to fight back and adopting a consultative approach both within the rank and file and with the public. It is an approach seeking to plan far ahead, where public are associated in both planning and working with the police. The priorities are decided by the public rather than by the police managers.

It is said that the best way to deal with the future is to meet it before it arrives. Rapid changes in the world have redefined the policing agenda so much that one cannot safely say whether any of the traditional policing methods can hold good since with each passing day it becomes evident that tomorrow will perhaps be as dissimilar to yesterday as day is to night. The experts and futurists have predicted that the myth of continuity from one era to the other may be shattered.

Malcolm K. Sparrow (1988) has outlined a very interesting set of queries and then answered them from the point of view of traditional and community oriented policing. The below given table is like an insightful guide map that brings out very effectively the limitations of traditional policing and the obvious merits and relevance of community policing in a democracy:

Question	Traditional Policing	Community Policing
Who are the police?	A government agency principally responsible for law enforcement	Police are the public and the public are the police: The police officers are those who are paid to give fulltime attention to the duties of every citizen
What is the relationship of the police force to other public service departments?	Priorities often conflict	The police are one department among many responsible for improving the quality of life

What is the role of police?	Focusing on solving crimes	A broader problem-solving approach
How is police efficiency measured?	By detection and arrest rates	By the absence of crime and disorder
What are the highest priorities?	Crimes that are high value (e.g., bank robberies) and those involving violence	Whatever problem disturbs the community most
What, specifically, do police deal with?	Incidents	Citizen's problems and concerns
What determines the effectiveness of police?	Response times	Public cooperation
What view do police take of service calls?	Deal with them only if there is no real police work to do	Vital function and great opportunity
What is police professionalism?	Swift effective response to serious crime	Keeping close to the community
What kind of intelligence is most important?	Crime intelligence (study of particular crimes or series of crimes)	Criminal intelligence (information about the activities of individuals or

		groups)
What is the essential nature of police accountability?	Highly centralized; governed by rules, regulations, and policy directives; accountable to the law	Emphasis on local accountability to community needs
What is the role of police headquarters?	To provide the necessary rules and policy directives	To preach organizational values
What is the role of the press liaison department?	To keep the “heat” off operational officers so they can get on with the job	To coordinate an essential channel of communication with the community
How do the police regard prosecutions?	As an important goal	As one tool among many

Source: (Malcom K. Sparrow, “Implementing Community Policing”, US Department of Justice, NIJ, 1988).

The table above has missed out on one of the most important queries that need to be posed before the police. It is about the use of technology. This is a hi-tech age. Even the police procedures and functions are bound to be influenced by the cutting edge technology of the times. The prevalence of Information Technology and the wide-ranging options that it provides even a traditional organization like the police makes it imperative

for us to adapt to this new demand which is symptomatic of knowledge and information based society.

Stages in the Evolution of Community Policing Movement

Any shift to practicing a full-fledged Community Policing (CP) methodology involves a transition from (a) A Philosophical dimension (b) A Strategic dimension (c) A Tactical dimension to (d) An Organizational dimension. Table 1 gives a breakdown of the key elements in each stage of the transition. While these are not watertight modules and could allow for overlap of any of the elements, they are like the four gears in an automobile: shifting to a higher gear accelerates the speed and ease of change, thereby proving the efficacy of the new principle, process and practice (Philip 2006:9-10).

Concept Stage	Initiation Stage		Growth Stage
Institutionalized Stage			
Philosophical Dimension	Strategic Dimension	Tactical Dimension	Organizational Dimension
Citizen Input	Reoriented Operations	Positive Interaction	Structure
Broad Mandate	Preventive Emphasis	Partnerships	Management
Personalized Service	Geographic Focus	Problem Solving	Information

Philosophical Dimension: According to Prateep V. Philip, IPS (2001:9-10), CP in many ways is a philosophy of policing. It is a paradigm shift from the ethos of enforcement to the ethos of enablement, moving away from traditional or conventional incident-based paramilitary model of policing to a more proactive, people-friendly policing style. The philosophical dimension includes the central ideas and beliefs of CP, such as the importance of consulting the community members and accordingly modifying police policies and actions. The three main philosophical elements are: citizen input, broad mandate and personalized service.

Strategic dimension: The strategic dimension of CP translates the philosophy into action. It includes strategies that help the police department set its policies and priorities and allocate its resources in a way that is consistent with the CP philosophy. The three main strategic elements are reoriented operations, preventive emphasis and geographic focus.

Tactical Dimension: The tactical dimension of CP translates philosophies and strategies into specific tactics, programs and actions. Unless CP leads to an improved behavior, it is nothing but a talk. The three main tactical elements are positive interaction, partnerships, and problem solving.

Organizational Dimension: To support CP, agencies may have to make changes in organization, administration, management, and supervision. These changes are crucial to the implementation of CP. The three main organizational elements are structure, management, and information.

The basic assumptions underlying the idea of CP is the conviction that community problems cannot be effectively and efficiently dealt with, without the active involvement, support, participation and assistance of the public in its policy formulation and execution (Philip 2006: 9-10).

Principles of Community Policing

Prof. David Bayley (2005: 303) has identified some important principles of the concept of community policing which can be elaborated as follows:

- (i) **Consultation and Collaboration:** The community policing concept provides a new police mandate which implies close collaboration with the community in which they work together to achieve common goals which include not only prevention of crime but also promoting quality of life by removing incivilities and disorderly conduct. In fact, the new mandate for the police can be summarized in terms of two key principles, mainly consultation, which includes public consent and accountability; and collaboration, which includes identification of local problems (Kurien 2001: 20).
- (ii) **Adaptation:** This means that the police change the deployment of its resources in order to address the problems of particular localities. The problem with policing in most of the countries is that senior officers at headquarters determine the way policing is done whether it is in rural areas or cities, rich or poor neighborhoods, residential or business areas, congested or uncongested areas. However, different localities have different characters and require different approaches. Unfortunately police management often does not

accommodate the diversity of conditions within their jurisdiction. Community policing, when genuinely implemented, allows subordinate officers, such as Station House Officers (SHOs), to determine the character of policing in a particular area (Bayley 2005: 302).

- (iii) Mobilization: means that the police, after listening and working out with the local public as to what has to be done, ask the public to help them in appropriate ways. Some of the familiar ways in which this is done are neighborhood watch, crime prevention committees, telephone hotlines, village defence bodies, and so forth (Bayley 2005: 303).
- (iv) Problem Solving: means that the police do more than react to crime after they have occurred. Instead, they try to analyze the causes of criminality and disorder in particular places and help communities and government change the conditions that generate the problems. In other words, problem solving involves looking at the roots of crime, not simply the occurrence of crime.

Typical Methods of Community Policing

Community police agencies often have distinctive philosophies and characteristics of policing. The style of an agency is the result of different expectations concerning role performance i.e. expectations derived from the police agency, the law, and the community (that is, political, socioeconomic, and racial-ethnic interest groups and the administrative superstructure).

The role conflict generated from different expectations concerning performance requires that the police officer and organization make some kind of adjustment. For the police officer, the adjustment is related to discretionary behavior. For the police organization, the adjustment can be related to managerial decisions concerning the policing methods that will be used.

An assumption of the policing styles model that Kuykendall and Unsinger (1979: 23-26) have discussed is that the most important goal of police is to reduce crime and maintain order in a way that establishes a trusting relationship with the great majority of citizens, and furthermore that the development of this trusting relationship will ensure community support in the effort to reduce crime. The legal expectation of the police role is reflected in the concern for crime; the need for community support reflects a concern for community expectations of the police.

As the police go about trying to reduce crime and maintain community order, they employ a variety of methods. Some of the *typical methods employed by community police organizations* as discussed by Kuykendall and Unsinger (1979: 27-28) are described below:

1. **Education:** Police organizations can educate members of the community to protect themselves and their property and keep the community informed in such matters as drug problems. The contemporary concept of crime prevention often involves educational programs encouraging the citizen to engage in “target hardening” (that is, increasing protection for home or business). Education is

essentially a positive method because it places the police in a supporting, helping relationship with the citizens in the community.

2. **Apprehension:** Apprehension includes making arrests and giving tickets, applying negative sanctions for behavior. Apprehension is the “catching” role of the police and involves normal investigations (in which the intent is to arrest), undercover work, stake-outs, raids, and so on. Generally, apprehension is negative for the general community because of its punitive nature and because it includes the issuance of traffic tickets, which usually constitutes the most frequent police contact with citizens.
3. **Deterrence:** Deterrence is essentially prevention. One common method is patrolling i.e. having visible police in uniforms and /or marked mobile units to limit both the opportunity and motive to engage in inappropriate behavior. The uniformed walking *beat officer*,⁵ the marked police car, and the helicopter are the primary means of deterrence. This is both a positive and a negative method, because while police presence reassures some citizens, it frightens or creates anxiety for others.
4. **Saturation:** Saturation, an extreme form of deterrence, means flooding an area with police officers. It is usually directed at areas that are troublesome from a police viewpoint, and it is directed at both opportunity and motive. The saturation method usually involves very aggressive patrolling and interrogation by police. The usual aggressiveness of this tactic and its frequent emphasis on arrests make it primarily a negative method.

⁵ The police officer who walks around an area regularly for which he or she is responsible.

5. **Mediation:** Mediation is also called conflict management, crisis intervention, or violence prevention. Essentially, it involves police officers acting as mediators in interpersonal and inter-group conflicts. An example is a family disturbance in which the officer acts as mediator by reducing tensions and attempting to discover the reasons for the conflict in order to reduce the likelihood of its recurrence. Since the police are placed in a helping relationship with the citizen, mediation is primarily a positive method.
6. **Referral and Diversion:** Referral is turning over individual problems to community agencies outside the criminal justice system. A referral to a family counseling center might be an alternative for a family disturbance after mediation has taken place. Diversion is providing an alternative to entry into the criminal justice system; it is most common in juvenile and drug cases. Both methods are designed to deal with the motive for inappropriate behavior rather than the opportunity. They are positive because of their helping orientation.

This list of police methods is not all-inclusive, but these methods are the ones most widely used by community police agencies all across the world.

Tactical Innovations in Community Policing Approach

‘Community Policing’ has been used to refer to a wide range of programmes and activities that are based on the basic principles of community partnership and problem solving through consultation. As these objectives involve increased police-citizen contacts either through existing community organizations or by building up such organizations where they do not exist, police tactics have been suitably modified or

devised to maintain close and daily contacts between the police and the community. These tactics include foot patrol, victim counseling and services, rapid responses to emergency calls for service, knock-on-door programmes, information sharing, news letters, police mini-stations, problem solving and many such activities that bring the public and the beat officer to close contact and cooperation.

In a cluster of surveys conducted by the Washington State University during the period 1993-96, chiefs of police identified 12 specific programmes as typically community policing programmes and practices. These have been enumerated by Kurien (2000: 14-15) as follows:

1. The use of community news letter.
2. Additional officers on foot, bike, horse patrol.
3. The use of storefront stations.
4. The use of special task units for solving problems in targeted area.
5. Victim contact programme.
6. Crime education for the public.
7. Fixed assignments of officers to neighborhood or schools.
8. The use of citizen surveys to keep informed about local problems.
9. Neighborhood block watch programme.
10. Business watch programme.
11. Block meetings between police and community participants.
12. The use of unpaid civilian volunteers.

These programmes are designed to promote the basic objectives of the community policing philosophy which has been summarized as:

1. establishing trust and harmony between the neighborhood residents and the beat officers;
2. exchanging information which will strengthen rapport and enhance neighborhood safety;
3. addressing problems of crime and reducing the level of fear associated with criminal activity;
4. helping define service needs;
5. helping identify and resolve neighborhood problems;
6. Clarifying responsibilities on behalf of citizens and the police (Kurien 2000: 14-15).

The Environment of Community Police Administration

Every law enforcement agency is affected to some degree by the environment in which it operates. Each and every action, intended or not, that police undertake influences or alters in some way the world surrounding the agency. In some instances this interaction is highly visible, while in others the impact is very subtle and often goes unnoticed. It is present nevertheless, and must be recognized by the police if they are to be successful in achieving the goals of the organization.

According to Bayley (1969: 12), the passive theory of political development maintains that environment determines the nature of the system and of agency within the

system. He says it is most unlikely, according to this formulation that police would develop independently of the system.

Jeffrey Pfeffer and Gerald Salancik (Resource Dependency Theorists) argue that all organizations need to draw resources from their environment, whether it is for their labor force, physical inputs, customers or clients, information, investment or funding, or the legal permission or normative legitimacy to operate. They have maintained that an organization's behavior is mostly a response to environmental constraints or attempts to break free of them. Organizations are not autonomous, but often dependent on other organizations and seek ways to manage those dependencies (Handel 2003: 226).

Kuykendall and Unsinger (1979: 13-14) argue that the police normally consider the community to be their jurisdiction, so the jurisdiction becomes the focus of the environmental analysis in community policing. They hold that with imagination and thoughtful analysis, the police can see the impact their organization has on the community and the impact the community has on the organization, and they can plan those 'grand strategies' necessary to achieve agency goals.

Institutions operate in an environment consisting of other institutions, called the institutional environment. Every institution, according to Richard Scott (2001: 57), is influenced by the broader environment (or in simple terms institutional peer pressure) and on the other hand there would also be a pervasive influence of institutions on human behavior through rules, norms and other frameworks. Previous theories held that

institutions can influence individuals to act in one or two ways: they can cause individuals within institutions to maximize benefits or to act out of duty or an awareness of what one is “supposed” to do. Scott maintains that an important contribution to this idea was the perspective of cognitive type influence which adds that, instead of acting under rules or based on obligation, individuals act because of conceptions. The concept of logic in this new perspective refers to broader cultural beliefs and rules that structure cognition and guide decision-making in a field.

Kuykendall and Unsinger (1979: 13-18) have discussed some of the important prerequisites to an understanding of the police organization’s environment which have been elaborated as given below:

- One of the first prerequisites is knowledge of its geography - the streets, housing patterns, traffic generators, meeting places, and centers of human activities. Geographical data are basic to police planning because they define the configuration and activity of the community.
- The police must also have knowledge of the people, or citizens, in the community. In recent years “the people” has had a variety of definitions. In the context used here, “the people” refers to everyone residing in, visiting, and passing through the jurisdiction. Most police officials know very well the individuals they see every day, but they need to have a thorough knowledge and understanding of all the people and their history, traditions, and values. In order to fully understand the environment, the police must come to know the *culture*⁶ of those in the

⁶ Culture refers to the customs and beliefs, art, way of life and social organization of a particular country or group.

jurisdiction, even of those groups who pass through on vacations or for employment. Such information is important, because communities differ and have differing expectations about policing.

- The police must also understand the community's economic life. Such conditions as chronic or seasonal unemployment directly affect the vitality of the community. Extractive industries such as mining and lumbering often suffer from the vagaries of the marketplace, and, partly because of the dangerous nature of the work, can attract workers who are prone to behavioral excesses. Strikes or other labor problems in industry and business can often create special needs within the law enforcement agency. In addition, each business has its unique problems, ranging from shoplifting to bad checks. Familiarity with market trends will often allow the manager to anticipate problems.
- Another important part of the police agency's environment is other governmental units. Each unit interacts with other units, and the police must be thoroughly familiar with these interrelationships. A new housing project sponsored by one agency affects not only police services, but water supply, streets, and recreational facilities as well. The police officer must know the effect of each governmental service on the quality of life and the delivery of other services.
- Still another important environmental factor is the politics of the community. Harold D. Lasswell has referred to politics as "who gets what, when and how". The political directors of communities - the city councils, mayors, boards of commissioners or supervisors, and so on - are those who ultimately approve or disapprove the direction and management of police agencies. Familiarity with the

forces at work in the political sector is important if the police manager /officer is to be responsive to the public. The police must recognize that allocation of scarce community resources is politically determined. The people make a variety of demands, some consistent and some fickle, on their governmental representatives. Police services are only one of the many important services provided, and governmental resources must be shared and applied in ways determined by the people's representatives. The police officer must provide information for the politician's deliberations and abide by their decisions.

- The community's law enforcement system is also a part of the larger criminal justice system. The law enforcement agencies need to know fully the impact of their actions on the other segments - the courts and corrections - as well as the impact of their actions on the police agency. All too often law enforcement personnel state their opinions about the other segments of the justice system without being fully aware of the problems and perspectives of the other agencies in the system. A thorough knowledge of, and trust in, the capabilities of the courts and corrections can relieve some of the joint problems facing the entire justice system and help in meeting the mutual objectives of serving the people.
- Another important consideration related to the environment is community planning. Knowledge of the needs, the kinds of planning activities, the planning processes, the participants, the inter-relationships of agencies and jurisdictions, zoning, land use, capital improvement plans, and public attitudes toward the jurisdiction's planning function all permit the police official to be aware of the future hopes and aspirations of the people in the jurisdiction. The police official

should be a part of the community's planning efforts in order to make the experience, knowledge, and desires of the criminal justice system available to others in the community.

- Other aspects of every jurisdiction are also included in the police environment - the health of the people, the provision for special groups (the handicapped, migrants, the elderly), and the friendliness of diverse groups towards one another. The police official should understand as many of these factors in the environment as possible so that he can know how the police agency is affected by each one. Such an understanding permits the police officials to determine the needs and expectations of the community and to define the role of the police agency.

Influence of Police on Political and Social Environment

Police are the leading edge of government regulation; what they do is part and parcel of government's activity. The role of the police force, according to Andrew Heywood (2004: 395-396), is shaped by the nature of the political system in which it operates and the ways in which the government uses the police. Although the central role of the police is to enforce criminal law and maintain civil order, the police force may also have a political character if social or other biases operate within it, if it is deployed in the event of civil unrest and political disputes, and if there is a police state in which the police force is turned into a private army that serves only the interests of the ruling elite.

David Bayley (1969: 12-15) discusses two theories to understand the role of police in political development. The passive theory of political development maintains

that environment determines the nature of the political system and the agency within the system. Nevertheless, the theory of social process holds that a government may indeed operate differently from what the public expects, requires, or wants. That is to say that the government may be an instrument of elite which may impose its will on the majority by the use of force. However, Bayley maintains that if government is regulation, then police personify government and if government can affect its own environment, the police can do so too since the police are the most visible and important agency of the government even for an average citizen.

Bayley (1969: 14-19) goes on to say that there are several reasons to accept that police play an important role in influencing the social and political life, at least in comparison to other agencies of the government. These reasons may be enlisted as below:

First, because they are thoroughly and more widely visible. Since they are uniformed their activities hardly go unnoticed and their responsibilities permeate all corners of social activity. Other government agencies touch only specialized parts of human life and when they do so they attract little public attention.

Second, police possess a near monopoly on the instruments of force. They are imbued with an emotional significance that does not attach to other agents of the government.

Third, they have a responsibility to safeguard the most basic elements of human life. Police are identified with the greatest of life's crisis.

Fourth, police are immediately identified with law. In many respects they are more important than the law itself, for they implement its strictures and decide when and how it is to be applied.

Fifth, police bear the primary responsibility for maintaining stable conditions of social life. Whether they do so or not determines to a large extent the fortunes of any development effort. The balance between order and violence, lawlessness and order, security and insecurity, is held by the police since they critically determine whether development will prosper.

Sixth, the police may play a direct role in the political life by participating in top level policy making. The police can also influence politics by failing to support the implementation of policy decisions already made.

Bayley (1969: 30) comments that “whether the government is by the people or by law depends to a marked extent on the nature of the police”. He argues that a democratic government should strive to bridge the gap between the police and the public by engaging the police with the public in the performance of common tasks. For instance, civilians might be brought into police work, as auxiliaries, or voluntary workers, and the police might serve for the welfare of the society.

Community, Crimes and Policing

Despite the interest in communities within the disciplines of sociology and anthropology, comparatively little work has been done at a similar level within the subject area of criminology. Major studies conducted by Joanna Shapland and Jon Vagg (1988: 3), concerning informal social control indicate that “official crime rates may be higher where the possibilities for informal order maintenance are more limited, as for example in urban areas with a high population turnover and greater anonymity”. They maintain that the idea of community is notorious for its vagueness. They point to three broad and overlapping meanings of the term. First, territorial communities defined by geography; second, interest communities, black, Jewish or gay communities; and third, attachment communities in which a sense of belonging to relationships or places is the defining characteristic. Such communities may of course overlap. However, Shapland and Vagg are of the opinion that when we talk of community policing there is often some residual sense of local participation and the word is intended to encourage public support for a policy that is primarily intended to benefit policy makers, in this case the police.

The new orientation to the task of crime prevention and crime control provided by the concept of community policing derives support from a profound understanding of the relationship between societal order and crime which was for long neglected and which casts new responsibilities on the police. In their classic essay entitled “Broken Windows” (1982), James Q. Wilson and George L. Kelling (Kurien 2000: 6) pointed attention to the fact that police preoccupation with crime control in the 1960s had led to a costly neglect of the order maintenance role of the police which was crucial not only to control of

crime, but to the creation of a sense of security in the community as well. According to them, “the link between order maintenance and crime prevention, so obvious to earlier generations, was forgotten”. That link is similar to the process whereby one broken window becomes many. The article illuminates our understanding of how order and crime are inextricably linked to each other and focuses attention on how police can help halt social decay and tackle public fear of crime. The truth of this observation was amply borne out by the findings of the ‘foot patrol experiment’ in Newark (New Jersey) of the early 1970s, which concluded that though foot patrolling had little effect on crime, the public in the patrolled area, as compared to those elsewhere, felt more secure and less bothered by crime. The community policing concept suggests that police, if on foot patrol or some other community attachment, can protect communities by reducing these social and physical incivilities. This extended mandate says Kurien, implies that the police have to go beyond the narrow confines of crime fighting as it is understood and practiced today.

Role of Police in a Democratic Society

It is generally accepted that the nature of police activities provide an important clue to the character of a political regime. David Bayley (1969: 11) maintains that a government’s evaluation of itself as democratic would hardly be allowed to go unchallenged if the police severely restricted public meetings and political demonstrations or resorted readily to physical force or intimidation in order to prevent crime. He further holds that a police force that conducts its operations openly and with little violence and where the members of the public do not hesitate to approach the police in time of personal need can be

considered as supporting the fact that the political life is free and unconstrained. In such a case it can be rightly said that the nature of police activities and the nature of government are coincidental.

Democracy stands for popular rule. Popular rule implies mass involvement of people in the political process. Mass involvement of people necessitates rules and laws and an agency to enforce it. Here lies the relevance of police in a democracy.

The responsibility of police in a democracy is multifaceted. In its front are national interests and safety and security of the national life. Kumar (2000: 327-328) points to the fact that “one edge of the police organization accounts for policing of the people; the other, for policing the process of governance. Though the two functions towards the well being of the country appear intrenchant *prima facie*, they do make significant difference in the actual process of policing. In one, police the ruled from the side of the government. In the other, police the rulers from the side of the people as true power-wielders. While in one, it is the will of the rulers that prevails in driving the police to police, in the other, it is the will of the people as expressed through the public media that bind the police to police in a particular way”.

One element in defining a police force in a democratic society is that it is:

- Subject to the *rule of law*⁷ embodying values respectful of human dignity, rather than the wishes of a powerful leader or party

⁷ Rule of Law is a principle which establishes a framework to which all conduct and behavior conforms, applying equally to all the members of the society, be they private citizens or government officials.

- Can intervene in the life of citizens only under limited and carefully controlled circumstances and
- Is publicly accountable.

A special feature of police in a democracy is involving people in policing. No police organization can succeed in a democracy without people being actively involved. The involvement can be either formal or informal. In formal involvement, services of eligible citizens are enlisted for policing under diverse categories of schemes provided by Police Acts like Special Police Officers (SPOs), Additional Police, Traffic Wardens, Village Police or even Home Guards are provided by the Home Guards enactments. The citizens so enlisted help the regular police in various police duties with special rights and privileges under the supervision and superintendence of the police force. The services are normally voluntary. The informal involvement of the citizens in policing varies from being informers, witnesses and signatories to various witness papers in criminal cases to patrolling in groups in strife-stricken or dacoit-infested areas at night. Involvement breeds a sense of belonging. It brings police and the public closer. This is a major step towards the relevance of police in a democracy.

However, a defining characteristic of police, as M. Amir and S. Einstein (2001: 35-45) point out, is their mandate to legally use force and to deprive citizens of their liberty. This power is bound to generate opposition from those who are subject to it. According to them, this power also offers great temptations for police abuse and abuse on behalf of the authorities controlling them. Law enforcement therefore requires a delicate

balancing act. This conflict between liberty and order receive their purest expression in considerations of democratic policing, which is not necessarily equivalent to ‘policing in a democracy’.

How can a democratic country, while governing itself, provide liberty for the citizens and at the same time allow the police to enforce the laws of that country? The answer, says Bertus R. Ferreira (1996: 1), depends on what role such a country would like to see the police perform. How much power the police should have is a decision that should be made only by the specific community or society involved. The author maintains that it is at this level that community power is displayed through the social, political and economical activities of a group of people that have common goals.

It is easier to specify democratic procedures than democratic content. But at the most general level such content involves respect for human dignity and the ideas associated with universal citizenship, limits on the power of the state to intrude into private lives and public accountability. Amir and Einstein (2001: 40) are of the opinion that “in a democratic society police must not be a law unto themselves. In spite of strong pressures and temptations to the contrary, they are not to act in an explicitly political fashion, such as by spying on or disrupting groups they disagree with or failing to enforce the law against groups they support or to enforce laws they personally disagree with. Nor are they to serve the partisan interests of the party in power, or the party they would like to see in power. Their purpose must not be to enforce political conformity but to strive for equal law enforcement”.

Under the aegis of the Indian Constitution, for instance, the concept of Rule of Law has been introduced. The meaning of this concept is that every one living within the polity is subject to the same law and no one is entitled to claim immunity. The police are a primary constitutional civil authority for enforcing laws framed by the State for regulating its business and its protection and for upholding the Constitution itself. As Mr. J. Hedgar Hoover in his "Story of the CBI" observes, "Law enforcement is not a game of cops and robbers in which the citizens play the trees". In other words, the Rule of Law cannot be upheld without the complete understanding and cooperation of the community as a whole. However, Shankar Dayal Sharma (2005: 28) comments that even in a democratic Government based on people's consent the State has to employ coercion to impose its authority on those recalcitrant groups whose activities are prejudicial to the interests of the State and the people as a whole. How far this power of peace-keeping is put to its proper use is again a debatable issue.

Police Public Interface

A community's trust in its police force has a direct effect on the quality of police operations. A hostile public neither hears nor sees anything and thus deprives the police of very vital information. Crime that takes place is not reported; information about suspicious persons or incidents is suppressed; and witnesses do not come forward to give evidence. Thus the police department's capacity to control crime and maintain peace and security in the society is adversely affected.

G.P Joshi (2001: 1) points to three ways in which the community's support or lack of it can affect the health of the police organization. First, a police force with bad image fails to attract and retain quality manpower. Second, the absence of public trust causes job dissatisfaction. Third, the police find it difficult to get additional resources from the government even when their demands are urgent and genuine. Fourth, the failure to get cooperation from the public makes the police adopt short cuts and use *third degree*⁸ methods to achieve success. A hostile public and a brutal police generally go together. Thus the success of policing and the existence of a healthy and a sensitive police organization, according to Joshi, in any democratic society depend largely on the degree of confidence and trust that the community reposes in its police force.

As early as 1902, the Indian Police Commission had observed: "The police force is far from efficient; it is defective in training and organization; it is inadequately supervised; it is generally regarded as corrupt and oppressive; and it has utterly failed to secure the confidence and cordial co-operation of the people".⁹ There are numerous reasons for the existence of highly unsatisfactory state of relations between the police and the community. The National Police Commission (NPC) found "Police partiality, corruption, brutality and failure to register cognizable offences" as the most important reasons for the dissatisfaction of the people with the quality of policing provided to them. However, poor policing is not merely the cause but also the effect of increasing public distrust in the police force. This vicious circle keeps on widening the existing chasm between the police and the community. Actually the hiatus in the relationship between

⁸ To question somebody for a long time by threatening or by the use of violence to get important information.

⁹ Indian Police Commission: Report, 1902-03, Government Central Printing Office, Shimla, 1903, p. 150.

the police and the public has historical roots. The police as an organized institution in this country owe its existence to the *Police Act of 1861*.

Joshi (2001: 2) has elaborated some of the important features that marked the system that was established by this Act in India. These have been discussed as follows:

Firstly, the British realized that to perpetuate their rule in this country, they must have a police force that was totally subservient to the political executive. The political executive must exercise complete and unquestioning control over the police force. They achieved this by establishing a system of dual control by the executive over the police – one at the state level and the other at the local level. At the local level, they were put under the general direction and control of the District Magistrate, who was not a professional but a general administrator, responsible in those days mainly for collection of revenue. It was his responsibility to ensure that the police force was used to serve the interest of the State and not necessarily of the community. The idea of the police being a part of the community and accountable to it never grew in the Indian soil.

Secondly, in this system, the police remained unacceptable to anyone except its own hierarchy and the executive. The need to make the police accountable to other institutions did not fit into this model of control. No institutional mechanisms of police accountability were therefore set up.

Thirdly, the British structured the organization in such a way that the senior positions in the force would be occupied by them and the junior slots would be kept for 'natives'. Even when the senior posts were indianised in due course, the elitist bias was not forsaken. Family background always weighed heavy in picking candidates for senior positions. They realized that system based on feudal values prevalent in the Indian society would work effectively in ensuring that the rank and file, which constituted the bulk of the force, remained loyal and subservient to their seniors within the organization and outside. This gave rise to a managerial philosophy, which was based on distrust of the lower ranks in the organization. The natives were not trusted.

Fourthly, the police was raised on a militaristic and authoritarian pattern. There was tremendous emphasis on maintenance of a type of discipline, which bordered on regimentation, requiring the lower ranks to obey orders blindly. The system did not require the constabulary to put on their thinking caps while performing their duties. They in fact were not supposed to have any.

All the above factors combined to produce a system, which situated the bulk of the police force at a distance from the community.

In fact, the advent of the British and the setting up of their own courts to deal with civil and criminal complaints was the first step that started the process of decline in the influence of the Panchayats which were the indigenous dispute resolution agencies, thereby reducing public participation in the administration of justice next to nothing. Formal drafting of laws such as the Criminal Procedure Code (Cr.P.C.) and the Indian

Police Act further widened the gap between the community and the criminal justice administration system by interposing the law enforcement function of the police to the virtual exclusion of the concept of community partnership in the process.

Discussing the reports of the first truly 'National' Police Commission of 1977-81, Kurien (2000: 61) maintains that Section 23 of the Indian Police Act which insists on prompt obedience and execution of all orders lawfully issued by any competent authority underlies the total submission of police to executive authority and is only an assertion of the colonial will expressed earlier in the report of the Indian Police Commission of 1860 which says that "we have arranged for this force being in all respects subordinate to the civil executive government". There was no trace here of the reforming zeal of Robert Peel who laid down the famous nine principles in 1829 underscoring public support and public approval for the London Metropolitan Force and reminded them that police are only members of the public who are paid to give full time attention to duties which are incumbent on every citizen, in the interest of community welfare and existence.

The advent of Independence changed the political system in the country but the police system remained unaltered. For a couple of decades after Independence, the need to change the system was not felt very strongly. Joshi (2001: 3) opines that this was partly due to the euphoria of freedom leading to high expectations and partly due to the fact that the standards of leadership, both in politics as well as police, till at least a couple of decades after Independence, were quite good. Gradually, however, the standards started declining, with politics becoming increasingly contentious and criminalized,

leading to a perceptible decline in the quality of control exercised over the police and increasing misuse of the organization by people in position of power for partisan interests. This, according to Joshi, resulted in undermining the rule of law in the country and in obstructing the growth of a professional system of policing. People did not have much faith in the capability and impartiality of the police in any case and they became more disillusioned. This further widened the gap between the people and the community, resulting in loss to both. However, with an aim of establishing good friendly relations with the people and to improve the image of police in the country, the police organizations in India have been experimenting with several policies and programs, the most significant program being community policing.

Community Policing: The Indian Experience

Community policing in India has a long tradition, dating back to nearly 4000 years, of conflict resolution through conciliation and consensus firmly established in the panchayat system. Village councils - or Panchayats - have performed adjudicating functions in this country for thousands of years. In fact, ancient texts such as “Neethisaram” and various inscriptions speak about the autonomy enjoyed by the Gram Sabha and the Panchayat in all matters affecting life, permitting direct participation by the village community in all decision making processes.

In ancient India, as in medieval England, the principle of community responsibility was fundamental to the detection of crime. According to Kurien (2000:54-55) from the scanty historical information available about the early Hindu period, there

seem to have been four main elements in the organization of society against crime such as communal responsibility, village watchman, espionage and severe penal provisions. The first source of history for this period, according to him, are the reports of Megasthenese in the fourth century B.C. while the second, and more authoritative record, is the remarkable work known as Arthashastra, ascribed to Kautilya, counselor of Chandragupta. While the duties of Nagarikas in charge of municipal laws are set forth in detail, this ancient record suggests that in the villages, the responsibility of crime control was entrusted to the village community which operated through its elected representatives in the Panchayat. Since India is and has always been a nation of villages, it is natural that the basic unit of the traditional police system is the village. None of the ancient empires, argues Kurien, namely Mauryas, Guptas and much later Moghuls --- ventured to interfere with the village system which continued until the British came on the scene and introduced the Police Act of 1861 signifying that the fundamental issues concerning the legitimacy of the police and its community context did not interest the British.

The Republican Constitution of free India and the infrastructure that has grown around this constitutional nucleus have carved out a brand new polity, emerging out of the traditional legacies of the past. But in spite of all this, little efforts have been made to amend the police philosophy and transform the police organization into systematic congruence with the changed needs of the new polity and a changing society. P.D. Sharma (1981: 111) argues that “unlike the post-mutiny period of the British days, purposive thinking about police-polity and police-community relationship in the

Republican India has been conspicuous by its absence. Even the Indian Constitution, which engraves the blueprint of the future polity, does not yield any meaningful insight in this regard”.

The National Police Commission (1977), in its Fifth Report (November 1980), expressed its anguish over the poor state of police-public relations. It believed that the 1902 Fraser Commission’s observation that people ‘do all they can to avoid any connection with the police investigation’ held true even after a lapse of nearly 80 years. It went on to say: ‘People now may not dread the police, but they certainly dread getting involved with it in any capacity’. It suggested that the police should not merely highlight the responsibilities of the public, but go beyond this to focus attention on police difficulties and how citizens could help to mitigate them. R.K. Raghavan (1999: 166) opines that it is in this context that it favored more liberal appointment of Special Officers (permitted by Section 17 of the Police Act of 1861) from the community so as to aid the police in especially difficult law and order situations. It suggested that this arrangement should be an on-going process, rather than one invoked on special occasions.

Though not systematically conceived nor empirically tested as done in the USA variants of community engagement for law enforcement have been subjected to experimentation in India both by means of formal legislation and through individual initiatives of innovative police officers in different states in the country. Former Director of Central Bureau of Investigation in India, R.K. Raghavan (1999: 167-170) makes a

mention of some of these state police initiatives in his book “Policing a Democracy: A comparative study of India and the US”. Some of them have been mentioned as below:

In 1985, a scheme of Special Police Officers (SPOs) was introduced by the *Delhi Police* to involve able bodied adults with a crime record with several tasks such as patrolling, handling de-addiction camps, training young girls in self defence measures to ward off sexual harassment and helping victims of property crime. The Delhi Police also introduced the Neighborhood Watch Scheme in 1989 aimed at reducing property crime and *juvenile delinquency*¹⁰, and bringing about better ties with the community.

The *Maharashtra Police* floated a scheme in 1990 involving the local bodies in Bhiwandi (Maharashtra State), a town notorious for Hindu-Muslim strife, to promote religious harmony and named it as “Mohalla Committees”.

The *Karnataka State Police*, in the south of the country, have also been making efforts to take the message of community policing down to the police station level. A Standing Order, issued by the DGP in February 1994, directed the formation of a Citizens Committee at this level to meet at least once a month to discuss matters such as deviant behavior of individuals, patrolling, and distribution of protective duties during outbursts of crime. The Order contemplated grant of incentives to policemen achieving significant results in the area of police-public relations. No material is however, available as yet to indicate the measure of implementation of this order and its impact on the average citizen.

¹⁰ The act of crime committed by a young person who is not yet an adult.

The birth of a 'Friends of Police' (FOP) movement in different parts of *Tamil Nadu* in 1993 owes itself largely to the dynamism of a young District Superintendent of Police, Prateep Philip. Established as a purely voluntary agency to promote crime awareness and civic responsibilities, the FOP is open to any person, male or female, above the age of 18 who has no police record or involvement in a civil dispute (Philip 2006:14).

Abraham Kurien, (2000: 63-68) in his book "The Concept and Practice of Community Policing in the Indian Context" has also discussed some of these state police initiatives. They can be listed as follows:

In 1998, "Crime Prevention Committees" were formed in *Kerala*, at the police station level to provide a platform for the local public and the police to discuss crime problems locality-wise and to control crime with the help of the locals. Monthly meetings are held with resident's associations and the local police in Trivandrum city to devise strategies to control crime and to foster good police-public relations. Kerala Police has also launched a novel programme to educate and train students in matters relating to traffic. This programme is known as "Student Traffic Education Programme". The "Crime Stopper" facility is another form of community policing, where people can call police on a non-metered telephone number and share information about crime and criminals without disclosing the caller's identity.

In *Orissa* a community policing initiative called "Surakhya Samiti" was introduced in 1999 with a view to associating the citizens with the police in solving

neighborhood problems, in enforcing laws of the land, in minimizing crimes, in restoring order and peace in the community, in reducing crimes against women and the weaker sections of the community.

A pilot project on community-oriented policing scheme has recently been introduced in *Jammu and Kashmir*. The objective of the scheme is to promote positive interaction and establish stronger bonds between police and the public and to involve the citizens in crime prevention and detection. The State police of Jammu and Kashmir has also taken steps to create Village Defence Committees (VDCs) with a strength of 1 to 20 members to check militant intrusion and resist militant attacks on civil population. The members have been provided weapons and have been trained in their use. Some members are ex-army personnel. Though the scheme is largely of volunteers each group has one or two Special Police Officers who are paid remuneration. The VDC scheme has paid rich dividends and VDCs have repulsed a large number of militant attacks in remote areas.

In the year 2000, the *Andhra Pradesh* Police introduced a community policing initiative called “Maithri” for maintenance of peace, prevention of crime and road safety. Maithri programme aims at making the public and the police partners in the work relating to crime and law and order. It is a proactive technique of policing which allows ordinary citizens a voice in the police process in exchange for their support in order to make society a safer place to live. It creates a positive shift in the role of police from “working against bad people” to “working with good people” in the society (www.apstatepolice.org).

In the wake of the terrorist attacks in 2008 in various parts of the country it was argued that there was an urgent need to develop new mechanisms to fight terrorism and other forms of criminal and anti-social activities. The U.N. Secretary-General's High Level Panel on Threats, Challenges and Change in its report "A More Secure World: Our Shared Responsibility" noted that terrorism and other forms of anti-social activities flourish in environments of despair, humiliation, poverty, political oppression, extremism and human rights abuse as well as in the contexts of regional conflict and foreign occupation; and it profits from weak state capacity to maintain law and order.¹¹

Raj Kumar maintains that the role of civil society and other sections of the community like the religious communities in the fight against terror should not be underestimated. He argues that it would be foolhardy to think that the police and law enforcement machinery would be able to reach out to the entire country to create a safe and secure environment. Even the best of intelligence gathering mechanisms will not be able to find out all the information that is sometimes needed in the fight against terrorism. He is of the opinion that the civil society needs to be empowered so that the much needed information available in the public domain regarding terror networks is shared with the police and law enforcement machinery.¹²

¹¹ C. Raj Kumar, Terrorism and Indian Democracy, The Hindu, July 30, 2008.

¹² Ibid.

Potential Obstacles to Community Policing

However positively police executives may regard community policing, it is also true that identifiable and persistent constraints impede its development. Some of these obstacles have been discussed by Skolnick and Bayley (1988: 21-32) as follows:

- a. **The Culture of Policing:** There are certain identifiable commonalities in police culture. Some of these commonalities are especially salient to our understanding of the resistance of police to the introduction of community policing. First is the perception of danger. Police officers are sometimes shot at and killed in encounters. Since community policing demands a degree of extroversion, the tendency toward suspicion and its concomitant tendency toward marked internal solidarity – the division of the world into we and they must inhibit the degree of acceptance of ordinary citizens that is implicit in community policing.
- b. **The Youth of Police:** Men who are attracted to the occupation of policing are very young in chronological age as well as in maturity of temperament and judgment. Training in the use of force and authority to use it, combined with the youth of most police, can well inhibit the capacity of a police officer to empathize with the situation of those being policed in ethnically diverse and low income neighborhoods. Community policing demands a degree of emotional maturity more likely to be present in somewhat senior officers who are also more likely to feel comfortable

with problem-solving, almost parental role associated with community policing.

- c. Street versus Management Cops: Streetwise officers are likely to be cynical, tough, and skeptical of innovation within management. By contrast, management cops tend to project a vision of policing that is more acceptable to the general public. The street cop tends to be resistant to all forms of innovation that are non technological. The management cop is not necessarily more accepting of the idea of policing as a broader social issue, but he is more likely to be receptive to a more expansive vision on the police role. In any case, a broader vision of the police role is a necessary but not sufficient condition for introducing community policing. Its absence is surely an obstacle.
- d. The Responsibility to Respond: The perception of crime and danger, whatever its comparative reality, puts increased pressure on police to respond. The more police feel this pressure, either through calls for service or through complaints by citizens groups about rises in crime, the more the immediacy of this pressure is likely to undermine the possibilities of redirecting police resources to innovation programmes.
- e. Limitations of Resources: The perception of resource limitation is a constraining factor closely related to the responsibility to respond. Community Policing can not develop without expanding the dimensions of an already sizeable bureaucracy.

- f. **The Inertia of Police Unions:** Police Unions have become more powerful in the United States, Scandinavia, and Great Britain since the 1960s, and for fairly evident reasons. Mostly, the power of police unions has correlated with the rise in crime and the fear of crime over the past three decades. For some union leaders, community policing is seen as a threat to the proper role of the police in a good society. In this vision, the police are supposed to provide the citizen with protection against crime. Neighborhood Watch is perceived as a substitute for the police, one that relieves the state of a moral responsibility to protect the citizen. Finally, community policing appears threatening to police unions if it means or appears to mean that fewer police will be necessary. The unionization of police unquestionably encourages them to claim authority over crime prevention activities, even when interaction with the citizenry might well reduce crime. For police unions, jobs and job benefits are primary concerns. The prevention of crime seems to merit a lower priority. This stance, of course, constraints the development of community policing.
- g. **Command Accountability:** Police organizations are characteristically arranged in hierarchical form. Policy is made by the chief or commissioner and the command staff. Community policing, by contrast, implies a degree of decentralization of authority. As a general proposition, the more centralized and hierarchical the accountability system of a police department, the more difficult it will be to introduce community policing.

- h. The Reward Structure: Community policing exaggerates the ambiguity of police performance and, by implication, of measures of evaluation and reward. Police executives recognize the problem even when they do not articulate it. It can be said that the ambiguity of evaluating and rewarding the quality of community police performance constitutes a factor in inhibiting the development of community policing.
- i. Public Expectations of Police: Citizens may believe that community policing is actually interfering with standard crime fighting capabilities. This can occur if community policing is permitted to bear the responsibility within the police department for reductions in the patrol force, response time, and so forth. Such a message, if permitted to take hold within the department, will eventually make its way to the general public. Thus, community policing is easily maligned by traditional police who resent change.
- j. Failure to Integrate with Crime Detection: Departmental segregation has by now become an almost predictable problem of community policing. Community policing activities are assigned to newly created specialized units – crime prevention branches and community relations squads. Community police personnel may be attached to decentralized commands, but they “do their own thing” and are not integrated into traditional patrol or criminal investigation activities. Serious thinking and seriously monitored interpretation need to be undertaken to solve this problem.

- k. **The Ambiguity of Community:** Community is an inherently ambiguous, almost elusive idea. It implies a commonality of interest, values, identities, demands, and expectations. Moreover, there can be quite a bleak side to the idea of community when some of its members become overprotective and threaten or engage in violence to perceived outsiders. Police can perhaps resolve the ambiguity of community by themselves conveying broader communal norms of decorum and safety to individual neighborhoods. Like the Japanese police, they can seek to move beyond being merely the law's enforcers; they can aspire to teach the community's moral values within self-defined and cohesive neighborhoods.

The Value of Community Policing

Despite the ambiguities of the concept of community and the realities of police resistance, community policing has enduring value. If police forces encourage community-based crime prevention, emphasize non emergency interaction with the public, increase public input into policy-making, and decentralize command, substantial benefits can accrue both to the community and to the police.

Benefits to the community

The possible public benefits of community policing are (Skolnick and Bayley 1988: 37-40):

- Unique opportunity to assist a new area of policing

- Spares the inconvenience of formal inquiries into complaints due to solving of minor disputes by community oriented policing
- Provides a forum for discussion and development benefiting the entire community
- Opportunity for members to do socially useful and productive community work
- Motivating the youth and utilizing their energies for constructive activities
- Counseling drug addicts, eve-teasers, violators of traffic rules and advising their parents
- Helps make the locality a safer, more secure and a happier place.

Benefits to the Police

Community policing, according to Skolnick and Bayley (1988: 37-40), also offers potential benefits to the police. Some of these are described below:

1. Political Benefits: If co-production through community participation leads to lower crime rates and higher arrest rates, the police can take credit as foresighted agents of change.
2. Grassroots Support: Community policing offers a magnificent opportunity to build grassroots political support for the police. It embeds the police in the community, giving them an opportunity to explain themselves, associate themselves with community initiatives, and become highly visible as concerned defenders of public safety.
3. Consensus- building: Community policing is a means for developing a consensus between the police and the public about the appropriate use of law and force.

4. Community Morale: Community policing probably raises the morale of the police involved because it multiplies the positive contacts they have with those supportive people in a community who welcome police presence and activity.
5. Satisfaction: Because effective community policing requires that subordinate ranks take more initiative and responsibility, it makes the police job more satisfactory.
6. Professional Stature: Community policing raises the professional standing of the police by broadening the range of skills required. To be successful at community policing, police must be more than large, physical, and tough; they must be analytic, empathetic, flexible, and communicative.
7. Career Development: By enriching the strategic paradigm of policing, community policing creates more lines for career development. Because community policing encompasses and expands on the traditional model, it provides more ways for personnel to be valuable. For community policing to work, police forces must reward a wider range of performance skills. This provides career opportunities to a more diversified group of officers.

When its good intentions have been transformed into concrete programs, community policing displays impressive coherence and offers substantial benefits to communities as well as the police. Indeed, it represents the most dramatic change in the strategic vision since the rise of “police professionalism” in the early twentieth century.

Finally, despite its attractions and importance, there is a concern that community policing will be oversold, both to police and to the wider political community. There are dangers in it. Skolnick and Bayley (1988: 37-40) are of the opinion that it could invite corruption and vigilantism, pitting the police and reputable residents against the disreputable. The best patrol officers could be attracted to community policing, with the resulting irony that the quality of the regular patrol police force will be diluted. It could de-emphasize the importance of law enforcement abilities (such as knowledge of search and seizure laws) in favor of interaction skills. The authors argue that the classical social and economic correlates of crime - high rates of youth unemployment, family breakdown, social dislocation, violence, gangs, drugs, illiteracy, and historical patterns of racial discrimination can not be completely removed by community policing. Community policing is no substitute for social and economic change. As a crime-control measure, it must be understood in limited perspective, not as a long run or key stone feature of a successful anti-crime policy.

Apart from the above discussed problems and obstacles associated with community policing, there can be several other factors which can influence the implementation and impact of community policing. The present study has been undertaken mainly to study some of the important factors determining the implementation of community policing in the Cyberabad Police Commissionerate in Andhra Pradesh. The major objectives of the present study have been listed below.

Objectives of the Study

The proposed research has been undertaken to study mainly:

- Community Policing strategy and practices in Andhra Pradesh in general and in the Cyberabad Police Commissionerate in particular.
- The use and effectiveness of community policing in a democracy.
- The impact of existing police culture and organizational structure on CP initiatives in Cyberabad Police Commissionerate.
- The impact of community policing initiatives on the community members and crime rate under the Cyberabad police commissionerate.
- Factors responsible for making community policing a success or a failure.
- Common problems witnessed with regard to the implementation of community policing in democratic societies.

Central and Other Related Questions

1. What are the reasons responsible for the relevance of community policing in the twenty first century India?
2. How is community policing different from the traditional model of law enforcement?
3. What are the various human domains wherein community policing can be more effective?
4. What are the various ways in which the community extends its help/support to the police?

5. What are the various modern management techniques introduced in community police administration?

Hypothesis

- Limited community participation and structural defects within the police organization resulted in the abandonment of community policing programs at the Cyberabad Police Commissionerate after 2007.
- Lack of leadership and inadequate training to the Community Policing Officers led to the decline of community participation in community policing activities.
- Inadequate strength of police personnel and community association members resulted in the gradual decline in maithri meetings since 2006-2007, resulting in the dismantling of community policing functions.

Chapterization

The study comprises six chapters which are elaborated as below:

This chapter is a discussion on the concept of community policing (CP), examining its basic principles and how community oriented policing differs from traditional policing model of policing. The chapter analyzes the central theme of CP, including its origin, typical methods of CP, and tactical innovations in the new approach. Finally there is a brief description of the Indian experience in the area of community policing.

The *second chapter* would help us analyze the various theoretical constructs that explain various community policing practices and also support and strengthen the basic ideas underlying different methods and styles of community policing in India.

The *third chapter* systematically describes the various community policing initiatives in the Andhra Pradesh with a special emphasis on “Maithri” programme. The focus has also been on the individual initiatives of innovative police officers in different parts of the state.

The *fourth chapter* gives a detailed account of the Cyberabad Police Commissionerate with the main focus on the introduction of community policing programmes. Profiles of Jeedimetla Police Station and Madhapur Police Station, along with the working of various CP committees and associations under these two PSs has also been given to enable a detailed understanding of community policing at police station level.

The *fifth chapter* is based completely on the analysis of the data and information collected from a wide range of sources utilizing a variety of methods to ascertain, explain or refute the hypothesis and objectives of the study.

Finally, the *sixth and concluding chapter* presents the major findings of the present study.

CHAPTER - II

THEORIES OF COMMUNITY POLICING

Community Policing (CP) is a new theory of police administration and is said to have three core elements: citizen involvement, problem solving, and decentralization. All are related, but citizen involvement is especially crucial because it is the basis of the theoretical foundation of community policing. Mainstream CP literature starts with a basic observation which informs every theory throughout, i.e., in a democratic state run by the people we must understand how common people conceive the nature of crime and role of the police. A cursory review of literature reveals that in spite of its success there is no scientific – logical, predictable, refutable - theory explaining and explicating, predicting and refuting CP practices. The present chapter is an attempt to do so. The chapter would analyze the various theoretical constructs that support and strengthen the basic idea underlying different methods and styles of community policing. The chapter is an attempt to understand various factors responsible for making CP a success or a failure. These factors have been discussed here with the help of the following theories:

1. Social structural theory of CP
2. Modern management technology theory of CP
3. Democratic theory of CP
4. Zero tolerance theory of CP
5. Public relations theory of CP
6. Communitarian theory of CP
7. Organizational structure and culture theory of CP

(1) SOCIAL STRUCTURAL THEORY OF COMMUNITY POLICING

Robert R. Friedmann in his book “Community Policing: Comparative Perspectives and Prospects” maintains that from the perspectives of both community and police, community policing signifies that crime is produced by societal factors over which police have relatively little control and therefore crime control needs to focus on those societal factors which cause crime and should focus more on ‘quality of life’ issues that exceed crime. Fear of crime also needs to be attended to in attention to ‘traditional’ crime issues (2003: 3).

Well known legal anthropologists have contributed much, through their studies of “trouble cases,” to our understanding of how indigenous people of different cultures settle disputes and deal with problems. Such research informs that the problems of everyday life look and feel very differently from the inside than from outside. The lesson to be drawn from such studies is that legal classifications of a personal encounter, e.g., murder or rape, do not usually capture the true nature and felt impact of such an encounter, as experienced by the person involved. Problems as experiences are anchored within a constellation of personal relationships, shaped by a multiplicity of social factors, circumscribed by intersecting norms (moral, custom, and ethics) and moved along by situational dynamics and personal interactions. Simply, as experience, no crimes are alike.

Social life is governed by certain normative behavior that is shaped by an understanding of what is acceptable and what is not acceptable to do in a society. Laws

are simply the formalization of social norms without which societies can not exist. According to Friedmann, the criminalization or decriminalization of an act reflects society's reaction to it and what societies will or will not tolerate. It specifies who the victim is, who the offender is, what the offence is, under what circumstances it was committed, where it was committed and what will be the penalty against it. However, the leap, or transition, from informal social norms to formal laws is not clear and while from a legal standpoint deviant behavior is to be treated as criminal only when it violates a given law, it is also important to understand that at least some amount of such deviant behavior could be handled on an informal level as well to alleviate a conflict before it becomes an official crime. Here underlies the significance of community policing (2003: 6).

American criminology rests mainly on the social structural explanations of crime and the impact that a community has on regulating the conduct of its members. This explanation has been appreciated by the criminologists all over the world. The social structural concept of community policing requires the citizens to assume the responsibility of controlling crime by reporting such instances or any deviant behavior promptly to the police and also by cooperating as witnesses when the crime occurs.

The accepted view today, is that crime and delinquency should be viewed not merely as an infraction of law, but more appropriately, as an anti-social conduct, arising from disorientational developments in the individual and disorganizational process of the society itself. Social factors like population explosion, inadequate economic growth, and inequitable distribution of opportunities, side by side unplanned industrialization and

urbanization, super imposed on ignorance and poverty, have all contributed to higher levels of disorder in the society.

Social order is a core theoretical issue in the social sciences. The most important theory of social order emanates from Aristotle and is echoed by Rousseau, Durkheim, Parsons, and their contemporary fellows. It views the ultimate source of social order as residing not in external controls but in compliance of specific values and norms that individuals have somehow managed to internalize. As per this theoretical tradition, the attainment of order is generally not considered to be problematic in socially and culturally homogeneous societies, for in these settings the internalized values and norms will tend to be common to all when compared to heterogeneous societies which comprises of a variety of normative orientations and in such societies internalization is likely to sow the seeds of conflict rather than order (Hechter, Friedman and Kanazawa 2003: 329). In such heterogeneous societies community policing programmes should aim at attaining local order by cooperating and convincing various local social groups to exercise informal social control among themselves for their own benefit. Members of the social group can be expected to produce local order to satisfy their own private ends, and once produced, this local order, regardless of its normative content, will contribute to the overall social order within the community.

Robert Lombardo and Todd Lough (2007: 122) are of the opinion that certain community police programmes and community meetings can help to increase the informal social control mechanisms inherent in communities that have been lost in

neighborhoods besieged by crime and disorder, thus enabling residents to contribute to maintaining social control. According to them, two theoretical constructs underlie most of the community policing programmes. They are 'Broken Windows' theory and the 'Community Implant' hypothesis. Both the theories are grounded in social disorganization theory and both argue that there is a direct relationship between distressed communities and crime. The social disorganization theory further argues that there exists a direct relationship between higher rates of deviance and the increased complexities of urban life. Shaw and McKay (1942) formulated a structural theory of crime according to which poor neighborhoods, inhabited by heterogeneous and residentially unstable groups, are more likely to lack social organization and, as a result, experience higher rates of juvenile delinquency. Julius Wilson (1987), after studying the city of Chicago, argued that the de-industrialization of American society has led to the establishment of a new set of structural constraints that has continued to fuel social disorganization. As such it can be rightly said that communities suffering from increased unemployment, poor educational opportunities, and residential immobility also lack the social organization needed to control delinquent and criminal behavior. In such communities, the process of community policing becomes difficult.

Broken Windows theory, introduced by James Q. Wilson and George L. Kelling (American criminologists) in 1982 is based on the assumption that disorder and crime are linked in a developmental sequence. If a window in a building is broken and left unrepaired, all the rest of the windows will soon be broken as well. Since the unrepaired window is a signal that no one cares and so breaking more windows will not result in any

official sanction. This type of vandalism can occur anywhere once the sense of mutual regard and the obligations of civility are lowered by actions that seem to signal a lack of common concern. Wilson and Kelling argue that neighborhoods where property is abandoned, weeds grow, windows are broken, and adults stop scolding ill-disciplined children cause families to move out and unattached adults to move in. In response people begin to use the streets less, causing the area to become vulnerable to criminal invasion. The withdrawal of the community leads to increased drug sales, prostitution, and mugging. Broken Windows theory has been a driving force in community policing programmes, because of the belief that unattended behavior leads to the breakdown of community controls, thus leading to crime. Wilson and Kelling, therefore, have called the police to pay urgent and serious attention to disorder and order maintenance policing (Lombardo and Lough 2007: 123).

However, several researchers and criminologists have challenged the 'Broken Windows' theory. Taylor in his book entitled 'Breaking away from Broken Windows' (2001) made an attempt to determine origin of civilities and to find out whether or not they eroded urban life over time. He maintained that zero-tolerance, order maintaining police strategies, aimed at reducing fear of crime, may be misdirected and should not be adopted axiomatically. He argued that incivilities are better interpreted as a result of an economically disadvantaged neighborhood, rather than as a symptom of a disorderly and disorganized neighborhood, and that crime fighting is more important than grim fighting for long term reductions in crime. Similarly, Sampson and Raudenbush (1999) argue that disorder and crime are both manifestations of the same explanatory process. They share

common structural and social origins. They maintain that the cause of crime is structural disadvantage and weak collective efficacy: the ability of a community to regulate its own conduct (Lombardo and Lough 2007: 124-126).

The legitimatization of order maintenance policing as advocated by the 'Broken Windows' theory has brought community policing to a difficult situation. The present model led to the establishment of aggressive patrol strategies, which often placed police in direct confrontation with minority communities.

Community Implant hypothesis is based on the assumption that the main reason for high levels of crime is the lack of informal social control in community areas. Sociologists argue that informal social control can be implanted in a community by collective citizen action in neighborhoods where social control is naturally weak or non-existent. The term Community Implant hypothesis was first used by Rosenbaum (1987) in his essay entitled 'Theory and Research behind Neighborhood Watch'. Mastrofski, Worden and Snipes (1995) have described this hypothesis as 'Community building'. Community building, according to them, is a process by which police strengthen the capacity and resolve of citizens to resist crime by building positive relationships with community residents. Lyons (1999), in his book "The Politics of Community Policing", argues that innovative police strategies such as educational, recreational and occupational opportunities for youth, can mobilize the informal mechanisms of social control embedded within the community life (Lombardo and Lough 2007: 128).

Social control generally refers to the capacity of a particular group / community to regulate its members. It involves the use of rewards and punishments. Formal social control is always derived from certain written rules and laws and is enforced by the courts and the police. On the other hand, informal social control is based on customs and norms and is enforced by the citizens themselves through behaviors such as surveillance, verbal reprimand, warning, rejection, and other emotional pressures to ensure conformity. The question for community policing then becomes whether the police, working with the community, can implement informal social control in socially disorganized communities. Social defence programmes of the police adopt a dynamic approach, in tune with national development and connected aspirations. Social defence-oriented developmental strategies are consciously adopted for improving the standards of education, employment, health and living conditions, and all this would generally enhance the quality of life of the ordinary people and will automatically lead to resolutions of tensions, reconciliation of conflicts and building up of resistances in the individual and in society all leading to minimization of deviance, delinquency and crime. S. M. Diaz (2005: 47) further maintains that in a disorganization-prone society, with an all pervading permissiveness, even normally abiding citizens are inclined to unlawful activities as a result of their frustration, discontent and anger, stemming from the disparities between promise and performance and the obvious dichotomy between profession and practice. All these problems lead to confrontations with the police.

Community policing has the capacity to solve the problems of deviant behavior in a disorganized society by handling the problem at the beginning stage itself with

appropriate community-based programmes, fully involving the community groups at various stages of decision making, planning and implementation of the programmes for the protection of the community. These programmes can subsequently become the base for all neighborhood community police projects with the involvement of the community members in community's own organization, collective anti-crime activities, neighborhood social integration, local social control and overcoming fear of crime. Such community based programmes in turn result in the promotion of mutual understanding and appreciation among the community members.

In spite of the popularity of programmes that utilized the community-building approach, there is little empirical evidence to support the effectiveness of the community implant hypothesis. The study conducted by Skogan (1990) concluded that informal social control mechanisms do not increase solidarity or social interaction. Nor can any of such programmes improve neighborhood conditions. However, research by Silver and Miller (2004), found that community attachment and satisfaction with the police (on the basis of which community policing operates) contribute significantly to neighborhood levels of informal social control. The residents of a community that were satisfied with the ability of the police to control crime and maintain order were more likely to engage in activities to control deviant behavior (Lombardo and Lough 2007: 130).

The Social Structural theory of CP holds that community cooperation in the form of informal social control can result in successful community policing since increased satisfaction with the police is indeed one of the fundamental goals of community

policing. The efforts to 'implant' informal social control in urban neighborhoods, where social control is naturally weak or non-existent can be positively affected by improved police-community relations.

(2) MODERN MANAGEMENT TECHNOLOGY THEORY OF COMMUNITY POLICING

Efforts to build a people friendly police may not achieve the desired results unless there is a real time back up of information required for the purpose and this has become possible with the implementation of modern management and information technology by the police. Yet, there are some additional initiatives that are needed in order to update the system technology as well as the methodologies for Community Policing (CP).

The development of police technology during the late 1980s focused principally on the acquisition of two major types of systems by the police: computer aided dispatching (CAD) and the automated fingerprint identification system (AFIS). While holding that crime prevention is the priority, CP also acknowledges that it is not the sole purpose of policing. CP promotes the use of technology to better analyze problems and develop crime prevention and apprehension strategies (Peak and Glensor 1996: 391).

Policing is an information-intensive business. Organizational strategy can no longer be separated from information technology strategy; properly managed, information systems can serve as a powerful tool in the hands of progressive police executives. They can cut labor costs, improve resource allocation, and increase efficiency

and effectiveness of existing operations. For several years computers have assisted the police in budgeting, crime analysis and investigation, dispatching, fleet management, jail management, personnel allocation, and record keeping. However, Kenneth Peak and Ronald Glensor (1996: 391) maintain that police departments must manage technology rather than allow themselves to be managed by it.

During the last decade of the 20th century, the overall world environment has changed tremendously, be it administration, law and order or nature of crime and criminals, due to several reasons. Liberalization of economy, globalization and advancements in the field of Telecommunications and computer technology (I.T.) has opened up new vistas of unique development. Because of these developments, the work environment has also changed considerably. Therefore, we cannot look at the functioning of police in isolation. It is essential that we look at the present day roles and responsibilities of the police, especially with regard to CP, in a broader way and provide inputs to police personnel through their training programmes and prepare them to avail the fruits of modern telecommunication technologies.

According to A. P. Maheshwari, an Indian police officer (2001: 112) certain critical information domains must be addressed for the successful implementation of community oriented policing. Some of these are:

- Environmental Scanning
- Area demarcation and problem diagnosis
- People interface

- Strategic management
- External and internal linkages with the police organization
- Task-group role and accountability

The traditional system of policing primarily makes three types of analysis, i.e., crime analysis, intelligence analysis and administrative analysis. The Community oriented policing or CP needs to focus on new salient features with the need for socio-economic and demographic analysis of the community, and lay more emphasis on specific problems of the area (with hot-spot focus), meaningful evaluation of the tactics or programmes followed in particular context, and more emphatically, the policy options, i.e., anticipating the consequences of community policing moves. All this signifies the criticality of at least three additional sub-systems of the CP informatics:

- Geographic information system
- Problem solving information system
- External information system

Therefore it has been maintained that induction of people friendly policing culture can be possible with an easily accessible and real time logistic support in the form of CP information network.

Information technology (IT) has been proven as an enabler for the achievement of community policing goals. Yet, in terms of overall research, there has not been a significant amount of attention focused on IT and CP.

Criminologists such as David Carter and Robert Trojanowicz (Chu and Chu 2001: 28) have stated that “the goal should be to employ sophisticated and expensive technology where it will provide the greatest payback. The Community Policing Officer (CPO) is like the base of a funnel, using information filtered down from various ‘hi-tech’ sources and providing information generated from his/her neighborhood area (beat). A misconception is that CP is antithetical to hi-tech policing”. They argue that a technique like criminal profiling obviously falls into the hi-tech approach. Using sophisticated computers, the police and other investigating agencies can profile a likely perpetrator and create a description of what that person is like. Yet, obviously, that information still requires identifying the individual, finding out where he /she lives, and apprehending the suspect. Here the CPO has an advantage of being familiar with the bad actors in his beat area and will have the information necessary to make an arrest. Here lies the significance of community policing even in the IT era.

The present theory holds that there are many ways by which IT can be used as an enabler for CP. Many uses support individual officers since they are the practitioners and frontline linkages to the community. Some benefits support the whole organization. For instance, almost all law enforcement organizations have mission statements that talk about how CP promotes peace, order and civility. The theory maintains that the public needs a sense of security and also want to be consulted about their priorities. In this context, many police agencies have been using Internet Web pages as a means of disseminating information on organizational priorities (annual reports, operational plans), and they obtain feedback through e-mail and interactive message boards.

Former police administrator (USA) James Lingerfelt (Chu and Chu 2001:30) calls technology a force multiplier. He notes that there are three ways to save time and money that can be applied to CP:

- (i) Use technology to off load work to other police personnel. This could involve using a Computer-Aided Dispatch (CAD) system as the focal point of a call management programme. Work can be sent to a telephone reporting unit that could handle complaints that do not require an actual police visit or immediate response.
- (ii) Use technology to streamline work. Work can be moved to support services or it can be streamlined so that it is more efficient and generates higher quality outputs.
- (iii) Reduce the costs of support services and apply the savings (in people and money) to direct-service areas.

This new police paradigm has also come to be known as intelligence-led policing (ILP). ILP is the collection of information to produce an intelligence based end product designed to inform police decision makers at both policy making and strategic levels. It is a model of policing in which intelligence about crime serves as a guide to police operations. ILP has been described as a new dimension of CP in that both rely on information management, two way communications with the public, scientific data analysis, and problem solving. It is built on the argument that the trusting relationships developed between patrol officers and the community can be used to gather information about crime (Lombardo and Lough 2007: 134).

“Policing today is no longer a matter of ‘brawn’ with lathi-wielding police personnel upholding the law and maintaining peace. It now revolves around higher management skills, leadership, planning, anticipation and strategizing”.¹ All this requires the judicious use of modern management and information technology in policing, especially in community policing which rests on quick transfer of information from the community and beat patrol officers to the police headquarters.

The theory insists on the use of latest technological advancements in the area of policing and holds that modern management technology could be made use of for police augmentation and making the system more efficient. For instance, Fax Net, mobile telephones, pagers, Internet, Global Positioning System, Image transmission and video conferencing over a large area and even modern transport facilities have become vital part of crime prevention networks in communities across the world by giving police a tool to rapidly alert neighborhood businesses and associations about criminal activities and wanted suspects. Modern management techniques like the Tetra radio network, apart from fulfilling regular communication needs, can help the police to transmit voice data and pictures through special handsets. Using this equipment, the policemen can send messages to each other. Further, the Global Positioning System (GPS) helps the police to monitor the movement of police patrolling parties and constables.

Dr. A.P.J. Abdul Kalam (former President of India) maintained that there is a need for Wi-max and Wi-Fi connectivities with state-of-the-art security for police

¹ Speech by P.C. Haldar, Director of Intelligence Bureau, on ‘internal security’ at SVP National Police Academy, Hyderabad on 3rd March 2008.

communication. Data about habitual criminals, including fingerprints and DNA, should also be available online to all police stations through a centralized data center with an appropriate mechanism for validation and verification without duplication of data. Video conferencing also can be used in an effective way for better communication between various police departments. The police community must enable formulation of progressive and innovative crime detection systems for the digital economy.²

From severe shortage of man power to serious security threat to public places, the police have been facing several challenges. There is a need to disseminate and share information better; create a data collection system for detecting inter regional, inter state and cross border criminal activities; and improve the collection and analysis of data on crime, prosecutions, convictions and sentences.

Technology may make police more efficient. Powerful computer data bases that analyze crime patterns may help solve crimes and locate perpetrators, new forms of identification involving DNA or computerized fingerprinting may help convict the guilty and protect the innocent. New technologies may help control police. For example police accountability might be enhanced by the video tapping of all police encounters with citizens. This could serve as a deterrent to misbehavior and offer a new form of evidence in disputed accounts and can be of significant help in the area of CP.

This theory highlights that Information and Communication Technology (ICT), when aligned with an organization's mission and service strategies, can provide immense

² A.P.J. Abdul Kalam, Improving the System of Policing, The Hindu, January 17, 2007.

benefits in the community policing era. In recent decades subtle, seemingly less coercive forms of control have emerged such as video surveillance, computer dossiers, and various forms of biological and electronic monitoring and behavioral and environmental manipulations and this has made it possible to have a society in which significant inroads are made on liberty, privacy and autonomy.

However, the dawn of the information age has meant that the general work force is becoming more knowledge-centered as against physical labor centered. The same trend has extended to the area of law enforcement. With all of the promise and capabilities that will come to the police in the high-tech era of the future, several legitimate concerns are indicated as well. As futurist Georgette Bennett observed, “Experts agree that computer crime in all its colorful variations—‘Data diddling’, ‘super-zapping’, ‘logic bombs’, ‘salami slicing’, ‘Trojan horses’—will be the single greatest crime generator we face in the future”.

Most police agencies currently have little if any internal training that addresses computer systems and other equipments. Police officers need to know, for example, that search warrants addressing computer equipment or storage media may require specific information and exact wording to stand up in court; that the delicate electronic components used in computers and information stored on magnetic media, such as floppy diskettes, are quite sensitive to temperature extremes; that exposing magnetic media to magnetic fields, such as radio waves, could also alter or destroy data; and that connecting

or disconnecting electric cables improperly could permanently damage sensitive electronic equipment (Peak and Glensor 1996: 396).

The challenge for CP officials is to embrace technology, but they must apply it intelligently. Technology can sometimes be employed at cross-purposes with CP. For example, the combination of CAD technology and computerized data in the patrol car has tethered officers to the automobile rather than facilitate the face-to-face interaction in the community that is so integral to CP.

Having too sophisticated technology and modern equipments can be as great a burden as having none at all. Police agencies also need to be well aware of the liabilities and constitutional issues surrounding the new technologies.

Drawing on Ulrich Beck, Michel Foucault, Anthony Giddens, and others, Richard Ericson and Kevin Haggerty (Ericson and Haggerty 1997: 49) perceive the police as pivotal brokers of knowledge in a 'risk society' geared to surveillance, exchange of information, auditing, communication, and classification. This makes police officers the knowledge workers who 'front load' the system. They are caught in an iron cage of information technology. Ericson and Haggerty call it as "database policing". They argue that there is an omnivorous and insatiable demand for data (e.g., on traffic accidents and for the court system). Although the required data is available it is not used judiciously. Agencies have large departments to process this information and all activities are logged and monitored. This has made police work dehumanized.

Ericson and Haggerty provide a demystification of community policing, which they perceive as a discourse that is entwined with the communication systems that provide the context for how the police think, feel, speak, write, design their buildings, mobilize, and so on. Community policing, according to them, is communications policing where the traditional community of interpersonal relations and direct action gets lost (1997: 445). In this light, CP is highly intrusive and represents infiltration utilizing communications technology and the mobilization of others.

Finally it can be said that community policing permits the judicious use of modern technology, but it also rests on the belief that nothing surpasses what dedicated human beings, talking and working together, can achieve.

(3) DEMOCRATIC THEORY OF COMMUNITY POLICING

Community policing is based on the democratic principle that “anyone who exercises authority on behalf of the community (like the police) is accountable to the community for the exercise of that authority”. Democratic theory of community policing rests on the belief that community policing, which is the newest development in the area of policing, involves the empowerment of a new level of social organization to generate work for the police, namely, groups, neighborhoods, communities, businesses, civic groups, and so forth. The theory also maintains that the success of a democratic government depends, in large measure, on the voluntary compliance of citizens with society’s laws and norms of conduct.

Police in a democracy are always in a dilemma, for in a free society there exists a delicate balance between enforcing laws and maintaining order effectively on one hand and being repressive on the other.

Community policing in a democratic society has the following roles to perform:

- Acts as a democratic role model for citizens in society by being impartial, fair, and objective, showing restraint, compassion, and tolerance.
- Practices consistent enforcement of the laws.
- Investigates crimes and apprehends suspected criminals.
- Educates the public to protect themselves and their property.
- Attempts management of interpersonal and inter-group conflicts with minimum reliance on force.
- Works with other community and criminal justice agencies to alter the causes of crime and to cope effectively with its occurrence (Kuykendall and Unsinger 1979: 19).

According to Prof. David Bayley (2005: 298-300), the essential features of democratic policing are responsiveness and accountability. A democratic police force, according to him, is the one that responds to the needs of individuals and private groups as well as the needs of the government. Strengthening of these mechanisms will strengthen the quality of democratic policing. The police, in truly democratic countries, according to Bayley, serve the disaggregate members of the public and their needs are uppermost in the mind of a democratic police force. He, however, maintains that the problem that most of the

countries face is that democratic policing, especially in its concern with human rights and accountability, is under attack all the time because of reported increases, firstly, in serious crime and, secondly, in terrorism, assassination, and collective disorder. When there are increases in individual as well as collective threats to law and order, democratic policing becomes vulnerable to being labeled a “soft strategy”.

However, theorists of participatory democracy, like N. Poulantaz, C. Pateman and C.B. Macpherson try to assimilate and realize the ideals of direct democracy – responsive and active citizenry, participation and equality in the modern complex world. They point out that if individuals have an opportunity to directly participate in decision-making at the local level they can achieve real control over the course of their everyday life. Macpherson argues that a truly democratic society promotes powers of social cooperation and creativity (which is a prerequisite for the success of CP) rather than maximize aggregate satisfactions (Ramaswamy 2004: 404).

The democratic theory of CP also derives its ideas from the model of deliberative democracy. Deliberative democracy signifies a democratic system that deliberates to the extent ‘that the decisions it reaches reflect open discussion among the participants, with the people ready to listen to the views and consider the interest of others, and modify their own opinions accordingly’. In deliberative democracy decisions are taken wholly by consensus. It values the manner of open discussion that hears all points of view and reaches a decision. For deliberative democracy to work well, people must exercise democratic self restraint: they must think it more important that the decision reached

should be a genuinely democratic one and a decision that they themselves favor (Ramaswamy 2004: 407). Similarly developmental model of democracy is concerned with the development of human individual and the community. It holds that citizens are 'free' only when they participate directly and continuously in shaping the life of their community (Heywood 2004: 74). Community policing is also based on a similar belief that members of a community can lead a peaceful and orderly life only if they directly participate in the community policing activities.

The democratic theory of community policing assumes that police force in a community is just a reticulation with necessary structure, resources and expertise at its disposal towards a given end. It holds that the regular police force is just a skeleton for the true policing efforts of a democracy wherein every citizen is a policeman of his country.

One important element in defining a democratic society is a police force that:

1. Is subject to the rule of law embodying values respectful of human dignity, rather than the wishes of a powerful leader or party.
2. Can intervene in the life of citizens only under limited and carefully controlled circumstances and
3. Is publicly accountable.

Involvement of public in police activities, which is an essential prerequisite for CP, breeds a sense of belongingness. Periodic meetings between the public and the police at

various levels serve the purpose. It brings police and the public closer. The sense of participation in policing helps the public to appreciate the problems of the police and policing. It encourages citizens to partake in nation building and boosts patriotism.

However, to judge democratic societies merely by traditional standards focusing on overt and direct police behavior can result in a vision which is too narrow and an optimism which may be unwarranted. Given powerful new technologies that can silently and invisibly pierce boundaries of distance, darkness, time, and economic and physical barriers that traditionally protected liberty, police may become less democratic in their behavior. New information extractive technologies such as video surveillance, computer dossiers, and various forms of biological and electronic monitoring and behavioral and environmental manipulations are making it possible to have a society in which significant inroads are made on liberty, privacy and autonomy, even in a relatively nonviolent environment with democratic structures in place.

The theory also focuses on the continual tension between the desire for order and the desire for liberty that exists in every democratic society. The theory maintains that both are essential. While as the case of the *Police State*³ suggest, one can have the former without the latter, it is not possible to have a society with liberty which does not also have a minimum degree of order. The balance between these, however, will vary depending on

³ The term police state refers to a state in which the government exercises rigid and repressive controls over the social, economic and political life of the population, especially by means of a secret police force, which operates above the normal constraints, found in a liberal democracy. A police state typically exhibits elements of totalitarian and social control, and there is usually little distinction between the law and the exercise of political power by the executive.

the context and time period. Democratic theory of CP seeks to avoid the extremes of either anarchy or repression.

According to this theory, community policing is an explicit effort to create a more democratic police force. It is based on the assumption that policing will be more effective if it has the support of, and input from the community and if the community recognizes the social service and order maintenance aspects of the police role. This can certainly involve some sticky issues such as:

- What constitutes a community? There is always a danger of powerful groups pursuing their own agendas and labeling this for the 'community' ignoring the basic principles of democracy and the legitimate needs and interests of minorities.
- How to resolve the tensions between professionalism/ expertise and democratic participation and the danger of police being captured by a given segment of a diverse community.

It is ironic that police are both a major support and a major threat to a democratic society. When police operate under the rule of law they may protect democracy by their example of respect for the law and by suppressing crime. But apart from the rule of law and public accountability, the police power to use force, engage in summary punishment, use covert surveillance, and to stop, search and arrest citizens, can be used to support dictatorial regimes, powerful vested interest groups and practices.

The purpose of democracy, according to Andrew Heywood (2004: 71), is to establish, through some process of popular participation, a framework of laws within which individuals can conduct their own affairs and pursue their private interests. Democratic solutions, then, are appropriate only for matters that specifically relate to the community; used in other circumstances, democracy amounts to an infringement of liberty. Not uncommonly, this fear of democracy is reflected in a rejection of direct or participatory forms of democracy. The same anomaly exists in the area of CP in a heterogeneous society.

The challenge of policing a democratic society is to design a means by which public preferences are converted into policing outputs. This is less easy than it sounds, for reasons well known to democratic theorists. Moreover, it may not always be desirable. Foremost among the concerns is the fundamental risk of majority tyranny. The public may well prefer solutions that are exclusionary, or indeed, draconian, to the great disadvantage of the marginalized minorities against whom they are directed. Compounding this is the fact that people from disadvantaged backgrounds are less likely to participate in any policing process, even those through which they might further their own interests. The flip side of this is the risk of minority tyranny, where a shrill minority would prevail over an apathetic majority.

Democratic theorists differentiate between the aggregate of individual private interests, and the public interest or the common good. Most law abiding citizens, if asked, would prefer to see a greater police presence in their own neighborhood than in

somebody else's across town. Conversely, proposals to close down police stations tend to be greeted with considerable dismay by local residents. It may not matter much to the self-interested citizen that his preferred outcomes might entail an inefficient or ineffective allocation of police resources. "Looking after number one" is a familiar mindset in our individualistic society. Citizens are usually competent judges of their own interest, but less so of the interests of others or of the public in general. This contradiction between public and private interests and the threat of majority or minority tyranny in a democracy poses a major challenge to the very basis of community policing.

(4) ZERO TOLERANCE THEORY OF CP

Zero Tolerance Policing is an intensely debated crime control strategy in the West. Zero tolerance policing is said to have its philosophical origins in the Broken Windows' article published by James Q Wilson and George L Kelling in the journal, The Atlantic Monthly, in March 1982. In short, this thesis asserts that just as an unrepaired broken window is a sign that nobody cares and leads to more damage; minor incivilities - such as begging, public drunkenness, vandalism and graffiti - if unchecked and uncontrolled, produce an atmosphere in a community in which more serious crime will flourish. Over time, individuals may feel that they can get away with minor offences, which leads them to commit more serious offences.

As a result of its popularity and vogue status, the term zero tolerance policing is defined in many different ways. It is therefore said to be an ambiguous term: To some, it connotes comprehensive, aggressive law enforcement with "no holds barred". To others,

it refers to a policing strategy which exists as part of a package of carefully designed approaches to combat the crime problems of a specific locality.

According to this theory, there is a link between minor disorderly behavior and rise in crime. Such disorderly behavior – litter, broken windows, and graffiti – would create a public perception that no one cares and everything goes. When such seemingly insignificant infractions of law are tolerated, it fosters a climate of permissiveness for major crime. If not firmly suppressed, it will frighten citizens and encourage criminals. Zero Tolerance Policing, therefore, means that, by pursuing minor crime vigorously, the authorities can create an environment in which crime of more dangerous kinds cannot flourish (Jafa 2001: 105). Importantly, the crime prevention hypothesis contained in the zero tolerance policing theory is that the more arrests police make for every petty disorder, the less serious crime there will be.

In zero-tolerance policing, laws are strictly enforced and suspicious people are stopped and questioned, which increases the opportunity to find fugitives. An example of zero-tolerance policing is the targeted approach to crime control used in New York City. From 1993 to 1997, murder and non-negligent homicides dropped 60.2%, forcible rape decreased 12.4%, robbery dropped 48.4%, and burglary was reduced by 45.7%. The Mayor's office credited the police department for this crime decrease; the zero-tolerance policy was a primary strategy the department used (Swenson, Henggeler, Taylor and Addison 2005: 209).

However critics argue that zero- tolerance policing is a form of aggressive policing that contains the danger of over-reaction from undue enthusiasm for achieving results, or from deliberate brutality or an arrogant sense of power. For most commentators the zero tolerance policy is associated with aggressive order maintenance. This strategy is described by its critics as a punitive approach to maintaining law and order, with little or no reference to negotiating acceptable public behavior at the neighborhood level. Amongst many criminologists, therefore, the clearest picture of zero tolerance policing is drawn in terms of aggressive enforcement, as a confrontational form of policing in which petty offenders are targeted directly and fed into the criminal justice system by arrest or summons.

The long-term effects of this model of policing are unknown. It works well in densely populated areas with high policing levels and large amounts of petty crime. But where the population is dispersed or the crime rate is low, it may have little effect. And in areas of high racial tension, the policy might leave locals feeling victimized.

According to Y.S. Jafa, an Indian police officer (2001:110), zero-tolerance policing, if applied to specific problems for short durations under strict management, would be effective. However he maintains that such initiatives can not be left in the hands of petty officials. A focus on crime reduction with numerous arrests for minor offences like taxi drivers overcharging passengers or careless driving by bus drivers can unleash baser, sadistic instincts of the police organizational culture, apart from creating opportunities for corruption. Thereby well educated officers must be deployed for

handling the zero tolerance approach. Municipal officials and magistrates will have to be on the side of the police. Most importantly, public support for hard-line policing against minor offences and disorderly acts like traffic rules violation and fouling up public places should be elicited through NGOs, resident's associations and other local groups.

The question before the law enforcement officials is whether aggressive zero-tolerance policing is the only way of effecting successful crime control within a community. Sometimes 'get tough' measures leading to lengthy incarceration of a large number of young offenders may offer short term relief, but in the long run by causing disruption of family ties and increasing levels of alienation, they may have negative consequences and prove to be problematic in themselves.

(5) PUBLIC RELATIONS THEORY OF CP

The notion of how important is the relationship between police and community is not new. The Public Relations theory of CP is based on the belief that not only should there be an emphasis on the maintenance of good 'public relations' as being so typical to many of the traditional police-community relations programmes, but there should also be an attempt to highlight the importance of inter-dependence, of mutual understandings and mutual responsiveness and support. However, while these expectations may have served as a backdrop to more systematic theoretical conceptualizations, it was not until the development of the idea of *co production* that systematized the notion of citizens and police having a joint interest and developing a set of activities together to produce security and public safety.

In the age of rapid development of communication technology, when geographical distances are practically no longer felt, direct communication with different sorts of public is still one of the basic conditions for long term successful and efficient operation of any social subject, especially one like the police, which is constantly under the critical public eye.

Virtually every organization that provides a product or service finds it necessary to communicate with the public about what it does. Typically these communications have two distinguishable but related aims. One is to inform the public about the availability of its products and services. The other aim is to establish and maintain a good corporate or organizational image or reputation. Both of these communication activities, sponsored and paid for by the organization as an organization, are referred to as public relations (Cox and Fitzgerald 1992: 8).

The present theory holds that public relations are an inseparable part of police work. The police keep the public informed about matters from its sphere of activity, unless by doing so it would prejudice its own work or justify benefits of others. By the indirect relation that takes place through the mass media, the police endeavors to enhance the quality and extent of information it daily communicates to the journalists, stimulating preventive activity of the mass media and coverage of topics that are important for the citizens from the security point of view.

Further, there are more and more different groups of people and police officers have to establish a specific relation with everyone of them. They deal with different people, which is why they need to adopt different approaches; those violating the law will

certainly have a different opinion of the police from those who do not violate the law. Furthermore, the public is becoming increasingly diversified in the modern society, and the police are accountable for its actions and measures taken to all of them and have to establish relations and endeavor for long term co-operation with all of them. In creating such positive communication, police public relations play an especially important role.

Some of the common tasks in police public relations at the ground level of the police operations are:

- Keeping track analytically of the coverage of the police and its representatives in the media,
- Keeping track of and analyzing the public opinion,
- Elaboration of a monthly plan of media related activities for the Police Department and of specific plans for the requirements of the operative services,
- Everyday reporting to the public through the mass media about the more important security events,
- Managing the police website.

Apart from the basic tasks in the field of police public relations the police can also perform other tasks that fall within their competence: organizing press conferences, briefings and photo sessions on various topics in the police field, press releases, notices and information for the public, and also attending to written requests and questions made by journalists. Again, the police can organize interviews, communicate data, and give clarifications and corrections of the items and articles published in various mass media.

Some of the other significant functions of the police with regard to establishment of good public relations are as follows (www.apstatepolice.org):

- To regularly inform the public of the objectives of the police, the rights of the people under law, the services, which the police have designed for the public.
- Highlight the constraints and problems of police like attacks on policemen, killing of police officers, the legal requirements of police actions, the situations arising out of conflicting rights, physical and mental strain to which the policeman is subjected.
- Disseminate information to the public on police matters particularly on important incidents and crimes.
- To apprise the public of the importance on preservation of crime scenes for evidentiary value and also informing them about the importance of giving truthful information and also the need to come forward to give evidence in courts courageously as a part of service to the society.
- The need for the public to co-operate with the police in furnishing clues, giving assistance in investigation and to come forward to figure as witnesses in the court for the effective control of crime by the police.
- In times of emergencies, critical public order situations and outbreak of crime, provide all the information required to the public.
- Interaction with voluntary organizations particularly dealing with the problems of children, women, scheduled castes, scheduled tribes, minorities and crime prevention societies;

- Production, display and distribution of brochures, television serials, short films and other forms of mass media to bring out the areas of police-public co-operation and highlight important aspects of police work including sensational crimes, crime prevention measures, and manner of overcoming lapses and failures in the police functions; and the need for effective co-operation by the public in detection, investigation and prosecution of cases.
- To provide correct feedback of public reactions and their grievances from publications or other media as well as opinion of leaders.

The effective mobilization of community support requires different approaches in different communities. According to Sanker Sen, a retired Indian police officer (2007: 5), establishing trust and obtaining cooperation is often easier in affluent middle class communities, than in poorer communities where there is longstanding mistrust of the police. He maintains that, alliance within the community should not be limited to some particular incidents or confined to a time frame. It has to be an enduring partnership between the police and the community in the quest for peace and justice.

Public relations theory holds that any successful public relations programs must include both *policy* and *practice*, or *planning* and *action*. Public relations are based upon public opinion as influenced to a greater extent by the media. Organizations concerned with public relations sample public opinion, analyze the data collected, make decisions concerning proper courses of action, and translate these decisions into action.

According to the National Crime Prevention Council of the US Department of Justice, community relationships provide worth in social value with a more informed citizenry and also provide an opportunity to the young people and others to learn about law enforcement while working with law enforcement. According to the Council, the philosophy of the citizen-police relationship results in (Sharma 1981: 168):

- Improved cooperation
- Less apathy
- Reduction in crime
- Reduction in fear of crime
- Better communications
- Improved police image and
- Clear understanding

Police- citizen relationship in all societies is essentially a situation, dependent upon two major variables obtained at a given period of history in a particular society. These are:

1. The ideological values of the political system, which the rulers of the country profess or prefer to practice in relation to the bulk of the citizenry, and
2. The operating socio-cultural norms, which tend to condition the bureaucratic ethos of the administrative structures, more so in a developing society (Sharma 1981: 168).

However, in community policing initiatives, the assumption that public are keen to develop partnership with police is often not correct. There is invariably community's skepticism that the police are not serious and indulging in some sort of public relations

gimmicks. There is also fear of the public that they may have to face reprisals from the criminals if they closely cooperate with the police. To win public support, there is a need for the police to convincingly demonstrate that they really seek community's help in combating crime and order (Sen 2007: 4).

An additional concern is that an increase in the decision-making autonomy of line officers and closer police-community relations will provide the police with greater opportunities for abusing their authority and corruption. Little work has been done on this, but the high levels of patronage and corruption that plagued the police in the nineteenth century (an era characterized by close ties between the police, community members, and local politicians) is a clear reminder of the danger of implicating the police directly in community life.

Recent evaluations of community policing suggest that the level of community satisfaction with police services varies according to how it is implemented, and the social characteristics of community members. Even though community policing promises to benefit everyone, specific programs may favor particular community interests (such as those of local business owners) and other dominant groups. In poor and high-crime neighborhoods, residents may be distrusting of the police and rates of community participation may be very low. The benefits of community policing may be highest in these areas, but the challenges the police face in convincing citizens that they are committed to the long-term improvement of the local neighborhood, in creating productive partnerships, and in mobilizing citizens to get involved in local organizations, are also greatest.

A cordial police-community relationship is something unprecedented and has to be attempted and continuously strived for. No society can legislate this relationship, but all societies can conventionally evolve it in the context of their social norms and cultural values. The neglect of this invites violence and corruption, which further results in the aggravation of crime and incidence of lawlessness in society. The police cannot divorce the society just because of its value incompatibilities, nor can it be allowed to transgress limits just because people deserve it. The onus of initiating and courting good relationship with the community has to be on the police and the arguments that the police is already overworked or that the police budgets or available expertise do not permit this, are simply untenable because without this the police has to handle work which it itself creates.

(6) COMMUNITARIAN THEORY OF CP

A relatively new concept that has begun to get the attention of academics and politicians alike and can be applied to the general notion of community involvement in problem solving i.e. community policing is “communitarianism”. The term was promulgated by prominent sociologist Amitai Etzioni and other academics who argued that we have gone too far toward extending rights to our citizens and not far enough in asking them to fulfill responsibilities to the community as a whole. They further maintain that there is a need to make people understand that they need to actively participate, not just give their opinions but instead give time, energy and money (Peak and Glensor 1996: 48).

The theory maintains that the basic ideas and principles underlying the concept of communitarianism can benefit CP initiatives to a very great extent. In its view, communitarianism is an attempt to nurture an underlying structure of “civil society” – sound families; caring neighbors; and the whole web of churches, Rotary clubs, block associations, and nonprofit organizations that give individuals their moral compass and communities their strength. However, communitarian theory of CP believes that the deteriorating trend of the quality of community life is not just because the elected political representatives have done a bad job but also because they have not attended to what citizenship is all about. As such, communitarians support processes such as problem solving, where neighborhoods have taken matters into their own hands, closing off streets and creating other physical barriers to disrupt the drug trade, working to overcome problems of homelessness, panhandling and so on. This is where the objectives of communitarians overlap with those of advocates of community policing: the recognition that many of the answers to community problems lie not with the government, but in the community at large (Peak and Glensor 1996: 49).

Communitarianism or more precisely political communitarianism believes that *rights* come with *responsibilities*. The communitarian political agenda is frequently referred to as value communitarianism because it is inserting community into the social contractarian equation as a source of value. According to communitarianism, communities are posited as having moral value in the way that individuals do: communities have rights; individuals have obligations to communities as well as to each other. Communitarianism stands for the protection of “common good” and community

policing is also a communitarian “justice” program that expands the role of the police from a constitutional job of protecting individual rights into a more progressive definition based on protecting the “common good”.

Communitarian theory of CP maintains that the individuals are shaped by the communities to which they belong and thus owe them a debt of respect and consideration. And as such, they readily tend to cooperate with the law enforcement agencies which assure them of peace and order in their respective communities. Communitarian philosophers such as Alasdair Macintyre, Michael Sandel, Charles Taylor and Michael Walzer hold a similar view when they argue that individuals acquire their identities (their values, their projects, their social roles, their conventions, their hopes and fears) from the communities in which they live their lives (Hudson 2003: 78). According to this view point, the people have the responsibility to fight crime and they need to actively participate in doing so.

The theory focuses mainly on two themes. The first asserts the responsibilities individuals have to communities; the second proposes a presumed decline in community as a crucial factor in rising crime rates and other social evils.

Contemporary political communitarianism believes that up to a point social order and liberty are mutually sustaining and reinforcing, but that if either is enhanced beyond that point, they become antagonistic and adversarial (Hudson 2003: 80). This view can influence CP to a very great extent. CP also believes in Cultivating processes and

institutions that can bring about reintegrative shaming: inculcating a sense of shame for wrongdoing, but without excluding the wrong doer from the community.

Communitarian theory of CP considers western life as a vicious spiral in which community decline leads to lack of informal social control which leads to a rise in criminal and anti-social behavior which further leads to demoralization and decline of community. Communitarian politics has thus brought forth zero-tolerance policing and full-enforcement criminal justice before it is too 'late'. Wilson and Kelling (1982) in their celebrated 'broken windows' article thus maintain that policing against low -level crime and incivilities is very important. Zero-tolerance policing and arrest- and - charge responses to crimes that might at other times be dealt with by cautions or diverted to health / welfare institutions involve recruiting members of communities to support state agencies, mainly the police, in disciplining other members (Hudson 2003: 85). This way people become the 'eyes and ears' of the police. On the whole, the present theory holds that community strategies along with policing strategies can result in positive and effective responses to local demands. More precisely it can be said that community is what control strategies are intended to restore, and community is simultaneously the resource by which control is to be effected.

The theory believes that CP outcomes would be more constructive and humane than the present repressive risk control penalties of state via the police and would eventually lead to community justice since in CP police priorities and crime prevention projects are to be formulated in response to public demand.

Although this theory helps in understanding the reasons responsible for crime and anti-social behavior and the benefits of community police collaboration yet critics argue that crime prevention schemes and community policing strategies include narrow range of interests. They maintain that although these schemes are labelled 'community' they generally mean a small number of sectional interests. Community safety schemes usually represent business, housing associations, residents' associations, local authorities and criminal justice agencies, as well as some officially recognized community associations. The predominance of business interests has led to crime prevention schemes as in CP being described by one critic as corporatism 'masquerading' as communitarianism. Neighborhood schemes, too, represent the interests of some: for example young people are often targets of exclusion expressed through opposition to student accommodation or accommodation for young single people. 'Safer shopping' and 'inward investment' can mean sweeping the streets 'clean' of people sleeping in doorways; it can also mean expulsion of people moving around in groups. In residential areas CP through crime prevention and improvement of quality of community life can entail refusal to allow buildings to accommodate asylum seekers, the homeless, ex-offenders or mentally challenged individuals (Hudson 2003: 88). Precisely the communitarian theory of CP can be criticized on the grounds that owners of private spaces come to control access to what were formerly public spaces.

Further, communitarianism has failed to produce satisfactory grounding for safeguards for individuals against repressive majorities. It has also failed to take adequate

account of relationships and structures of power within as well as between communities, something that can have a profound impact on the very functioning of CP.

(7) ORGANIZATIONAL STRUCTURE AND CULTURE THEORY OF CP

Community policing is argued to be a paradigmatic shift in public law enforcement wherein police organizations are to become “flatter” i.e. less hierarchical, more product as opposed to process oriented, and less driven by reactive responses to citizen mobilizations. The present theory argues that although much attention in the literature on CP has concentrated on police-public contact, the organizational medium through which this new style of policing is to take shape is essentially under-studied.

The theory maintains that for CP to become a central feature of law enforcement, the institutional framework and organizational apparatus of police organizations must be altered if they are to accommodate the sweeping changes implied by community policing proponents.

Classical views of organizational dynamics emphasize structure to the near exclusion of culture. Early theories tended to downplay the role that organizational culture has in shaping bureaucracies such as the police. Max Weber (1947) separated the professional and personal lives of bureaucrats, in part as a means of leaving the issue of culture at the doorstep, rather than within his “ideal” organization. Early structural and managerial theories of organizations more often treated the internal culture of the organization as highly susceptible to manipulation by those in authority. For all practical

and theoretical purposes the culture of an organization was the object rather than the source of organizational change. The normative and cultural aspects of organizational life received attention in the work of the early human relations movement, most notably the work of George Elton Mayo (1933), Chester I. Barnard (1938), Fritz J. Roethlisberger and William J. Dickson (1939), and reemerged in the 1950s and 1960s in the work of Chris Argyris (1953, 1957), Peter Drucker (1954), and Douglas McGregor (1960). In their work the theoretical focus shifted from structure to process and from managers to workers. Work group culture dominated much of the analysis, and managerial focus shifted from control to cooperation. The socio-psychological dynamics of organizational life also gained greater credibility, providing a foundation for the analysis of organizations as cultural systems (Rosenbaum 1994: 94-95).

An organizational structure is a normative structure composed of rules and roles specifying, more or less clearly, who is expected to do what, and how. Thus, the structure broadly defines the interests and goals that are to be pursued, and the considerations and alternatives that should be treated as relevant. The various dimensions of organizational structure such as the *Size* and *Horizontal specialization* express the number of roles that are to be filled and how different issues and policy areas are supposed to be linked together or de-coupled from each other. According to Luther Gulick (Peters and Pierre 2007: 78-79), those areas that are encompassed by the same organizational unit are more likely to be coordinated than those that belong to different units. However, he maintains that in a hierarchy, separation of issues at lower levels only means that co-ordination responsibility is moved up to higher echelons. The structure may express whether co-

ordination is supposed to be hierarchical or collegial. 'Collegiality' usually means that decisions have to be reached through arguing, bargaining or voting rather than through command. CP rests on a similar belief. Finally, organizational structure may be more ambiguous or loosely coupled than other structures, thus facilitating innovative behaviour, flexible responses and extensive policy dynamics. CP organization is supposed to be collegial in nature.

According to the Community policing proponents like Jack R. Greene, William T. Bergman and Edward J. McLaughlin (Rosenbaum 1994: 93), the success or failure of CP, to a large measure, is affected by the organizational structures and processes that characterize modern day policing. They hold that the internal culture of these organizations, together with structural and technological considerations, also can shape the success or failure of CP implementation efforts. This they say is true for several reasons:

- (i) By all accounts, police organizations have been some of the most intractable of public bureaucracies, capable of resisting and ultimately thwarting change efforts.
- (ii) The history of police organizational change has generally favoured the police organizations over the institutions bent on changing it. Organizational adaptation in police bureaucracies has tended to be one way: the change efforts adapt to the organization, rather than the organization adapting to the intended change. Moreover, police organizations are rank and power centered.

Culturally they remain inward looking and they are often distant from their clients and they shun most civic oversight attempts.

An agency or an organization must cope with the constraints and pressures applied by the outside social context in which it operates. Therefore it develops its own organization character. Institutionalization is a concept that defines the process through which the members of an agency/ organization acquire values that go beyond the technical requirements of organizational task. No organization is completely free of such a process. Community policing is one such example.

Institutionalization necessarily takes time. It means that organizations are growing increasingly complex by adding informal norms and practices. These informal norms and role expectations are impersonal in the sense that they exist independently of the concrete individuals who happen to be in the organization at different points in time (Peters and Pierre 2007: 80). Thus, the present theory holds that organizations like community policing organizations become real institutions as they come to symbolize the community's aspirations, its sense of identity.

J.G. March and J.P. Olsen (Peters and Pierre 2007: 94-95) who are political scientists and founding fathers of New Institutionalism argue that organizations that handle public affairs should be conceptualized as institutions rather than instruments. They believe that in order to understand how policy making really functions inside organizations, three fundamental dimensions should be considered: the actual goals the

various units pursue, the way information, opportunities and support are built and elaborated, and the choice or decisions processes. New institutionalists provide a framework that predicts and explains how individuals and organizations try to reach some degree of understanding and some form of intelligence of the contexts they face and how they allocate their attention to a particular subject at a given time and how information is collected and exploited. A similar framework is considered in case of CP since New Institutional frameworks coordinate the views and mindsets of multiple partners, make them speak a common language and share a common perception about what to do, how, when and for whom. Further, new institutionalism perspective favours a vision of democratic order in which responsibility is a consequence of the institution of the individual, citizens are free, equal and discipline-oriented agents, and governance is enlightened and rule-constrained. This perspective applies to CP as well.

Organizational structure and culture are closely linked and mutually reinforcing. However, the chief of police and the leadership he or she demonstrates plays a critical role in changing both the culture and the organization. Critics argue that special units with a “few good officers” do not have the clout to change the larger organization, as the history of team policing so vividly illustrates. Secondly, a police organization that is heavily invested in the professional model of policing with a centralized, hierarchical, and bureaucratized command structure will have difficulty creating an environment that is conducive to community policing strategies. This is not to say that CP initiatives cannot survive in these conditions, but doing so may require the creation of an informal support structure within the organization or a completely isolated unit with its own set of

rules, regulations, and performance standards for some period of time. Despite numerous expectations several questions remain unanswered in this area, such as: How do different police departments, with a variety of pressures both internally and externally, cope with the efforts to institute structural, programmatic, and institutional changes?; How do organizational structure and cultural climate influence the overall planning and implementation of CP? ; and what mechanisms are necessary or useful to promote the shift from a traditional operating mode to a community policing approach? Finally it can be rightly said that police chiefs and community policing officers on the cutting edge have their attention focused almost exclusively on the goals of policing rather than the means of policing. While this change of focus is laudable, perhaps there has been too little attention paid to the means of policing.

Seven broad conclusions follow from the theories presented above. These may be listed as below:

Firstly, the community policing initiative depends on several factors for its success namely the social factors like population, economic growth, industrialization, employment opportunities along with the normative behavior of the individuals residing in a community. Apart from this, modern management techniques and information and communication technology also provide a major momentum to CP initiatives.

Secondly, besides mutual understanding and mutual support between the police and the community members, democratic participation by different levels of social organizations such as neighborhood groups, communities, civic groups, business houses,

voluntary and non governmental organizations in decision making, investigations and other policing activities can be of great help in making CP a success.

Thirdly, there exists a direct relationship between minor disorderly behavior and rise in crime.

Fourthly, there also exists a direct link between distressed communities and crime.

Fifthly, certain other factors like police discretion in the use of coercive power, image building through public relations campaign and participatory decision-making influence CP in India and else where to a very great extent.

Sixthly, it can be maintained that communities cooperate with the police for the maintenance of peace and stability since they owe a sense of responsibility to the community to which they belong.

Finally, the depth of an organization's commitment to bureaucracy appears to be inversely related to the speed at which it is able to implement community policing.

The present study, however, explores the possibility of developing a participatory theory of community policing which strives to create opportunities for all members of a society to make meaningful contributions to decision-making, and seeks to broaden the range of people who have access to such opportunities. The study uses a model of participatory theory, thus blending the received theories of community policing, since the participatory theory forms the very basis of community policing. Other theories influence only a part of CP and hold good only under certain existing social and economic situations, as has been discussed at the end of each of these theories.

Participatory approach to CP has the advantage of demonstrating that “no citizen is a master of another” and that, in society, “all of us are equally dependent on our fellow citizens”. Jean Jacques Rousseau suggested that participation in decision –making increases feeling among individual citizens that they belong in their community. This feeling of cooperation and consensus is the building block of community policing. The model also holds that those who are affected by a decision have a right to be involved in the decision-making process. It implies that the public's contribution will influence the decision and may be regarded as a way of empowerment and as vital part of democratic governance (Hacker 1961: 327).

The Participatory Theory which gained popularity during the past few decades is mainly associated with the names of scholars like Jean Jacques Rousseau, Carole Pateman, C.B. Macpherson and N. Poulantaz. Participatory theorists try to assimilate and realize the ideals of direct democracy – responsive and active citizenry, participation and equality in the modern complex world of nation-states.

Carole Pateman points out that if individuals have an opportunity to directly participate in decision-making at the local level, they can achieve real control over the course of their everyday life. She is of the opinion that participation can help individuals learn about key issues in resource creation and control, thus, being better able to assess the performance of their political representatives, judge national questions and when need arises, participate in national decisions. She maintains that the local and national institutions shall be kept open and flexible for people to experiment with new political

forms and reform rigid structures imposed by different asymmetries of power (Ramaswamy 2004: 404).

On the other hand, C.B. Macpherson argues that a truly democratic society promotes powers of social cooperation and creativity rather than maximize aggregate satisfactions. He argues for transformation based upon a system combining competitive parties and institutions of direct democracy (Ramaswamy 2004: 405).

The participatory theory can be said to be based on the following principles, the ideas of which can also be found in the context of community policing. These principles are:

1. Democratization of parliaments, bureaucracies and political parties to make them more open and accountable. CP also rests on the belief that solutions to contemporary community problems demand freeing both people and the police to explore ways to address neighborhood concerns.
 2. Decentralization of powers to ensure participation of people in the formulation of policies from bottom to top. CP also emphasizes on a decentralized personalized police service with the inclusion of private citizens.
 3. Accountability of political leaders and administrators to the people whom they represent. CP also ensures greater police accountability to the public.
 4. Direct participation of citizens in the regulation of the key institutions of society.
- The concept of CP also considers crime control and public order management as truly participative functions, with the total involvement of the community.

5. Maintenance of an open institutional system to ensure the possibility of experimentation with political forms. The new policing philosophy has also been preceded by lot of experimentation and innovation in order to provide a more scientific basis to the concept.

Participatory theory possesses several merits. In the first place, it focuses on the individual in the context of the overall society and cooperation with others. Secondly, it makes a bid to find out the means for achieving the ideal of self-rule. Thirdly, it makes suitable suggestions for remedying the ills of the existing societies. Finally, it helps to find out the limitations of the existing system and suggests changes to improve the socio-economic conditions of the people. On the whole it can be rightly said that the principles underlying participatory theory can facilitate an evaluation of the concept of community policing.

CHAPTER – III

COMMUNITY POLICING IN ANDHRA PRADESH: AN OVERVIEW

“Maithri” is the name given to a systematic endeavour in community policing by the Andhra Pradesh (AP) police. Realizing the systemic limitations of reactive policing and the sense of alienation in the public due to authoritarian police methods in the field, the AP police were compelled to have a re-look at the very philosophy of policing as practiced in the State. This was more essential as the traditional strong arm mould of policing was not efficient enough to confront and resolve the continuing left wing extremist problem in North and North-Eastern AP, faction feuds in Southern Andhra and the general dominance of casteist elites in the community. As such, a systematic programme in community policing (CP) was embarked upon in the form of “Maithri” to mitigate the adverse fallout of traditional police methods (Dixit 2004: 33).

With Andhra Pradesh government adopting good governance principles, it became imperative on every service department including the Police service, to provide responsive administration, effective, accountable and efficient service delivery systems in a consistent and institutionalized environment. Moreover, the basic idea behind the philosophy of community policing is citizen participation and decentralized decision making. An effort has also been made to apply tools of information technology to simplify cumbersome processes and procedures of police departments and agencies and

to reduce the interface of the public with police officials.¹

The ISO 9001:2000 Quality Management System (QMS) provides an opportunity for the organizations to standardize the quality and delivery measures. In this backdrop, the Cyberabad Police Commissionerate management had realized the need for adopting the ISO 9001:2000 system for its integral approach of quality management based on a process approach with a special focus on improving:²

- Service Quality
- Overall Management Quality to actively identify and satisfy customer and stakeholder needs and expectations – citizen and the society.
- Continuously improving all the managerial, technical and service delivery processes to achieve operational efficiency and service quality excellence.

Cyberabad Police has a unique distinction of becoming the first police unit in the country to get its police stations certified to this quality process.

Maithri: Community Policing Initiative in Andhra Pradesh

‘Maithri’ strives to create a positive shift in the role of the police from “working against the bad people” to “working with the good people” in the society. As a result, police no longer remain law enforcers but take the role of facilitators and mentors in the society.³

¹ M. Mahendar Reddy, IPS, “ISO 9001:2000 Quality Systems for Consistent Delivery of Standardized Police Services – A Best Practice Case Study of Cyberabad Police Commissionerate”, Submitted to Centre for Good Governance, Hyderabad, 29th December, 2005, pp. 3-4.

² Ibid.

³ Interview dated April 4, 2009, with Vinoy Kumar Singh, I.G.P. (Training), DGP (AP) Office, Hyderabad.

Maithri was launched on April 5, 2001 throughout the State through an executive order. All the details regarding the role and responsibilities of the police officials and the Maithri members has been given in the AP Police Manual, Part – 1, Volume – 1. Apart from this detailed guidelines were provided in the “Maithri Manual” issued by the Director General of Police, AP in 2001.

Maithri was launched in the year 2001 throughout the State through an executive order with the following objectives (Dixit 2004: 34):

- a. To meet the felt and expressed needs of small and varied groups of people in the community by actively involving them in the process. Constant and active interaction with various socio-economic groups was deemed necessary to make them fully express their felt needs in day-to-day life and to solve their problems on priority.
- b. To organize proactive measures to prevent and detect crime. Active participation of the community enables the police to design and implement locally acceptable prevention programmes with active public support.
- c. To provide personalized high quality service to the people at the decentralized level. Maithri programme is organized at the decentralized level, i.e., at the village level in the rural areas and at locality level in urban areas. It brings the police close to the people especially the elders, women, children, minorities and other vulnerable groups, which enables the police to know the citizen’s problems at the individual level and thereby provide suitable and timely service to them.

The programme became a great success, as people started appreciating police-public partnership in making the society safer. Up to the end of year 2000, 1630 Committees were formed in the State. Taking into view the success of Maithri Programme as many as 3,970 Committees were formed newly during the year 2001.⁴ By August 2002, as much as 25% of the habitations were covered under Maithri, with as many as 6900 Maithri Committees with a membership of about 2.7 lakh citizens (Dixit 2004: 34).

Following was the membership of Maithri committees by the end of 2002.⁵

Category	No of Memberships
Youth	73,560
Professionals	24,080
Women	31,859
SC/ ST's	27,471
Senior Citizens/ Freedom Fighters	22,478
Minorities	14,293
Miscellaneous such As NGO's Trade Unions	24,612
Total	2,18,353

Andhra Pradesh is the first State in the country to launch Community policing in a big way throughout the state by creating a special post of Deputy Inspector General of Police, Maithri in the Country.

⁴ The Hindu, September 1, 2002.

⁵ Ibid.

Process of Maithri

The process of implementation of Maithri can be explained in brief using the acronym CAMP (C- Consultation, A- Adaptation, M- Mobilization and P- Problem solving) in the following way. ⁶

CONSULTATION: Consulting members of the society on their felt needs and their priorities. For instance, all the socio-economic groups in the area are consulted by the police on a regular basis to know and enumerate their needs in order of priority.

ADAPTATION: Making changes in policing methods and using the most appropriate legal measures. For example, changing the timings of the day beat covering colleges for preventing eve-teasing or counseling a delinquent child, or a drug addict, instead of arrest and prosecution.

MOBILIZATION: Mobilizing the man power and material resources of the police and other governmental, non-governmental and community agencies. For example, for removing encroachments on the streets the services of the local municipality or panchayat or the revenue department are needed. Similarly, machinery, equipment and transport may be required for removing encroachments and transporting the seized material.

PROBLEM SOLVING: Actual participation in the work for eliminating the problem. After mobilizing resources, as explained above, for removing street encroachments, the police and others have to actually go to the areas encroached upon and do the physical act of removing encroachments, which may include taking legal action, if there is resistance from the encroachers.

⁶ AP Police Manual, Part-I, Volume I, pp. 395-398.

Maithri Committees: Size and Composition

Police-Public partnership under ‘Maithri’ is operationalized by organizing local citizens into committees called “Maithri Committees”. These committees are divided into two categories, viz., Law and Order Maithri Committees and Traffic Maithri Committees. These Committees consisting of about 50 members of the local community are formed by all the Station House Officers (SHO) of law and order police stations in the State for making them partners in police efforts broadly with the following composition (www.apstatepolice.org):

Senior Citizens 05%
Women 15%
Youth 40%
Members of SC/ST 15%
Minorities 05%
Professionals and others 20%

The above representation is aimed at giving due representation to all the sections of the society so that their problems and views are taken into consideration while formulating the local Maithri programmes (www.apstatepolice.org).

Traffic Maithri Committees

The traffic police also play an important role in forming separate Traffic Maithri Committees. It consists of various ‘stake holders’ like local shop keepers, hoteliers, cinema hall owners, school and college principals, auto or taxi drivers, members of other

departments like Electricity, Water works, Municipal administration, etc., who are affected directly by the traffic problems in that area. Traffic Maithri Committees were formed locality-wise with a membership of about 50 people (Dixit 2004: 38).

Role of Maithri Committees

The role of Maithri Committees lies in identifying local problems, finding innovative solutions and helping the police in implementing the solutions. In day-to-day life Maithri members can maintain a watch over the movements and activities of criminals, rowdies, anti-social elements, organizers of vices like gambling, prostitution, black marketing, etc., and share the information with the police. They may also help the police in regulating traffic, managing big crowds, night patrolling, etc.⁷

The members can also render their services in organizing Community Relation Programmes relating to issues such as (Dixit 2004: 38):

- (1) Eradication of superstitions like witchcraft and sorcery,
- (2) Family counseling,
- (3) Faction reduction,
- (4) Crime prevention,
- (5) Traffic awareness,
- (6) First Aid to accident victims,
- (7) Blood donation,
- (8) Prevention against drug addiction and AIDS among youth,

⁷ Interview dated May 28, 2009, with Vijay Kumar, DCP (Madhapur Zone), Hyderabad.

- (9) Support to street children and search and identification of missing children,
- (10) Protection of women and children,
- (11) Promotion of Legal literacy among other community members, etc.

Area of Operation

Maithri Committees are formed to cover small and homogeneous local areas, the residents of which generally face the same problems so that the committee members will have a common agenda to discuss and to collaborate (Dixit 2004: 38).

- (i) In urban areas the Maithri committees are formed locality-wise or colony-wise.
- (ii) In rural areas the committees are formed village-wise.
- (iii) Traffic Maithri Committees have been formed area-wise.
- (iv) Maithri Committees are generally named after the village or locality.

Qualifications of Members

Every member of a Maithri Committee should be (Dixit 2004: 38):

- A respected member of the local community not involved in any criminal activity directly or indirectly
- A person not involved in any political or social controversy
- A person willing to voluntarily take up the cause of the community.

Maithri membership is purely voluntary. It does not carry any remuneration or other personal benefits. As such, only those who are prepared to spare their time to do free service to the community are given membership. Maithri members on enrolment are given Photo identity cards. The identity cards are given for the purpose of knowing the members of the committee when they come to attend meetings or programs and also to give them a sense of self esteem. Identity card is to be surrendered by the members whenever the membership ceases.⁸

Tenure

The tenure of members is normally two years. But at the end of each year the performance of the members and their eligibility is assessed and unsuitable members are removed. Useful and suitable members will be eligible for further tenure (www.apstatepolice.org).

Maithri Meetings

1. Maithri meetings are held in the villages in rural areas and localities or colonies in urban areas.
2. Every Maithri committee meets at least once a month. More meetings are advisable when there are several issues to be resolved.
3. The Station House Officer (SHO) attends to all the meetings and acts as the moderator. In his absence the officer immediately junior to him attends the meeting.

⁸ Interview dated May 28, 2009, with Sreenivasa Reddy, Inspector (Special Branch), Cyberabad Police Commissionerate.

4. A convenient date and time is fixed well in advance, after consulting committee members, so that most of the members are able to attend the meeting.
5. Apart from the committee members, local people who have a stake in any issue can also attend the meeting.
6. The meetings are conducted in a simple manner and the discussions cover specific local issues (www.apstatepolice.org).

Role of Various Police Officers

Station House Officers

The SHOs are responsible for setting up the Maithri committees at the local level after verifying the suitability of the members. They are responsible for organizing various activities in collaboration with the Maithri committees and other local agencies both public and private (Dixit 2004: 39-40).

Facilitators during Proceedings

An Assistant Sub-Inspector (ASI) or a Head Constable (HC) or a Constable acts as facilitator for each Maithri committee. He keeps a constant touch with the Maithri members, attends to day-to-day matters relating to Maithri, organizes Maithri meetings and works in the field to implement the decisions of the Maithri. When there are a large number of Maithri committees an ASI or a HC or a constable can act as facilitator for more than one committee.⁹

⁹ A Process Manual for Community Policing: Maithri, CYPOL Centre for Service Excellence, Cyberabad Police Commissionerate, Andhra Pradesh, 2004, pp. 7-9.

Supervisory Officers

All the supervisory officers like Inspectors, Sub-Divisional Police Officers (SDPO), Addl. Superintendents of Police (ASP), Dy. Commissioners of Police (DCP), etc., constantly guide and empower the SHOs in making Maithri work successfully. They review Maithri work whenever they visit or inspect police stations.¹⁰

Co-Ordination with other Government Agencies

Co-ordination with other governmental and non-governmental agencies is the most important aspect in the Maithri programmes. As such, the SHOs, Inspectors, SDPOs and others, including the Unit officers, co-ordinate with other governmental and non-governmental functionaries broadly equal to their status and try to make Maithri activities successful.

Other agencies like Road and Buildings Department, Transport Department, Women and Child Welfare Department, Education Department, Prison and Correctional Services, Land Revenue Department, Electricity, Local Panchayat or municipality etc are also actively involved in solving the issues by regularly interacting with them and soliciting their help (Dixit 2004: 39-40).

Rewards and Recognition

In recognition of the services rendered by the members of the Maithri committees and by the police personnel, rewards are given. Certificates of Appreciation called Maithri Prashamsa Pathram are given to Maithri members and members of other agencies as and

¹⁰ Ibid.

when they substantially contribute to the success of Maithri programmes (Dixit 2004: 39-40).

Role of Media in Maithri

The media has a proactive role to play in the success of any police programme. Maithri is not an exception. Wide publicity is given to all Maithri activities through Television, Radio, News Papers, etc., so that the community knows and appreciates the activities and contribute in their own way in solving their local problems.

The Unit officers were permitted to publish their own “Maithri News Letters” giving details of all the Maithri programmes in their jurisdiction. Important photographs relating to Maithri activities are exhibited at important places in the police offices/ departments that are visited by the public (Dixit 2004: 39-40).

Records Maintained

The following records pertaining to every Maithri committee are supposed to be maintained at the Police Stations (Dixit 2004: 39-40):

- i. Maithri Membership Register
- ii. Maithri Meeting Register

Maithri Reports

One of the important features of Maithri programme is the documentation of all the important initiatives taken up by the police and the public together. They are discussed below (Dixit 2004: 39-40):

Monthly Maithri Report

Monthly Maithri Report (MMR) consists of the meetings held, issues/ problems identified and solved, pending issues and the activity planned for the subsequent month, etc. The MMR is sent by the Inspectors to the Unit officers along with the Monthly Crime Reviews for discussion and assessment during monthly crime meetings or review meetings.

The Unit officers send a copy of the MMR every month, along with a brief executive summary to the Deputy Inspector General of Police (DIG) in charge of Community Relations and Maithri, who in turn co-ordinates and guides Maithri throughout the State, by issuing administrative instructions and monitoring all the programmes.

Monthly Reports of other Senior Field Officers

Senior field officers like District Superintendents of Police, Dy. Commissioners of Police, and SDPOs also incorporate in their monthly reports all the important activities undertaken under Maithri and the programmes chalked out for the subsequent month.

Some Instances of Community Policing in Andhra Pradesh

Several attempts have been made ever since the Maithri programme was introduced in the State, to make the efforts towards community policing a success. Some of these examples have been listed below.

(1) In the Adilabad district of Andhra Pradesh (AP) an experiment in CP was carried on to control left wing extremism of CPI (Maoist) group in the year 2001 under the leadership of the then Superintendent of Police of Adilabad, Mr. Mahesh M. Bhagwat IPS (www.naxalwatch.blogspot.com).

Adilabad in North Telangana in AP was badly hit by naxalism. The People's war Group of naxalites currently known as CPI (Maoist) were in control of the district and made it inaccessible, especially the remote villages to the police. The district faces extreme poverty and is one of the most backward areas in the country. The people in the area used to feel that the government was uninterested in their progress. This resulted in tribals becoming antagonistic towards the government. Several landmines had been detonated by the naxalites in the area since 1989.

The Andhra Pradesh government tried to tackle the issue on two fronts. Firstly, through development and rehabilitation. The primary plan in this whole initiative was to make the police partners in development in remote areas while tackling extremism.

Reforms were inducted into policing and the police tried to project its human face while discharging their duties. In Adilabad, the police department brought about rapid reforms and took up developmental programmes in rural areas under the name “Police Mee Kosam” (police for you). The major reform in policing was to respect tribal customs and sentiments by the personnel through gestures like greetings like Ram Ram (like Hello) or by removing their shoes while entering the home of the tribals (www.naxalwatch.blogspot.com).

A series of developmental programmes were taken up in collaboration with the district administration and the ITDA (Integrated Tribal Development Agency). The results were positive.

Beginning 2001, the Adilabad police conducted grama sabhas in rural areas, mainly in extremist affected villages. Over 1,000 grama sabhas (interaction with villagers) were conducted which were attended by an estimated 1.25 lakh people. At the gram sabhas the police identified problems facing the villagers. The problems mainly discussed were poor Medicare, lack of proper supply of drinking water, irrigation, lack of roads and electricity in remote areas. The police also identified a general lack of awareness among the tribals about the world outside their immediate confines. The tribals had remained untouched by the developments taking elsewhere in the world.

Based on the findings at gram sabhas, the police and other departments concerned launched “Police Mee Kosam” (www.naxalwatch.blogspot.com).

i) Under this banner over 110 free medical and health camps were conducted in villages mostly in inaccessible tribal villages. Over 1 lakh villagers were estimated to have been covered by the camps. There were also eye camps, which resulted in cataract operations on over 1300 near blind persons. 10 persons including six small children of an area known as Boath received new life because the police organized costly heart operations for them at Hyderabad.

ii) The police conducted jalayagnams (watershed development programme) and executed desiltation works in many irrigation and drinking water tanks across the district. The jalayagnams resulted in bringing more acreage under irrigation.

iii) In Dedra village the police constructed a drinking water over head tank besides repairing scores of bore wells and open wells used as drinking water sources in many villages in the district.

iv) Road brought prosperity to Gangapur village. Roads were constructed wherever there was a dire need for it. For example, a 12 km long road was laid with the help of the locals. Village Gangapur with population of 2500 is located near the backwaters of Kadam reservoir and was cut off from mainstream due to lack of road network and extremists were exploiting them, taking advantage of their remoteness. Socially and economically also this village was suffering as they were not getting good prices for their agricultural products and the percentage of deaths due to snake bites and other communicable diseases were on a high. For over 25 days, the police and tribals

worked together. This work earned the accolades of the BBC television and the former Chief Minister of AP, N. Chandrababu Naidu, sanctioned Rs. 25 lakh for other roads to be constructed in the area. This road brought prosperity to village and in turn villagers revolted against the extremists on two occasions and snatched their weapons and handed them over to police. Gangapur's success story is a classic example of people's victory over extremists via community policing.

v) Many villages were connected with power supply. Like in Dedra, Koutegaon and Chorpally villages. New transformers were installed and power lines rigged to provide electricity to the villages.

vi) To open channels of communication and development Road Transport Corporation (RTC) bus services were initiated even in remote villages. For example, bus services were started in naxal infested villages of Agarguda from Bejjur. The villagers had seen an RTC bus plying on this route for the first time.

vii) The police also organized mass marriages for 106 Gond tribal couples at a function at Ichoda village after several months of negotiations. The mass marriages helped the tribals in saving money and time as the traditional forms of weddings are extremely costly.

viii) Under its Parivartana sadassu programmes (removal of attendance sheet of extremists and sympathizers) the police released from bondage the fringe extremists and

militants. In order to win them over, 1000 militants and sympathizers of the People's War Group (PWG) were freed from their regular reporting to police station.

ix) The tribal youths were taken on trips to Hyderabad and nearby places under the Vignyana Vihara Yatras (excursion tours). These excursions helped the youth to see the world outside their own and get back new ideas for their community.

x) The police organized sports and games for the youth. The idea was to keep the youth engaged in some productive activity and prevent them from joining the extremist movement.

xi) 27 tribal organizations /associations were brought under one umbrella called Adivasi Mahasabha by the police. This ensured unified efforts for tribal development.

xii) Through programmes like Jayam Manade (victory is ours) new avenues opened to tribal youth for higher education and employment.

Evaluation

The Police Mee Kosam initiative buttressed the point of view that extremism prospered wherever there was lack of development. Invariably, the areas of naxal influence remained poor. But reaching out to the poor and earning their confidence certainly yielded the desired results.

One of the tangible results was that in a period of three years naxalism was reduced by 80 per cent in the district. Of the 215 naxalites cadre strength at the beginning of 2001, only 25 odd remained active as on June, 2004. The rest either surrendered or availed rehabilitation. The naxal units also came down in number from 17 to only three units or dalams and to only half a platoon from 2 platoons. A reverse revolutionary trend began in the villages. In over 26 villages people openly opposed the PWG (www.naxalwatch.blogspot.com).

The improvement of relations between tribals and police department in the district could be gauged by the fact that villagers started approaching the police often to discuss their problems.

The Andhra Pradesh government conducted a survey in 2004, which found that the Adilabad police was the least corrupt in the state and was also found to be the least partisan towards the public. It scored a high of 74 marks for police public relations in that survey. The Adilabad police was also found to be more transparent and accountable (www.naxalwatch.blogspot.com).

(2) Yadgirigutta a town in Nalgonda District in Andhra Pradesh had the unwanted distinction of being the major source for women and sexual exploitation. An Anti-trafficking project called “Aasara” was launched in April 2005 by the Nalgonda District police in partnership with government and non-government agencies sought to prevent organized human trafficking using a two-pronged strategy to fight crime and institute

rehabilitation. Partnership with non government agencies like Prajwala & Ankuram of Hyderabad, Prakasham, and Sthree of Anantpur, Child and Police Foundation (CAP) of Hyderabad and Government departments like women and child development agency, district Rural Development agency was there. Among other measures, trafficking organizers were identified and prosecuted. Seventy-five cases were registered in one year, and Victims of Commercial and Sexual Exploitation and Trafficking received training for alternative sources of livelihood. A bridge school helped in preventing second generation trafficking, while regular health checkups and advocacy helped to halt HIV/AIDS. Since implementation, prostitution had been reduced by 90 percent in a prominent temple town Yadgirigutta, and by the order of the then Chief of police, Department of Andhra Pradesh, the project was taken as a pilot project to be implemented in the entire state (www.changemakers.net).

Traffickers were identified & stern action was taken by prosecuting them under IPC sections and immoral Traffic Prevention Act. 225 organizers, procurers & brothel keepers were arrested and prosecuted in 75 cases that were registered in one year (www.changemakers.net).

With the help of the District Administration, loans were provided to the trafficking victims for self-employment and to initiate small scale production. Working in groups was also encouraged. As part of rehabilitation and to have alternative source of livelihood training was imparted to trafficking victims at Yadgirigutta under a project

with 100% Employment guarantee .Education was also provided to vulnerable children to halt 2nd generation trafficking (www.changemakers.net).

This project aimed at confidence building measures to create trust with the government, the police and the victims. Due to control of antisocial behaviour crime rate was controlled to a considerable extent. This Project was thus selected as a Pilot Project as per memo dated 29 August 2005 of Andhra Pradesh State by the then Director General of Police (DGP) Sri Swaranjit Sen. This Project is a recipient of 2006 IACP/Motorola Webber Seavey Law Enforcement award & Civil Rights award of International Association of Chief of Police (IACP), USA. Same methodology has since then been used for anti trafficking activities in the state and Project aasara was institutionalized (www.changemakers.net).

(3) The Karimnagar rural police opened a help desk for women called mahila sahaya kendram at the police station level in December 2005 as a sequel to the on-going movement to check crime against women by constituting woman protection committees (mahila rakshana committees) in the district.¹¹

The Karimnagar rural police, who constituted the women protection committees in the Bahupeta village succeeded in curbing ID (illicitly distilled) liquor in the village, located on the outskirts, with the help of the local women by destroying the dens. The

¹¹ The Hindu, December 16, 2005.

help desk for women functioned according to the guidelines of the National Women's Commission (NWC).¹²

A woman constable headed the woman help desk and was in-charge of receiving petitions from women and provided necessary guidance to them and would send the petitions to the respective departments.

The movement on crime against women increased in the district with the constitution of women protection committees in various mandals like in Ibhrampatham mandal, Huzurabad and Sircilla mandals. The police in the district succeeded to a large extent in empowering women by involving them in policing to check crime against women such as dowry harassment, domestic violence, eve teasing and other social evils such as gambling, ID liquor, child marriages, etc.¹³

(4) In Etikoppaka village, in the district of Vishakapatnam, as a part of the “Maithri” organization, a Security Committee, an SC/ ST Committee, a Women’s Committee and Red Ribbon Club were created to check crime against women and for the prosecution of the offenders. The local people were encouraged to extend their sincere support to the police with actual participation in policing activities and to act as a force multiplier of the police. The programme succeeded to a great extent.¹⁴

¹² Ibid.

¹³ Ibid.

¹⁴ The Hindu, December 8, 2008.

(5) Considered as the first of its kind in the State police department, the initiative christened “*Culture Change Management Programme*” (CCMP) was introduced at Cyberabad Police Commissionerate in 2003 by the then Cyberabad Police Commissioner M. Mahender Reddy.. It identified a set of core values with a three year (2004-2006) vision for best possible policing. Redefining service delivery process, community partnership in decision-making and policing, public awareness and education, community reach-out programmes, empowering constabulary, Sahrudayam (kind-heartedness) and performance management and reporting system were identified as the core values. Under the programme, Cyberabad Police embarked on a vision of achieving excellence in service delivery and improving the image of police through enhanced practices, supervision procedures, decentralization of power, and creation of a system to enforce accountability apart from changing the role and functions of the police in the society.¹⁵

The Commissioner also launched a unique initiative of providing 58 citizen-related services through eSeva centers in the jurisdiction of Cyberabad police under which the applicants could seek police permission and documents online, thus avoiding a visit to the police stations.¹⁶

The Cyberabad Metropolitan Area, home to the hi-tech city and leading information technology companies, also had the distinction of having the first ever police station (Jeedimetla Police Station) in the country to secure ISO 9001: 2000 certification

¹⁵ The Hindu, August 15, 2004.

¹⁶ The Hindu, October 19, 2006.

for Quality Management System, which also included community policing services.¹⁷ As of now all the 34 police stations in the Cyberabad police commissionerate are ISO certified. As such the Cyberabad police have now become a role model agency predominantly because their force have brought about the change, while others continue to talk about the change.¹⁸

(6) The Hyderabad police rescued over 100 women victims of sex trafficking from various parts of the country with the help of a city based NGO Prajwala on March 10, 2007. In another case the Crime Investigation Department (CID) of the State raided two brothels in Uppal, Hyderabad and rescued the women with the help of a voluntary organization called Ankuram on March 8, 2007. The police later conducted a day long consultation programme with the victims of trafficking in association with the voluntary organizations of the State to chalk out their plan of action to spread the message of anti-trafficking in various parts of the State.¹⁹

(7) The Kurnool Range Police in the State, under the supervision of the D.I.G, Kurnool Range, Vinoy Kumar Singh (IPS), made an initiative to ensure a crime-free society and economic transformation of villages by improving police-public relations and through public cooperation (Singh 2006: 8-9).

¹⁷ The Hindu, October 29, 2005.

¹⁸ Interview dated July 16, 2009, with M. Mahender Reddy, I.G.P., Greyhounds Academy, Hyderabad, A.P.

¹⁹ The Hindu, March 9 and March 11, 2007.

The following concepts were introduced to make police match with modern and progressive society (Singh 2006: 8-9):

- i. *Reception counters* – Reception counters were introduced as a system for the first time in the Medak district. In 1996 wherein the police recruited educated girls as lady Home-Guards, trained them in the art of reception and deputed them to all the police stations to receive complaints and victims. The same process was started in Kurnool district as well.
- ii. *Praja Diwas* – All the officers right from the Superintendent of Police (SP) down to the SHOs were directed to be present at their offices on every Mondays to receive the complaints from the villagers. They were also asked to be present in the first half of the working day at the police station to be accessible to the people.
- iii. *Grievance Cell* – To ensure a quick and responsive police administration, the district police started registering the grievances of people police station wise at the Police Control Room (PCR) from all over the district and ensured action on all those complaints within 48 hours.
- iv. *People's Council / Maithri Sanghams* - Maithri Sanghams of A.P. are direct take-off from the people's council that started in the Medak district. It was designed to work for all-round socio-economic development and law and order maintenance in the village. The People's council helped in strengthening information system that wiped out naxalism in the subsequent two years in

Medak district. The same Maithri Sangham concept was introduced in Kurnool district.

- v. *Social and Development Cell* - A Social and Development Cell was set up in the district wherein all the police officers were made to report the socio-economic problems of the villages, the stage of implementation of Government schemes, malfunctioning of Government machineries and anomalies in implementation of Government programmes to this cell. All these issues were catalogued by the Development and Social Welfare Cell in the district and were dispatched to the concerned departments for proper action. This concept was worked out later on a broader scale.
- vi. *Family Counseling Centers* – Family counseling centers were started to solve the marital disputes at all sub divisional headquarters.
- vii. *Police - Public relations* – Through Maithri Sanghams the district police started organizing big sports functions and inter-mandal athletic and games championships. Rewards were announced to any person who proved a corruption charge against the police officers. This brought immense credibility and transparency to police functions.
- viii. *Emergency Card System* – Pre-paid cards addressed to the SP were distributed to all the far flung and distant villages, so that those villagers, who had no means or money to approach any police officer, could write on the already distributed emergency card their problems. Quick action was ordered on all these emergency cards.

These schemes helped to some extent to bring tremendous good will within a short time. For the first time initiative was made to improve basic policing in order to tighten the monitoring mechanism and to make police a good delivery system. These programmes and initiatives helped to a great extent to give the police the trust of people, a modern image and people's help to police to prevent and detect crime.²⁰

Maithri, the community policing initiative in Andhra Pradesh was a big success during the initial periods of its implementation. The programme was taken up seriously by all the police stations across the State under the supervision of the senior police officials for a period of 4-5 years (2001-2006).²¹ However, from the above discussed cases of community policing in the State it can be rightly concluded that most of these were individual initiatives i.e., those initiated by the police officers heading a particular district or a commissionerate and there has not been any uniformity regarding the implementation of this programme in the State. There has not been any attempt at institutionalization of such arrangements although individual initiatives by energetic and enterprising police officers have always been a success in the state. It can however be maintained that the police organization in state of Andhra Pradesh has always resorted to the issue of executive instructions for implementing community oriented police strategies since there has not been any legislative effort towards this direction.

²⁰ Interview dated March 1, 2009, with Vinoy Kumar Singh, I.G.P. (Training), DGP Office, A.P., Hyderabad.

²¹ Interview dated May 29, 2009, with Ajay, SHO, Jeedimetla Police Station, Cyberabad Police Commissionerate, A.P.

Executive fiat in the state appear to have not attempted to the cardinal issue of power and responsibility sharing to make policing participatory in nature. On the contrary, the direction in which these attempts proceeded indicate that the community or the individual citizen was being told more explicitly and more firmly than before, that the task of policing, especially community policing entails specific responsibilities on the recipient of police services and that the executive reserves the right to decide what these responsibilities should be and in what manner and to what extent these should be performed by the community (Kurien 2000: 99). It is probably for this reason that even an otherwise forward looking Maithri programme in the state did not find favor with different communities in the state, apart from other structural weaknesses which are amenable to correction. Similar is the case with regard to community policing in the cyberabad police commissionerate in Andhra Pradesh. Although CP programs in the commissionerate started with great enthusiasm and active participation by police and community members alike, it could not last long and was ultimately abandoned. The next chapter deals in detail with the community policing program that was introduced in the cyberabad police commissionerate with a main focus on the implementation of these programs under the jurisdiction of Jeedimetla and Madhapur police stations.

CHAPTER – IV

COMMUNITY POLICING IN CYBERABAD POLICE COMMISSIONERATE: A DETAILED PROFILE OF JEEDIMETLA AND MAHAPUR POLICE STATIONS

Profile of Cyberabad Police Commissionerate

In view of the rapid urbanization and the associated crime and law and order problems in the Cyberabad Metropolitan Area, the Government of Andhra Pradesh established the Cyberabad Police Commissionerate as per Home Department G.O. Ms. No. 354, dated 15 – 11- 2002. The Commissioner took office in February, 2003. All the 34 Law and Order Police Stations (5 more police stations have been established in February 2010) under the sub divisions of Alwal, Balanagar, Ibrahimpatnam, Malkajigiri, Rajendranagar, and Saroornagar of erstwhile Rangareddy district and Traffic Police Stations of Jeedimetla, Kukatpally, L.B. Nagar, Madhapur, and Malkajigiri, and the Central Crime Station at Balanagar form the Cyberabad Police Commissionerate jurisdiction. The Armed Reserve, Communications, Control Room, Special Branch, City Crime Records Bureau, Finger Prints Bureau, Clues Team and the City Police Office form the other divisions of the Commissionerate. The entire commissionerate has been divided into three zones for facilitating quick and systematic police services. These zones are Madhapur Zone, Alwal Zone and L.B. Nagar Zone. These zones have again been divided into several sub divisions covering all the 36 police stations (including Traffic Police Stations) under the commissionerate. There are 12 rural /mandal police stations within the commissionerate. The Commissionerate has police personnel strength of 4281. The Cyberabad

Metropolitan area has 10 municipalities, 195 Mandal Parishad Territorial Constituencies, 15 Zilla Parishad Territorial Constituencies and 289 Gram Panchayats. The crime reported during the year 2003 (under IPC and other laws) was 10, 302 which came down to 9, 216 in 2004 (one year after the setting up of the Cyberabad Police Commissionerate).¹ Madhapur zone has the highest crime rate compared to other two zones, although area wise and population wise Alwal zone is the biggest.²

The AP State Legislative Assembly had enacted the Cyberabad (Metropolitan Area) Police Act, 2004 with effect from 19th December, 2003, providing a legal status to the Police Commissionerate. The Commissionerate covers an area of 3600 Sq. Km with a population of about 70 lakhs. The police strength in the commissionerate at present is 4000. Cyberabad metropolitan area has a class of enlightened citizens, and houses a host of multinational corporations, international class research institutions, technology and trade parks, sports stadium, international airport, and other infrastructural projects. It also holds many international events in the field of trade, culture and sports and most often visited by dignitaries and VIPs of high international significance. Due to these developments, and a high level of migration of people into the Cyberabad area, the needs and expectations of different segments of stake- holders with regard to quality and standards of Police Service Delivery has been growing manifold in many complex ways,

¹ Cyberabad Police Strategic Policing Plan 2005-2007, CYPOL Centre for Service Excellence, Cyberabad Police Commissionerate, Hyderabad, 2004.

² Interview dated October 19, 2009, with Sreenath Reddy, Inspector e-Cops, Cyberabad Police Commissionerate.

demanding a continuous improvement in the Police service delivery including people-friendly approaches and meaningful community partnerships.³

Since its inception in February 2003, the Cyberabad Police Commissionerate has introduced a set of best practice initiatives which were implemented under an umbrella programme called 'Culture Change Management Programme' (CCMP), covering a set of vital aspects of policing. CCMP is a comprehensive initiative, which essentially seeks to change the internal culture of the organization to one which is more service oriented, responsive and accountable to the public. Of particular interest is the attempt made to address the dysfunctional hierarchical ethos of the police, by the improved treatment and empowerment of constables (now referred to as 'constable officers') to motivate them better, as well as to make more effective use of them as a vital resource and an important link between the people and the department. The best practice initiatives include interventions of sensitizing the police personnel in the entire commissionerate towards people friendly approaches, competency building for effective service delivery, developing a long term focused Strategic Policing Plan, inculcating a set of work values among all levels of personnel, reorienting the service processes through reengineering and developing standardized service delivery processes, empowering the constabulary staff for better roles and deeper involvement in the front line policing activities, community participation in policing needs, identification for creating a greater sense of ownership in improving the safety and security conditions in the community and

³ M. Mahendar Reddy, IPS, "Institutional Transformation through Culture Change Management – A Best Practice Case Study by Cyberabad Police Commissionerate", submitted to the Center for Good Governance, Hyderabad, 29th December, 2005, pp. 2-3.

community reach-out programmes to create a sense of police oneness with the community.⁴

The Cyberabad Police Strategic Policing Plan (2005-2007) is the cornerstone of the Cyberabad Police Service Excellence Programme of which Community Policing is a very integral part. As the Cyberabad Metropolitan Area is getting rapidly urbanized and becoming an international hub for varied economic and social activities, the crime and law and order situations obtain greater complexity. The present chapter would analyze the implementation and impact of community policing in the Cyberabad police commissionerate.

Involving the local communities into problem solving groups to create a better sense of safety and security in the community and neighborhoods is the objective of the community policing project in the Cyberabad Police Commissionerate. A detailed process manual was brought out as a handbook for helping all the community police officers (CPOs) on the methods of interacting with the community for identifying their felt needs and forming the community into self help problem solving groups. In each police station jurisdiction community policing citizen groups and committees have been formed and they are also educated in the process of self governance in policing matters. Identification of felt needs of the community; community patrolling methods; problem solving methods and approaches; crime scene protection; victim care and witness support; crime reporting; assisting in investigation; traffic safety; law enforcement ethics;

⁴ Ibid.

safety and protection methods and community policing norms are some of the issues in which the local communities are empowered.⁵

The Cyberabad Police were trained in community policing strategies with the help of various private and public organizations/ establishments. The Cyberabad Police in association with Ascent Leadership and Management Consultants Pvt. Ltd. in Hyderabad prepared a Change Management Toolkit for creating people-centric police administration. Ascent is a Governance Reform, Management Consulting, Training and Outsourcing organization, promoted and run by management professionals. Ascent consultants also have an in depth experience in the government sector providing consultancy and implementation assistance to the departments of Police, Municipal Administration, and Rural Development.⁶

Apart from this, Vasant Chemicals Limited, in Jeedimetla, under the leadership of its managing director G K B Chowdary, was actively involved in helping the Jeedimetla police become eligible for an ISO certification by offering consultancy and training support.⁷

The industry-police partnership in bringing about a qualitative change in the performance and attitude of the police machinery is not new. Software giants like Infosys, Microsoft, GE Capital, Dell and a host of other institutions within the Cyberabad

⁵ Ibid, pp. 9-10.

⁶ Interview dated July 16, 2009, with M. Mahendar Reddy, I.G.P., Greyhounds Academy, Hyderabad, Andhra Pradesh.

⁷ Business Standard, March 29, 2005.

Police Commissionerate limits have been extending their support by offering computer training and soft skills to the police personnel besides providing computers to the police stations. According to the former Cyberabad Police Commissioner M. Mahendar Reddy, Infosys alone has provided computer training to over 300 police personnel under the Cyberabad Police Commissionerate limits. Companies like Infosys and Microsoft donated over 1,000 used-computers to the police stations under Cyberabad Police Commissionerate.⁸ The present study found out that each police station at present has a minimum of 10 computers and all the police constables were found to be well accustomed with the usage of the systems.

The Cyberabad Police Commissionerate also signed a Memorandum of Understanding with ICFAI University Press on Oct 18, 2005. The MoU between Cyberabad Police and the ICFAI University Press was a partnership initiative for a safe community. It aimed at transforming Cyberabad police into a people-friendly and responsive police organization while educating public about their duties and responsibilities and strengthening the public-police cooperation. The MoU was signed by ICFAI University Press Dean N. Rajasekhar and Cyberabad Police Commissioner M. Mahender Reddy in the presence of Home Minister and Principal Secretary, Home, A.K. Srivastava. On this occasion they released a book-let on 'Guidelines for a Safe Community'.⁹ The activities which were proposed to be taken up as part of the MoU included printing and circulating literature on public safety & security, conducting public

⁸ Ibid.

⁹ The Hindu, October 19, 2005.

feedback surveys, building case studies on public safety issues and enabling ICFAI students to conduct field studies on social issues.¹⁰

However, it has to be noted that the private-public partnership can sometimes tend to be biased in favour of the rich and influential. One such instance is that of Pet Basheerabad police station within the Cyberabad Police Commissionerate jurisdiction. Even though the main entrance of the PS sports the name Pet Basheerabad police station, engraved permanently on the pale yellow building surrounded by manicured lawns is ‘Satyam Police Station’ that proudly welcomes all its visitors. A swank building and unlike the dingy, smelly police stations that citizens are so familiar with, this one has spacious interiors and a hut shaped roof, giving it a bungalow like appearance. Among locals, the Pet Basheerabad police station is better known as Satyam chowki. It is incidentally located opposite Byrraju Foundation, Late Byrraju Satyanarayana Raju’s philanthropic venture, and comes under the jurisdiction of the Cyberabad police.¹¹

Apart from the public private partnerships, even within the Cyberabad Police Commissionerate, a separate executive wing with the name CYPOL (Cyberabad Police) Centre for Service Excellence (CCSE) was created in 2003. The Centre functioned as a nodal office and secretariat. It coordinated all activities related to developing, designing and implementing the Police Service Excellence Programme and the Community Partnership activities. In each Police Station and the work units Culture Change

¹⁰ The Hindu Business Line, Oct 19, 2005

¹¹ Interview dated January 3, 2010, with Sarveshwar Reddy, ACP, Rajendranagar, Hyderabad.

Management Project Teams were identified involving all the employees to work on the related issues. However, presently the CYPOL Centre for Service Excellence is not functional. The reason for this lies in the fact that it was created by the first Commissioner of the Commissionerate who took personal interest towards this internal arrangement for accomplishing the mission of transforming Cyberabad Metropolis into a safe and secure community through Best-in-Class Police Services. But since 2007, after the police Commissioner's transfer to some other police department, lack of leadership, and the prevailing internal culture of the police organization which gives importance only to the specifically fixed duties and regular functions of the police, led to the failure of the CYPOL Centre.¹²

In January 2010, the Cyberabad Police Commissionerate announced the setting up of five more police stations for Cyberabad and 1,500 additional forces. With this the number of police stations in Cyberabad will reach 40, including one women police station and the total number of police personnel would be around 5,500. The Cyberabad Police Commissioner S. Prabhakar Reddy maintained that although the crime rate had marginally dipped in the year 2009 compared to 2008, the graph of snatchings, cheatings and thefts of vehicles went upwards. The number of kidnap cases has also gone up. He held that out of 174 cases of homicide reported in the year 2009, nearly 150 cases were detected. However, some sensational killings like that of a girl who was sexually assaulted and murdered in Rajendranagar and that of a realtor found murdered in his

¹² Interview dated October 19, 2009, with Sreenath Reddy, Inspector e-Cops, Cyberabad Police Commissionerate.

house at Uppal could not be solved for want of clues.¹³ The above fact reveals that without proper community involvement serious cases of crime can not be resolved. Community involvement in problem solving would require constant presence of police within the communities and also frequent interaction of the police with the community members through meetings, an activity that stopped after 2007 due to lack of interest on the part of senior police officials.

Practical Exercise of Community Policing in Cyberabad Police Commissionerate

Community Policing mainly focuses on area basis. The entire Police Station (PS) is divided into sectors (one PS has 6-8 sectors) and one or two Constable Officers and Head Constables are nominated by the Station House Officer (SHO) of that respective police station, to each area and are known as Community Policing Officers (CPO).¹⁴

The Community Policing Officer undertakes the following responsibilities:¹⁵

- Have complete access to community and vice versa
- Identify felt needs of the community
- Collect data relating to policing needs
- Organize partnerships with the people
- Undertake problem solving, traffic safety and other allied needs relating to policing services, using data collected.

¹³ The Hindu, January 2, 2010.

¹⁴ Interview dated May 29, 2009, with G. Manyan, Police Constable, Jeedimetla Police Station, Cyberabad Police Commissionerate.

¹⁵ A Process Manual for Community Policing and Partnership Building Maithri, Cyberabad Police Commissionerate, 2004, p. 6.

The CPO first acquaints himself with the area and then identifies committed members from each colony/ apartments/ street etc. to form community liaison group. One member is appointed as a leader after a formal registration with the PS. The leader of community association is selected by a community consensus in the presence of the CPO. The leader generally acts as a facilitator between the community members and the police. All the members of the community policing associations or groups (generally referred to as “Maithri Associations”) are provided with Maithri membership cards for their easy identification by the community members and the police. Meanwhile the SHO of the police station identifies the most commonly encountered problems by the community in a given area. After identification of some problems (at least five) of a given area, such as burglary, cheating, women harassment, drug trafficking etc., he will identify what the police can do to solve these problems. In this regard, the SHO with the help of the CPO try to find out what are the resources available with the community in a given area and how these resources can be used to supplement police resources.¹⁶

The interview responses for the present study revealed that the above discussed procedure continues even today although with very limited participation by the community members. The reason being irregular meetings held with the community members, lack of leadership qualities on both sides and lack of serious initiative on the part of the SHOs and most importantly lack of encouragement to the community members as well as CPOs by the senior police officials to carry out their functions effectively. Lack of supervision by the senior officials and no maintenance of community

¹⁶ See Note 5.

policing records by the SHOs are some other reasons for unsystematic community policing programme within the commissionerate.

The most commonly available community resources which were identified are¹⁷:

- i) The Youth and Youth Clubs
- ii) The Ex-servicemen and retired Government servants
- iii) NGOs (Lions Club, Rotary Club, YMCA, YWCA etc.)
- iv) Student Bodies (Student Unions)
- v) School Teachers/ College Lecturers
- vi) Able bodied citizens
- vii) Business Community
- viii) Mass Media/ Electronic Media/ Cable TV
- ix) Housing Societies/ Residential Welfare Societies
- x) Doctors Community.

It is proved time and again that engaging community resources in policing an area will have force multiplier effect on the police efficiency. It is aimed at compelling a SHO to initiate programmes to engage the public in crime management. This will also encourage the SHO to become innovative in his approach to his job. Further, as these schemes are initiated by the SHOs and not imported from above, it is expected that the schemes will take root in the area and become functional in the long run as the SHO takes personal interest for the success of the scheme over a period of time.¹⁸ The above mentioned statement clearly reveals that the continuance of community policing programmes

¹⁷ Interview dated May 28, 2009, with Vijay Kumar, DCP Madhapur Zone, Cyberabad Police Commissionerate, Hyderabad.

¹⁸ Ibid.

depends to a very great extent on the SHO of a PS. If the SHO doesn't take an active part and interest in the programmes, the initiative, however successful it might have been, turns out to be a failure. The same happened in the case of Jeedimetla PS, the first PS in the country to be awarded ISO 1990-2001 certification, wherein the community policing/ Maithri programmes started with immense excitement and success and continued the same way till 2007. However with the change of the SHO at police station level and change of the commissioner at commissionerate level, led to a gradual decline of CP programmes and Maithri meetings.¹⁹

A senior police official maintains that there is an apprehension in the minds of majority of senior police officers and subordinate police officers that community policing erodes police authority. Also there is a belief that the public will stop respecting the police and take police lightly as "the deterrent effect" of the traditional style of policing would no longer be available to the police under the new style of policing.²⁰

People's participation in policing depends upon the openness in the department and hence the existing bad practices in the police based on untested assumptions and an internal culture of aversion to change need to be checked and dropped to accommodate community policing practices.²¹

¹⁹ Interview dated May 29, 2009, with G. Manyan, Police Constable, Jeedimetla Police Station.

²⁰ Interview dated July 16, 2009, with M. Mahendar Reddy, I.G.P., Greyhounds Academy, Hyderabad, Andhra Pradesh.

²¹ Ibid.

According to the rules of the Cyberabad Police Commissionerate, any Community Policing initiative by any SHO at the Police Station (PS) level has to be recorded properly to evaluate the impact created by the initiative over a period of time. This exercise is very essential from the point of knowing the following facts:²²

- i. Is the scheme effective?
- ii. How many problems were solved?
- iii. What are the training needs of the police?
- iv. What are the training needs of the public?
- v. How many cases were solved?
- vi. How many bad characters were booked/ taken control by the community?
- vii. Any new problems cropped up?
- viii. Is the old problem persisting?
- ix. Are the police taking interest in the scheme?
- x. What is the feedback from the public?

Impact evaluation is critical in assessing the efficacy of any scheme and the need for its continuity. The data collected on reasons for solving the problem in a given area through CP initiatives by an SHO is very useful for replicating the same in other areas if the problems are similar. Again, the data collected on reasons for not solving a problem by an SHO is also very useful for identifying the loopholes in the scheme and for rectifying the same.²³

²² Interview dated May 28, 2009, with Sreenath Reddy, Inspector e-Cops, Cyberabad Police Commissionerate, Hyderabad.

²³ Interview dated July 16, 2009, with M. Mahendar Reddy, I.G.P., Greyhounds Academy, Hyderabad, Andhra Pradesh.

However, the present study revealed that there is absence of systematic collection of data on all parameters relating to a selected area. Out of the 34 police stations (5 more police stations have been formed in February 2010) under the commissionerate only three police stations had maintained records relating to community policing programs. There is also absence of proper mechanisms for the collection of citizen/ community feedback. The various police websites and police meetings with the community members give the views and opinions of only the police, ignoring the feedback mechanism. Further, inadequate use of statistical tools for data analysis, lack of decision making for continuous improvement by reflecting the priorities of the community in policing decisions has resulted in the overall organizational and individual productivity being very low. One of the important reasons for this has been the unpredicted and immediate transfers of the CPOs from one police station to another as a result of which all the effort put up by the CPO in initiating and maintaining partnership with the community members of a particular area goes in vain. Since he / she is made to start afresh in the next police station and the allotted area also changes.

The study found that only three police stations i.e. Jeedimetla PS, Kukatpally PS and Madhapur PS under the Cyberabad police commissionerate had maintained an Area Wise Information Book with a list of Community Liaison Groups (CLG) with members, planner for meetings that were held, minutes of meeting register, area wise crime analysis, photo album and paper clippings. However, none of the 34 police stations in the commissionerate have maintained a file on sector wise impact analysis which is based on data available from policing services and the feed back taken from community and which

is one of the integral steps involved in CP process. Yet it is to be noted that the impact of CP initiatives in all the areas under the commissionerate was positive during the first three years i.e. from 2004-2007, although the records were not maintained systematically.²⁴ One of the important reasons for this was the setting up of a strategic policing plan by the commissionerate for 2004-2007. The plan included a three year planning horizon for the commissionerate and a yearly planning horizon for Local annual policing plans. The plan intended to make people feel safe and secure in their local areas, neighborhoods and the larger community, free from the fear of crime. The plan carried on a tightly monitored review process by the supervisory officers, on account of which the police unit was able to achieve the results within a time bound framework. Another reason for its initial success was the motivation and plan of change of the senior leadership.

During the initial phase of CP in the commissionerate (i.e., during 2004) the CPOs from each PS were subjected to learning classes which focused on felt need identification of community, techniques of penetrating into community for building partnership, selection of community liaison groups, problem solving techniques, leadership qualities, investigation techniques, communication skills, emergency response and so on. The data for each area, for effective functioning of CP, is collected from government offices, educational institutions, apartments and associations, important business associations, commercial complexes, industries and factories, petrol bunks, banks and ATM centres, wine shops, transport organizations, internet centres, hospitals,

²⁴ Interview dated May 28, 2009, with Sreenath Reddy, Inspector, e-Cops, Cyberabad Police Commissionerate.

hotels and lodges, bus stands and railway stations, STD booths, political leaders, NGOs, real estate business dealers and so on.²⁵

For qualitative and realistic assessment of police services, and to enable the police to continuously improve the service standards for enhanced societal satisfaction, people were invited to come up with their suggestions, ideas, feedback, and positive criticism. In order to obtain these inputs from the people, Cyberabad Police opened out different means of communication commencing from 2004. A call centre was set up at the Commissionerate to receive telephonic communications from the people. It was called “Praja Soochana – Police Acharana” However, the call centre is no more functional at present. Like in case of other innovative programmes this also continued just for 2 to 3 years i.e., from 2004 to 2007. The reasons for this were inconsistency in service delivery and low employee involvement.²⁶

For competency development, nearly 3000 staff and 45 work units in the police departments and police stations under the commissionerate were provided training in Change Management and 5S & Kaizen techniques in the year 2004. 5S is a set of 5 Japanese principles to keep the work place, materials, records, information and people— Neat, Clean, Orderly, Efficient, Productive and always in usable conditions. (Seiri – Segregate; Seiton – Organize; Seiso – Maintain; Seiketsu – Standardize; Shitsuke – Self Discipline). Kai-zen refers to Change for Good. It is a Japanese Management technique

²⁵ A Process Manual for Community Policing and Partnership Building Maithri, Cyberabad Police Commissionerate, 2004, pp. 11-13.

²⁶ Interview dated October 19, 2009, with Sreenath Reddy, Inspector e-Cops, Cyberabad Police Commissionerate, Hyderabad.

consisting of a set of data based decision making / continuous improvement methodologies. Apart from this the staff were trained in soft skills with corporates on 10 identified topics - Communication, Counseling, Team working, Leadership, Transactional Analysis, English language, Computer skills, Good health and Yoga Practices. The corporates donated 100 computers for this purpose to the commissionerate. Besides, each PS has been networked with e-cops (e - computerized operations for police services).

On the basis of interview responses from community members and Maithri association groups, the study identified the following list of commonly felt needs of the community in relation to police.

- i. Communal incidents
- ii. Factions
- iii. White collar offences
- iv. Traffic safety
- v. Group rivalry
- vi. Eve teasing
- vii. Ragging
- viii. Matrimonial matters
- ix. Unemployed youth
- x. Slum area problems
- xi. Theft / Burglary
- xii. Suicides

xiii. Drug addiction

In order to solve such problems the Unit Officers have devised programmes such as:²⁷

1. Back Home Project for missing and run away children
2. Child and Police Project for children at risk
3. Propaganda at village level against local superstitions
4. Family Counseling Centres relating to domestic harassment of women
5. De-addiction programme for alcohol and drug addicts
6. Sports activities for youth
7. Traffic awareness programme for High School and College students
8. Blood donation and Medical camps and AIDS awareness programme
9. Education and Skill development programmes for street and working children
10. Eye camps and First Aid training programme for vehicle drivers
11. Visit your Police programme

Out of all the programmes listed above only a few of them are being conducted at regular intervals. They are Family counseling centres, sports activities for youth, Blood donation campaigns and AIDS awareness programme.

All the police stations under the Cyberabad Police Commissionerate have been attached to the following liaison groups:²⁸

²⁷ Interview dated August 8, 2009, with B. Sreenivasa Reddy, Inspector, SHO, Madhapur Police Station, Hyderabad.

²⁸ A Process Manual for Community Policing and Partnership Building Maithri, Cyberabad Police Commissionerate, 2004, pp. 11-13.

S. No.	Nature of Community Liaison Group	Purpose
1.	Maithri Committee	General awareness, contact/ support programmes, crime prevention and emergency response etc.
2.	Colony Association	Need identification of colony, awareness and problem solving
3.	Apartment Association	Need identification, awareness and problem solving, crime prevention
4.	NGO Association	Problem solving and awareness
5.	Senior Citizen Association	Need identification, problem solving
6.	Auto Drivers Association	Awareness on Traffic Safety and Victim protection
7.	Student's Association	Awareness; road safety; participation in crime prevention and emergency response
8.	Defence Squads	Crime Prevention, beat system
9.	Youth Groups	Education; awareness; developing hierarchy of people for information
10.	Women's Organization	Solving matrimonial problems and spreading general awareness about personal safety
11.	Other Groups	Depending on felt needs

The liaison groups worked in close collaboration with the police, especially with their nearest police stations for the first three years of the implementation of community policing i.e. from 2004 to 2007. Not just the community members but the CPO took personal interest in collaborating with these groups simply because of the fact that this gave the CPO (of either Constable or Head Constable rank) enough authority to initiate talks with the community members, devise his own strategy to meet the needs of the members and attend the Maithri meetings. Altogether recognition as a Community Policing Officer developed immense sense of self confidence and self respect among those involved in CP. The community members also looked upon and respected the CPOs. During this period, arrests of those found guilty by the community members were made by the CPOs in the presence of the community members and these members used to facilitate the conviction and prosecution of the offender by being witnesses in the court of law. However, the petitions or cases coming to the police station were not kept for

immediate legal action. Instead they were handed over to the Maithri members who belonged to the same community area as that of the offender for counseling.²⁹

The efforts towards a systematic community policing came to a sudden halt when some of the Maithri members and members of other associations started misusing their Maithri membership cards for getting their personal work done. Some of the community members also started using the names of some police officials, calling them their close associates. All this led to a weakening image of the members associated with CP. Besides this, the police officials involved also started maintaining a distance with the community members for known reasons. This hampered the very purpose of CP. Moreover, with the change in leadership at the police station level, frequent transfers of CPOs from one PS to another resulted in a loss of interest in CP programmes. As such the Maithri groups and associations associated with CP became dysfunctional ever since 2007.³⁰

COMMUNITY POLICING AT POLICE STATION LEVEL

For an evaluation of the implementation of community policing in the cyberabad police commissionerate, two police stations, within the jurisdiction of the commissionerate, namely Jeedimetla and Madhapur police stations were selected. The basis for the selection of these two PSs was the fact that community policing was first introduced in these two PSs under the commissionerate and these were the first PSs in the entire country to be awarded ISO 9000-2001 certification for their systematic attempt towards

²⁹ Interview dated May 29, 2009, with G. Manyan, Police Constable, Jeedimetla Police Station.

³⁰ Interview dated April 1, 2009, with Vinoy Kumar Singh, I.G.P. (Training), DGP (AP) Office, Hyderabad.

community policing and culture change management program that was introduced in the commissionerate in the year 2005.

(1) Jeedimetla Police Station

Profile of Jeedimetla PS

Jeedimetla PS is a unit of Cyberabad Police Commissionerate, Govt. of Andhra Pradesh. It covers an area of 30 Sq. Kms. and resembles Mini India, with a population of about 5.00 Lakhs. Inhabitants from all over India are residing in this area. The PS was established in the year 1986 and is one of the heavy police stations in Cyberabad. More than 1100 FIR cases are reported every year & 10-15 petitioners approach PS daily in non-cognizable cases. The PS touches state highway 16 (6-7 Kms) and encompasses 120 colonies and villages, and 64 slums out of which 42 are notified. The PS jurisdiction covers more than 100 schools, 5 degree colleges, 1 MBA and 1 B.Ed. college, 4 cinema halls; 4 function halls; and plenty of vacant government land. Nearly 55,000 un-regularized houses are available in the areas which are very often used by the criminals. HMT vacant land is frequently used to throw the dead bodies and is vulnerable to property crimes. Moreover, 700 industries fall within Jeedimetla PS limits. It is one of the Biggest Industrial areas in Asia i.e. IDA Jeedimetla, IDA Gandhinagar, and ALEAP Industries are in the limits of this PS. Majority of the Industries are ISO certified.³¹

Composition of the PS

1 Inspector; 9 Sub Inspectors, 4 Asst. Sub Inspectors, 10 Head Constable Officers, 71 Police Constable Officers and 35 Home Guards (HGs)

³¹ Interview dated July 29, 2009, with A. Gangaram, Inspector, SHO, Jeedimetla Police Station.

PS Infrastructure

- A well furnished PS building having a beautiful lawn, welcoming reception centre with healthy work environment.
- A reception counter & a comfortable seating facility to visiting citizens.
- A well furnished Learning Centre with a seating capacity of 60 officers.
- Nine Computer Systems with LAN Connection.
- One Xerox Machine.
- Overhead Projector.
- Nine Work stations for newly trained Police Constable Officers (PCOs) as Investigation Officers (IOs).
- One Patrol Mobile with well trained patrol officers.
- Two Jeeps for PS.
- Three Motor Cycles for blue colts.

Jeedimetla police station aimed to be a model police organization, committed to comply with applicable statutory/ regulatory and continual improvement of its Quality Management System (QMS) in ensuring safe and secure communities. The Quality Manual of the PS defines the policies of Jeedimetla PS in implementing the requirements of ISO 9001:2000 in offering services to citizens. The focus of this approach was community involvement and development and empowerment of police constable officers. In this regard 96 Standard Operating Procedures (SOPs) were established for operation, control, monitoring, analysis and continual improvement of the Quality Management System Processes. This included 10 Community Policing SOPs. Jeedimetla PS witnessed

a historic moment on 11th July, 2004 with the launch of ISO Programme. On March 23rd 2005 the PS achieved ISO Certification (for a period of 3 years) and thus became the first PS in the country to be awarded ISO Certification.³² However, the study revealed that the ISO programme which was initiated under the leadership of an able police officer and which was implemented successfully for 3 years from 2004 to 2007 came to a sudden halt after leadership change at commissionerate level in 2007. The new leadership did not make a sincere attempt to continue with the programmes considering it secondary compared to the usual policing tasks. As a result, the ISO certification could not be renewed in any of the police stations after 2008.

Prior to the implementation of ISO Programme at Jeedimetla PS (i.e. from July 2004 to March 2005), following activities were undertaken at the PS to ensure the success of CP programs:³³

- Awareness Program
- Defining Customer Services & Linking to Citizen Charter
- Identification of Processes
- Key processes i.e. Investigation, Law and Order, Prevention and Detection, Traffic Management and General Services.
- Support Processes i.e. Document control, Record Control, PS Management and Training

³² Ibid.

³³ Interview dated July 16, 2009, with M. Mahendar Reddy, I.G.P., Greyhounds Academy, Hyderabad, Andhra Pradesh.

- Management Processes Resources, Policy, Quality Objectives Review & Analysis and Correction & Preventive actions
- Preparation of Quality Management System Manual
- Preparation of Quality Management System Procedures
- Preparation of Standard Operating Procedures (SOP)
- Training

Benefits of ISO Certification to the Jeedimetla PS in 2004 that ultimately led to systematic implementation of CP programs till 2007³⁴

Benefits to the Organization

- Role clarity & ownership for all
- Goal setting & Focused Efforts
- Process approach in working
- Improved Policing Results
- Responsible policing.
- Measurement of Results and continuous feed back
- Continuous improvement in service delivery
- Improved job satisfaction
- Transparency
- Personality development through training & Continuous learning
- Increase in work efficiency
- Constabulary empowerment

³⁴ Ibid.

Benefits to the Community

- Timely & Consistent Customer Service
- Standardized approach to Service Delivery
- Reduction in Crimes
- Transparency & Citizen Feedback
- Enhanced Community Participation in Policing
- Better community Safety
- Improved Customer Satisfaction
- Improved Public Confidence
- Improved customer communication

The PS had developed close links with 5 Associations and Groups during 2004 to 2007 for the purpose of community policing. They are as follows:

(i) **Youth Associations:** These associations have been organized by the youth themselves to prevent youngsters from getting involved in unlawful activities. They maintain records of the persons creating disturbances in the area and thereafter make sincere attempts to train them, counsel them and treat their problems by talking to them and thus prevent the so called bad characters in the community from creating problems for others. If talking and counseling does not work then the association members take the help of the police directly for a relevant further action. The members also take active participation in preventing disturbances during major festival occasions like Ganesh Chaturthi.

Each association consists of 25-30 members. In 2005 these associations entered into a formal collaboration with the police. They all have been issued Maithri membership cards and they hold meetings once in a month or as they may find suitable with the community members in the presence of the police for discussing issues and problems concerning the community. Each association has one leader elected unanimously by the members. The members are selected by the SHO of the nearest PS keeping in view their past and present records and are provided training classes once in a month on issues relating to crime prevention and detection and problem solving.

However, it has to be noted that although these associations are still functional but they have lost direct contact with the police and the PS in their respective jurisdictions. For instance, the Swami Vivekananda Youth Association, which was formed in November 2000 by the community members of Gandhinagar, consisting of 50 members, continue to manage their programmes like blood donation camps, sports meet and other meetings but in the absence of the police officials. The community members consider the lack of interest on the part of the police officials responsible for this setback. They also maintain that the frequent transfers of the CPOs affect the confidence and morale of the members.³⁵ However, the youth association members also believe and accept the fact that the presence of police officials in the meetings and close collaboration with the police stations had boosted the confidence of the community members and had to a very great extent reduced the fear of crime. It had also resulted in enthusiasm and excitement among the youth with regard to the performance of their duties. They also believe that the rate of

³⁵ Interview dated May 29, 2009, with Lakshminath, President, Swami Vivekananda Youth Association, Gandhinagar, Jeedimetla, Hyderabad, Andhra Pradesh.

crime and petty offenses like eve teasing, thefts, chain snatching, drinking alcohol in public places etc. had declined considerably ever since the police started maintaining close collaboration with the association members and especially because of the constant presence of the CPO in the colony.³⁶

There are presently 35 youth associations within Jeedimetla police station jurisdiction with a total membership of 875. They are broadly from 90 colonies. Each association represents 2 to 3 colonies. Some of these are Bhagath Singh Nagar, Oathatreya Nagar, Ganesh Nagar, Gandhinagar, Devaraya Yamjal Village and Eligela Gudem Village (Out of the areas under Jeedimetla PS, Devaraya Yamjal village has always recorded the highest crime rate). Each association consists of members ranging from 25-50 and within the age group 20 to 35. The occupations of these members also vary. The study found out that most of the members belonged to the student's community. Some others were electricians, private employees, daily wage laborers, call centre employees, advocates, drivers, scooter mechanics, small store owners, barbers, and so on. Although not every one manages to attend the meetings, which are no more regular, yet the duties and responsibilities of each member is well conveyed to them from different sources in the colonies concerned.

(ii) **Mythri Sangam / Committee:** This was constituted in the year 2005 by the Jeedimetla Police in collaboration with community members. Most of the members also belonged to the village/ resident welfare associations of their respective villages and

³⁶ Interview dated May 29, 2009, with Thalagama Madhu, President, Shivamandali Youth Association, Shivalayam Devaryamjal, Jeedimetla, Hyderabad, Andhra Pradesh.

colonies. The number of members in each committee varied from 25-40 members. The main task of the members was to prevent domestic violence, women and child welfare, family dispute resolution through counseling, water disputes and so on. Apart from this the members used to keep track of strangers entering their colonies and those staying in rented apartments and used to inform the police about suspicious individuals in their area. 2 Police Constables or Head Constables were in charge of one Mythri committee.

There were 7 Mythri committees functioning during 2005-2007. They were from the following colonies under Jeedimetla PS: Bhagath Singh Nagar, Venkateswara Nagar, Ranga Nagar, Manikya Nagar, Jayaram Nagar, Vivekananda Nagar and Gandhi Nagar. The total strength of Maithri committees working with the police was 310. Out of this 190 were youth between the age group of 20-35, 51 women, 21 senior citizens between the age group of 50-60 and 48 members belonging to SC/ST communities.

An important point to be noted here is that although the committee focused on women and family welfare the participation of women was negligible in the committee. Meetings during the first two years i.e., from 2005 to 2007 were held at regular intervals of time, mostly once in a month. However, in the subsequent years, due to the lack of initiative on the part of the police officials concerned, the members dispersed from the committee to their respective welfare associations to which they belonged earlier and which are still functioning effectively even today without any support from the police. As such there have been no Mythri meetings ever since 2007.³⁷ The police, however, blame

³⁷ Interview dated May 29, 2009, with G. Raghavulu, President, Mythri Sangam, Gandhinagar, Jeedimetla, Hyderabad, Andhra Pradesh.

the extra amount of work entrusted to them apart from CP programmes, as one of the important reasons for the debacle of Mythri Sanghams. 83% of the police constitutes of police constables, most of who are generally entrusted with community oriented programmes. Yet it is to be noted that this 83% of the Force work with a very low organizational productivity of 15% to 20%. They play mechanistic roles provided their low levels of education. This results in lack of confidence in the constabulary about service delivery. As a result the community members are made to go through a frustrating experience of over dependence on Sub Inspectors (SIs) and above for service delivery at police stations. This leads to mismatch between function and structure.³⁸

(iii) **Defence Squads:** These groups of individuals were responsible for checking and preventing burglary, minor thefts, snatchings and other such instances of disorderly behavior at night time. These members used to keep a watch at night in the colony along with the Beat constables. The members used to work in shifts at night. The members were provided with Defence Squad membership cards. Each squad consisted of 15 to 40 members aged between 20-35 years. The members comprised of degree students, government and private employees, teachers, postmen, auto drivers, shop keepers, local businessmen and laborers. 6 Defence Squads were actively involved in community policing efforts at night time. They are: Defence Squads from Subash Nagar, Venkateshwara Nagar, Manikya Nagar, Ambedkar Nagar, Dwaraka Nagar and Devaraya Yamjal Village. The total membership was 180.

³⁸ Interview dated May 28, 2009, with Vijay Kumar, DCP Madhapur Zone, Cyberabad Police Commissionerate, Hyderabad.

In a case of regular thefts in Subash Nagar and Umadevi nagar colony, which are adjacent to each other, the members of Subash Nagar defence squad involved themselves in regular night patrolling with the police on a shift basis and succeeded in catching two thieves in 2006 who were involved in such cases since a very long time.³⁹

Night patrolling by the defence squads started with lot of enthusiasm in 2005 on the part of the members but came down drastically after two years. The reason for this as cited by some community members was that the Beat constables were finding it difficult to coordinate their activities with the members on account of lack of training in this regard to the members. Moreover, the members themselves started showing disinterest. This was mainly because the members found it difficult and tiresome to work at night after a day long work in their respective occupations and there were no regular meetings to address these issues.⁴⁰

(iv) **Mahila Sangalu** (Women's Association): This women's association has been working even before the community policing programmes were initiated in the commissionerate. This association named "Mahila Sangalu" leads many other women's groups working in the areas encompassing Jeedimetla. 15 women's association with a total membership of 450 had got into collaboration with the police for community policing. Some of these groups are Gandhi group, Jhansi Laxmibai group, Vasundara group, Sri Kanakadurga group, Manikanta group, Sri Ayyappa group, Velugu Putrika

³⁹ Interview dated November 16, 2009, with Manikyam, Member, Subash Nagar defence squad, Jeedimetla, Hyderabad, Andhra Pradesh.

⁴⁰ Interview dated July 29, 2009, with Velandas Satyanarayana, Member, Defence Squad, Devaraya Yamjal Village, Jeedimetla, Hyderabad, Andhra Pradesh.

group and so on. The main association is situated in Devaraya Yamjal village. Most of the members are home makers and aged between 20 to 35 years. These groups have been looking into the issues relating to women harassment, domestic violence, marital disputes, children's welfare and so on. They normally solve most of the cases through counseling and report to the police only as a last resort.

After the introduction of community policing in Jeedimetla, these groups became more organized in the sense that they were provided with police guidance on handling issues which need police supervision and arrests. The leaders from each group were given the liberty to call the SHO or the police station whenever they felt a need for any advice or suggestion or when they felt that a meeting with the police officials is necessary. The close collaboration of these groups with the police continues even today but their meetings are held in the absence of the police officials unlike during 2004-2007. Besides this, the police station also had started maintaining a record of these associations with their names and addresses, minutes of meetings held, cases solved by the members on their own etc. However, ever since 2007 there has not been any effort on the part of the SHOs concerned to maintain these records. The number of calls being made to the PS for any guidance or help has also decreased considerably because of lack of interest on the part of the police officials. The police on the other hand consider the increasing workload on them, on account of increase in criminal and anti social activities in the region, as the reason for this setback. ⁴¹

⁴¹ Interview dated July 29, 2009, with Swarupa, Member, Jhansi Laxmi Bai Group, Devaraya Yamjal Village, Jeedimetla, Hyderabad, Andhra Pradesh.

(v) **School Contact / Open House Programme committee:** This programme intended to improve the image of the police and spread awareness among school students and teachers about a possible collaboration between the police and the public in combating problems like women harassment, eve teasing, traffic regulation, and crime of all kinds in their respective colonies. The programme was initiated at all police stations under the supervision of the Cyberabad Police Commissionerate with a view that children at a young age tend to develop ideas and beliefs about people and institutions around them and as such at this stage an awareness about the positive impact of police and public cooperation can be very beneficial in the long run.⁴² Under this programme apart from the police constable officers, senior police officials also used to make frequent visits to all the schools (both government and private schools) to impart some training and knowledge to the school children of High school level about ways and methods to protect themselves from dangers of kidnapping, harassment and road accidents. The school children were also invited to visit the police stations with their teachers for a better understanding of policing activities. They school authorities and students were provided with the personal numbers of the police officers and SHOs so that they could utilize it whenever needed. Traffic police officials also used to make visits to these schools to conduct awareness campaigns. Besides this the police also used to request the school authorities to include at least 5 children from nearby orphanages in their schools.⁴³ As a result almost all the schools under this police station jurisdiction have admitted many children to their schools for free education. Tagore High School in Vivekananda colony provides free education to more than 70 children, most of who come from nearby

⁴² Interview dated November 16, 2009, with Saikumar Bhandari, Principal, Tagore High School, Jeedimetla.

⁴³ Interview dated November 16, 2009, with G. Manyan, Police Constable, Sanathnagar Police Station.

orphanages as suggested by the police officials. The police, in turn, provided all the children studying in such schools with notebooks, pencils, writing slates, plates and steel glasses. Jagadgirigutta Government High School and Abhyudaya Talent School are other such schools who have benefited from community policing. The school authorities of these schools were awarded with certificates (Prashamsa Patrams) for providing free education to needy children. Apart from this the school teachers also had become part of the peace committees set up by the police in various colonies for law and order maintenance.⁴⁴

The programme started with great enthusiasm in the year 2004-2005 and continued till 2007 with support from the school authorities. Sports meetings, painting competitions, police station visits and other such programmes with the police marked the beginning of community policing at school level. 25 schools under the Jeedimetla PS were covered under this programme, with 128 teachers and nearly 2800 children between the age group of 8-15 years. The meetings were held only with the teachers. However, after the leadership change at the commissionerate level in 2007 the programme started losing its ground as the police officials associated with these programmes were assigned duties of other nature. This halted the frequent police visits to the schools. Although the programme did not last long but it did have a tremendous impact on the students and the teachers since it improved the image of the police and made the children and the public in general free from the fear of police.⁴⁵

⁴⁴ Interview dated November 16, 2009, with Narasimhalu, Principal, Abhyudaya Talent School, Gandhinagar, Jeedimetla.

⁴⁵ Ibid.

(2) Madhapur Police Station

Profile of Madhapur PS

Madhapur is home to the IT industry in Hyderabad. The heart of this area is called HITEC City which has the highest concentration of IT / ITES establishments in the city.

Madhapur has transformed from a small rocky village in the early nineties into a modern IT and BPO hub. Madhapur has made its mark on the city map by having the highest concentration of IT companies in Hyderabad city. Madhapur also has become the preferred meeting place in India as well as in Asia with many International conferences and meetings taking place at Hitex Convention Center and Hotel Novotel, both world class establishments situated in this area. As such, the area has also been witnessing problems relating to industrial security at commercial installations, cheating cases (land related), property offences and frequent road accidents.

The Madhapur Police Station comes under Rajendranagar division and Madhapur zone. It covers 6 villages, 88 colonies and 4 slums with a total population of 4 lakhs. The infrastructure facilities at the PS are similar to that of Jeedimetla PS. The PS was awarded ISO 9001-2000 certification on 22 September, 2005.

Composition of the PS

1 Inspector (SHO); 8 Sub Inspectors, 2 Asst. Sub Inspectors, 10 Head Constable Officers, 70 Police Constable Officers and 45 Home Guards. Under the local annual policing plan project of Cyberabad Police Commissionerate in 2005, the PS developed a process development project for community policing for preventing and handling White-collar

offences (cheating - money lending, chits, cheque bounce cases, forgery etc.) with a main focus on constabulary empowerment. The police constable officers were given training in soft skills and other important areas to develop them into investigation officers required mainly for community partnership programmes. The training was provided by Ascent Leadership and Management Consultants Pvt. Ltd., Hyderabad. The organization also provided implementation assistance to the PS in areas of Culture Change Management, Citizen Centric Service Delivery, Simplifying and Standardizing the Operating Processes and Human Resource Development.

In recognition of the excellent organization of the PS and conducting the visits of senior officers of the AP Police, a Certificate of Appreciation was presented to the SHO and the entire staff by the first commissioner of the Cyberabad Police Commissionerate, M. Mahendar Reddy on February 27, 2006. The PS was also appreciated for its efforts towards CCMP and community policing programmes.

In pursuance of the instructions issued by the Commissioner of Police, Cyberabad on July 29, 2009, it was decided to divide the area under Madhapur PS into 6 sectors with 10-15 colonies falling under each sector. Each sector is under the responsibility of 6 Sub Inspectors (SIs) respectively. Earlier there were 4 sectors and 10 night beats (for night patrolling). The SIs were responsible for the following functions which were to be carried out in collaboration with the community members:

- i. Investigation of cases reported in respective sector,
- ii. Petition enquires,

- iii. Prevention and detection of property offences of their sectors,
- iv. Attending Bandobust duties,
- v. Ensure the effective patrolling, beat and functioning of check posts in their sectors,
- vi. Collection of intelligence,
- vii. Watch on criminals and rowdy sheeters in their respective sectors,
- viii. Any other subjects of importance that come to the notice of the police in their sectors.

The following committees and associations formally collaborated with the Madhapur police for the successful implementation of community policing:

(i) The police station organized five **Maithri committees (including Defense Squads)** in November 2004 which were functional till the year 2006. These committees were Guttalabegumpet village committee (50 members), Madhapur village committee (40 members), Kothaguda village committee (59 members), Izzathnagar village committee (29 members), and Izzathnagar Weaker Section committee (61 members).

Meetings were conducted once a month or once in two months depending on the situation in the presence of the police constable officers in charge of the meetings (generally 2) and the SHO, in whose absence the S.I. used to attend the meetings. The information collected from the PS revealed that during the initial two years i.e. from December 2004 to 2006 many achievements were made with the help of the committee and community members in the areas of traffic management, prevention of road

accidents, traffic controlling, prevention and detection of dumping of unknown dead bodies and prevention of property offences. By the end of January 2005 the number of committee members increased to 239 which included 54 women members, 29 senior citizens, 115 youth in the age group of 20-40, and 45 members belonging to SC/ST groups. These members also were part of the Defense Squads which consisted of 89 members belonging to maithri associations. Defense squads were meant for night patrolling with the police and for other community policing programs.⁴⁶ This composition indicates that individuals from almost all segments of society were represented in these committees.

These committees were fully functional with the support and cooperation from the community members and police till 2006. The study revealed different versions, by the police and the community members, of reasons responsible for this. The constable officers who were in charge of Maithri meetings maintained that since in police services every decision and order has to come from the senior officials without whose approval no meetings or programmes can be conducted, the committees became dysfunctional after a leadership change at the commissionerate. CP was the brain child of the first commissioner of Cyberabad police commissionerate who took personal interest in making this programme a major success.⁴⁷ The members of the community and maithri committee believe that the police participation in the meetings was very minimal and the senior police officials were always absent on account of their regular law and order

⁴⁶ Interview dated August 8, 2009, with B. Sreenivasa Reddy, Inspector, SHO, Madhapur Police Station, Hyderabad.

⁴⁷ Interview dated August 8, 2009, with Venkaiah, Police Constable, Madhapur Police Station, Hyderabad.

duties. This in a way discouraged the expectations of the members about their actual involvement in decision making with regard to problem solving.⁴⁸

(ii) Colony Welfare Associations: Madhapur PS got into collaboration with 25 colony welfare associations within its limits with a total membership of 330, after the CCMP was launched in the Cyberabad Police Commissionerate in 2004. As per this initiative the welfare associations already existing in the colonies under the PS limits started many programmes with and under the police supervision, such as Blood donation camps, youth awareness programmes, free education for needy children in government, public and private schools.

Some colony associations which were in collaboration with the police were Kavuri Hills association, Guttalabegumpet, Mastannagar colony welfare association, Andhra Basti Welfare association, Guttalabegumpet, Anandnagar Welfare Association, Kondapur and Sriramnagar Colony Welfare Association. Apart from solving colony problems relating to family disputes, child security issues, thefts, countering noise pollution at night time etc., these associations also collaborated with the police in reporting the entry of strangers in their colony.

It is to be noted that in case of colony welfare associations, collaboration with the police did not fetch enough benefits to the colony members since they could rely only on the already existing association members to discuss their personal issues relating to a

⁴⁸ Interview dated November 18, 2009, with B. Shastri, Member, Guttalabegumpet Village Maithri Committee, Madhapur, Hyderabad.

dispute or their fear of crime. The meetings that were held by the police officials in the presence of the Inspector (SHO) aimed at winning the confidence of the colony members by closely collaborating with the association members in decision making to deal with frequent problems of crime and disorder.⁴⁹

(iii) **School Contact / Open House Programme committee:** The Madhapur PS established close collaboration with nearly 25 schools (government, public and private) under its jurisdiction in the year 2005. The total number of teachers and children covered under this program were 112 teachers and 1700 children in the age group of 8-15 years. However, it is to be noted that only school teachers were part of the regular meetings and programs. Some of these schools were: Government Primary School, Madhapur; Swathi High School, Madhapur; AP Model School, Madhapur; Maharshi Public School, Kondapur; CHIREC Public School, Kondapur; New Bloom High School, Kothaguda; Sri Vivekananda Public School, Hitech City, Madhapur.

The main aim of this collaboration was to actively participate with the community members (colony wise) to ensure primary education to the poor and needy children, mostly from the slum areas, by making available minimum educational facilities to young children by arranging books, repairing school buildings and also extending help in teaching whenever necessary. The police personnel visited the schools frequently and interacted with the students and teachers and took their suggestions on the ways in which the police can improve its existing image. In turn, the police officers used to help children

⁴⁹ Interview dated November 11, 2009, with Venkateswara Rao, President, Kavuri Hills Colony Welfare Association, Guttalabegumpet, Hyderabad.

to understand the working and utility of police in the right perspective. Curiosities of the children were answered. Besides giving an opportunity to exchange views with the policemen, this effort helped allay the fear of police from the minds of the children.⁵⁰

The programme started with lot of enthusiasm and continues even today. But the present study revealed that the policemen visit the schools only on special days such as on children's day, police commemoration day etc. They used to organize drawing, painting and sports competitions for the children and also used to distribute sweets to them. One main reason for a declining interest in this programme has been extra work load on the police personnel who are entrusted with other law and order duties.⁵¹

(iv) **Youth Associations:** Nearly 20 youth association members with a total strength of 620 members covering 40 colonies participated with the Madhapur police in their effort towards community policing. Each association represents 2 to 3 colonies. Just like under Jeedimetla PS, these associations besides helping the police in maintaining law and order and communal harmony during festivals and in regulating traffic, used to take up useful social works like tree plantation, free health check-up camps, blood donation camps, eye check-up camps, sanitation drives, training sportsmen etc.

During their regular meetings with the police, the youth association members were taught all aspects of community policing – how to prevent crime, how to handle a tense situation, how to persuade people to refrain from taking law into their hands, how

⁵⁰ Interview dated November 10, 2009, with Phani Kumar, Principal, Swathi High School, Madhapur.

⁵¹ Ibid.

to resolve communal discord, and their important role to collect and pass on vital information about terrorists- infiltration, absconding accused and stock piling of weapons. All this helped the members to trace and solve some small local issues in their area. Along with this the youth association members were also trained to assist police administration at times of natural and man made disasters.⁵²

During the first two years of the introduction of CP in the areas encompassing Madhapur PS i.e., from 2004- 2005, the association members acted as real opinion makers and resolved many local problems. The members were effectively utilized by the police in the drive against various crime like sale of illicit liquor, gambling, illegal lotteries that pulverized the poor, rowdyism, eve-teasing, and pocket picking. Some of the members acted as real intelligence agents and immediately passed on vital tip offs on possible anti social activities in their colony to the police.⁵³ However, since 2006 onwards the number of meetings with the association members came down drastically with meetings being held only during local festivals to take the help of the youth in making necessary arrangements to prevent possible disturbances. The members also started managing their problems by themselves without informing the police. One of the reasons cited for this by some of the community members is that after the successful beginning of the CP programme the police felt that the main aim of improving the image of the police among the public has been achieved and the community members have been well trained to prevent and solve problems by themselves and as such regular meetings to discuss the problems are not required. Besides, there was also a fear among the senior

⁵² Ibid.

⁵³ Interview dated November 18, 2009, with S. Ravi, President, Khanamet Weaker Section Youth Association, Madhapur, Hyderabad.

police officials that there can be a tendency for domination by influential people and a fear of nexus between the association members and the political elite. Intra member conflict was apparently another weakness.⁵⁴

Specific Measures for Evaluation of Community Policing in Jeedimetla and Madhapur Police Stations under Cyberabad Police Commissionerate

The present study has used three types of specific measures to evaluate CP in the two selected police stations under the Cyberabad Police Commissionerate. They are: outcome measures, trend and progress analysis (from 2004-2007), and comparative research analysis.

Outcome Measures

These measures will provide an indication of the overall impact of CP. The primary outcomes with which the present study has been concerned are:

- Control of crime: comparison of annual crime rate from 2004 (when CP was introduced) to 2007 (when CP came to a sudden halt) and the number of cases solved by the police through CP.
- Citizen satisfaction with police services (interview responses)
- Fear levels (fear of police) of citizens (interview responses)
- Increase or decrease of community membership in CP programs
- Job satisfaction levels of police personnel

⁵⁴ Interview dated November 20, 2009, with G. Mahipal, President, Izzathnagar Youth Association, Madhapur, Hyderabad.

Trend and Progress Analysis

CP variables can be monitored for thorough program evaluation. The variables that have been charted for trend analysis are:

- The numbers and types of problems identified for solution
- The number and types of problems solved
- The levels and type of community involvement and participation
- Leadership changes at Commissionerate and PS level
- Total and actual strength of police personnel involved in CP at PS level from 2004 to 2007
- Total and actual strength of community association members involved in CP from 2004 to 2007
- Total number of colonies under the two PSs and the actual number of colonies represented under the CP programs.

Comparative Research Analysis

Comparative research analysis of several variables can form the basis for several policy decisions:

- Analysis and comparison of all departmental efficiency factors against successes of patrol officers, defence squads and other CP programs with the community members. This will include analysis of factors such as deployment and scheduling, extent of police supervision, contribution of government and private resources, workload levels, and reward structure, general attitude of police

officials towards community participation in problem solving, and consistency and availability of training to both police personnel and community members.

Research Strategy for the Present Study

The present study necessitated collection of data and information from a wide range of sources to document the planning and implementation process of the community policing programs in both Jeedimetla and Madhapur police stations under the Cyberabad Police Commissionerate. Extensive field work provided the bulk of the data. Frequent site visits were made, with as many as four visits per week. Several field methods were employed, including in person interviews with key participants, focus group interviews, and a comprehensive review of documents.

Each process methodology served a particular purpose in the overall research design. Generally speaking, the field visits were directed at organizational and work issues related to the implementation of community policing strategies by the police and community association members associated with community policing during 2004 to 2007. The study sought to describe the organizational and program structure, program planning and resources available with the police, the types of strategies attempted by the police and community association members, level of community participation, program coordination and management, and factors which ultimately affected the effective implementation of community policing programs after 2007.

A detailed analysis of some of the community policing initiatives introduced in the Cyberabad Police Commissionerate was made by visiting these areas / colonies and the police stations within its limits and also by referring to the literature available on these initiatives. This was followed by a final selection of the police stations within the commissionerate for an in-depth analysis of community policing practices in each police station and the reasons for the decline of these practices thereafter. The police stations selected for the present study were Jeedimetla Police Station (PS), and Madhapur PS.

An assessment of the overall social composition and characteristics of areas under the jurisdiction of the selected police stations was made by studying its demographic characteristics, economic development and its previous and present crime records available with the police stations and also by interviewing the police personnel and the colony residents within its jurisdiction. This helped in illustrating the impact of community policing on the communities.

The police units visited for the given purposes were the State Police Headquarter and CID Office in Hyderabad, Cyberabad Police Commissionerate Office, Andhra Pradesh Police Academy and the two selected police stations. Apart from this, information and materials for the present study were collected from the libraries of National Police Academy and Andhra Pradesh Police Academy in Hyderabad.

Apart from this, within each PS jurisdiction the functioning of five committees/ associations namely Maithri Committees, Youth Association Wings, Women's Welfare

Associations & colony welfare associations, Defence Squads, and School Contact and Open House Programmes committees which were playing a significant role in CP were studied and the members were interviewed with the help of both structured and unstructured questionnaires. Direct interview approach was used wherever it was needed, especially with the leaders of the committees and associations and the community policing officers who were collaborating with these associations.

The selection of sample was deliberate and purposive. A total of 56 police personnel from the 2 selected police stations and from the commissionerate office were interviewed one or more times. 195 community association members and 75 community residents were interviewed. Both purposeful and random sampling procedures were used to select respondents for in-depth interviews. In addition to structured interviews, numerous informal interviews were conducted for the collection of required information and data.

Only two police stations were selected for the study since each police station covers more than 2 Lakhs population within the commissionerate. Interviews were conducted only for those police personnel and community members who were involved either directly or indirectly with community policing initiatives. The research time scale extends from 2004 (when the Cyberabad police commissionerate was established) to 2007 till community policing programmes were being conducted effectively at the PS level in the Cyberabad Police Commissionerate.

The following was the Sample of Study:

S. No.	Sample	Sample with Rank / Committee Names	No. of Respondents
1.	Police Personnel	Top Echelons of Police (DGP, Addl. DGP, IGP, DIG and ACP rank)	08
2.		Police Personnel (Inspector, SI, Head Constable and Constable Officer's rank)	48
3.	Community Associations/ Groups involved in CP	Maithri Associations	60
4.		Defence Squads	25
5.		Youth Associations	70
6.		Women Welfare Groups	25
7.		School Contact Programmes	15
8.	Community Residents	Belonging to colonies within the jurisdiction of the 2 selected PSs.	75
TOTAL			326

The study has used a conceptual framework grounded in the theory of Neo-Institutionalism to assess the developments in the new concept of community policing. The research adopted a basic assumption that the success or failure of community policing, is in large measure affected by the internal culture and organizational structure of the police departments and the actual level of participation of community members in modern day policing.

CHAPTER – V

EVALUATION OF THE IMPLEMENTATION AND IMPACT OF COMMUNITY POLICING UNDER JEEDIMETLA AND MADHAPUR POLICE STATIONS IN CYBERABAD POLICE COMMISSIONERATE

The present chapter will analyze and evaluate the implementation and impact of community policing under the jurisdiction of Jeedimetla and Madhapur Police Stations (PS) in Cyberabad Police Commissionerate. The analysis and evaluation of community policing under the two selected police stations will help to either ascertain or refute the hypothesis for the present study, which are mentioned below:

- Limited community participation and structural defects within the police organization resulted in the abandonment of community policing programs at the Cyberabad Police Commissionerate after 2007.
- Lack of leadership and inadequate training to the Community Policing Officers led to the decline of community participation in community policing activities.
- Inadequate strength of police personnel and community association members resulted in the gradual decline in maithri meetings since 2006-2007, resulting in the dismantling of community policing functions.

Community Policing under Jeedimetla and Madhapur Police Stations

Jeedimetla and Madhapur police stations under the Cyberabad police commissionerate are known for a variety of crimes including heinous offences of murder. While the areas under Jeedimetla PS are more prone to crimes such as murder, attempt to murder, and

kidnapping; areas under Madhapur PS are well known for property offences, cheating cases and cyber crime. However, there are some crimes and problems which are common to both the police stations. These are robbery, ordinary theft, house burglary at night, property offences and fatal road accidents. The main aim of introducing community policing in these areas under the PS jurisdiction was to include the community in crime fighting and encourage their support to the police in the investigation and detection of the main causes of crime and other local problems affecting the communities.

Jeedimetla PS, which is an industrial area, covers 120 colonies and encompasses a population mostly dominated by middle class and laborers. The economic and educational standards are moderate. Madhapur PS covers nearly 88 colonies with a highest concentration of IT establishments in the capital city of Hyderabad. As such the population is mostly dominated by highly qualified professionals apart from the labor and working classes and also well established schools and other infrastructures.¹

Community associations and committees which had got into a formal collaboration with the police for community policing under these two PSs represented only few colonies on account of the fact that not all colonies had associations like youth or women associations which could come forward for the CP programs. Secondly, only those members were involved in Maithri committees and defence squads who were willing to work with the police and as such those colonies which could not select

¹ For a detailed profile of the two PSs, refer chapter IV, pp. 147-150 & 159-161.

members for their representation in CP could not participate in either CP meetings or CP programs.²

The selection of the sample was deliberate and purposive based on their association with community policing programs. Most of the respondents who were interviewed were those individuals who were associated with CP programs either directly or indirectly. Besides, a small number of cross-section of the general population living in these colonies and a few available police personnel were interviewed so that a clear cut idea of the actual implementation of community policing could be gained. Both purposeful and random sampling procedures were used to select respondents for in-depth interviews.

The sample size of community associations and committees (195 members) selected for the present study covered 40 colonies under Jeedimetla PS and 25 colonies under Madhapur PS. For interview responses from colony residents (75 respondents) who were not a member of any of the CP associations or committees, 10 colonies each (total 20 colonies) from the 2 selected PSs which witnessed CP programs during 2004-2007 were selected. Apart from this 56 police personnel from the Cyberabad Police Commissionerate, including those from the 2 selected PSs (8 senior rank officials and 48 police personnel below the rank of ACP) were interviewed with the help of structured questionnaires.³

² Interview dated July 29, 2009, with A. Gangaram, Inspector, SHO, Jeedimetla Police Station.

³ For the complete sample size refer chapter IV, p. 171.

(1) A Profile of the Respondents (Community Association / Committee Members) Associated with Community Policing Programs.

TABLE – 1 (A)

Jeedimetla PS

S.No	Names of community associations/ committees	No. of Respondents	No. of members in the age group of		Education qualifications		Occupation		
			20-35 Years	35-60 Years	School level	Higher education	Business/ private sector job	Government service	Daily - wage workers
1.	Maithri committee	40	15 (37%)	25 (63%)	23 (58%)	10 (25%)	26 (65%)	08 (20%)	06 (15%)
2.	Defence squad	15	12 (80%)	03 (20%)	08 (53%)	05 (33%)	11 (73%)	02 (13%)	02 (13%)
3.	Youth association*	45	35 (78%)	10 (22%)	07 (16%)	26 (58%)	12 (27%)	02 (4%)	11 (24%)
4.	Women's association*	13	08 (62%)	05 (38%)	07 (54%)	03 (23%)	05 (38%)	00 (0%)	03 (23%)
5.	Open school contact program committee	09 (teachers)	02 (22%)	07 (78%)	Teachers having a bachelor's or master's degree with B.Ed. (all 9)		07 (public schools) (78%)	02 (govt. schools) (22%)	00 (0%)
TOTAL		122	72 (59%)	50 (40%)	45 (37%)	53 (43%)	61 (50%)	14 (11%)	22 (18%)

Source: Information based on data collected from Jeedimetla PS and interview responses

* Out of 13 women's association members, 5 were home makers.

* Out of 45 youth association members, 20 were students and pursuing higher studies.

* Out of 122 total number of respondents, 24 members were uneducated (9 from Maithri committees, 2 from Defence Squads, 12 from Youth Associations and 3 from women's associations).

TABLE – 1 (B)**Madhapur PS**

S.No.	Names of community associations/ committees	No. of Respondents	No. of members in the age group of		Education qualifications		Occupation		
			20-35 Years	35-60 Years	School level	Higher education	Business/ private sector job	Government service	Daily - wage workers
1.	Maithri committee	20	09 (45%)	11 (55%)	07 (35%)	10 (50%)	14 (70%)	03 (15%)	03 (15%)
2.	Defence squad	10	08 (80%)	02 (20%)	04 (40%)	03 (30%)	08 (80%)	00 (0%)	02 (20%)
3.	Youth association*	25	16 (64%)	09 (36%)	09 (36%)	12 (48%)	11 (44%)	02 (8%)	04 (16%)
4.	Colony welfare association	12	07 (58%)	05 (42%)	04 (33%)	05 (42%)	11 (92%)	01 (8%)	00 (0%)
5.	Open school contact program committee	06 (teachers)	03 (50%)	03 (50%)	Teachers having a bachelor's or master's degree with B.Ed. (all 6)		05 (public schools) (83%)	01 (govt. schools) (17%)	00 (0%)
TOTAL		73	43 (59%)	30 (41%)	24 (33%)	36 (49%)	49 (67%)	07 (10%)	09 (12%)

Source: Information based on data collected from Madhapur PS and interview responses

* Out of 25 youth association members 8 were students pursuing their higher education.

* Out of 73 total number of respondents, 13 members were uneducated (3 from Maithri Committee, 3 from Defence Squads, 4 from Youth Associations and 3 from Colony Welfare Associations).

Table- 1(A) shows that nearly 59 % of community association/ committee members selected as respondents from Jeedimetla PS limits fall within the age group of 20-35 years and the remaining 40 % belong to the age group of 35-60 years. Similarly, Table- 1(B) shows a figure with nearly 59% of respondents from Madhapur PS limits falling within the age group of 20-35 and remaining 41% from the age group of 35-60 years. The highest concentration of respondents in the age group of 20- 35 years in the case of both the PSs belong to the youth association committees compared to the Maithri committee members. Respondents from maithri committees under Jeedimetla PS falling within the age group of 20-35 years comprises of only 37% and under Madhapur PS only 45%

respondents belong to this age group. This reveals the fact that the motivation, enthusiasm and the interest to join the police department in problem solving and decision making with regard to community policing was high among the young members compared to those from the age group of 35-60. The reason for this can be the fact that CP programs required higher levels of participation from the members in different activities such as attending and participating in regular meetings with the police, collaborating actively with the members of the near by colonies, organizing awareness campaigns, blood donation camps, participating in crowd control measures, night patrolling, and also accompanying the police in the course of investigation of a crime wherever needed.

Besides this, the educational qualifications of the members from the 5 committees / associations as depicted in Table- 1(A) indicates that the ratio of those with education till matric or intermediate level with those with higher educational qualifications is almost the same. Nearly 37 % of respondents were educated either till matric or intermediate level and 43% were qualified up to under graduate or post graduate level. However, it is to be noted that out of the total 122 respondents under this PS 20% of members were uneducated (22 daily wage laborers and 2 from government departments) and out of 45 youth association members, 44% were students pursuing various professional courses like MBA and Engineering.

However, Table- 1 (B) shows that out of the total number of respondents under Madhapur PS limits, 33% were in the category of less qualified and 49% of members

were having higher education qualifications. 18% of the respondents under this PS were totally uneducated and had never studied in a school. Yet, compared to Jeedimetla PS, under Madhapur PS the respondents possessing higher educational qualifications were more in number. The reason for this can be the fact that Madhapur covers a population which has greater exposure to good educational institutions and has a higher concentration of population working in the IT and software companies.

Both Table- 1(A) and Table- 1(B) clearly reveal the fact that the youth association members and the teachers from the open school contact program committees were more qualified than other committee members and as such had a significant role to play in the functioning of CP. Apart from this, the occupations of the members also signifies the fact that most of the members under both the PS jurisdictions were either having their own business (owners of kirana shops, grocery stores, agriculture, cable operators, photo studio etc.) or were into some private jobs (drivers, painters, mechanics, call centre jobs etc.). The participation of government employees (electricians, office boys, sanitary workers etc.) and daily wage laborers was very minimal because of the time restrictions in their respective job spheres. On the whole, the Tables reveal that compared to other association/ committee members, the youth association members were more in number and more actively involved in CP programs on account of the fact that most of them were young at age and were students and not working full time anywhere. This suggests that certain demographic characteristics such as age, educational level and occupation play a major role in deciding the level of participation in CP programs.

(2) **Total membership (registered members) and number of participants (community association members and police personnel) from among the registered members who were actively involved in community policing programs.**

TABLE – 2 (A)

Jeedimetla PS

Members associated with CP	Total no. of registered members	No. of active participants during 2004-2007
Police Personnel	130 (total in the PS)	70 (54%)
Community Association Members (5 associations & committees)*	1. 310	72 (23%)
	2. 180	60 (33%)
	3. 875	125 (14%)
	4. 450	42 (9%)
	5. 128 (Teachers)	20 (16%)
TOTAL	130 Police personnel	70 Police personnel (54%)
	1943 Community association members	319 Community association members (16.4%)

Source: Information based on data collected from Jeedimetla PS and interview responses

- * 1. Maithri association members
- 2. Defence squad members
- 3. Youth association members
- 4. Women’s association members
- 5. Open school contact program members

TABLE – 2 (B)

Madhapur PS

Members associated with CP	Total no. of registered members	No. of active participants during 2004-2007
Police Personnel	136 (total in the PS)	65 (48%)
Community Association Members (5 associations & committees)*	1. 150	45 (30%)
	2. 89	22 (25%)
	3. 620	70 (11%)
	4. 330	62 (19%)
	5. 112 (Teachers)	12 (11%)
TOTAL	136 Police personnel	65 Police personnel (48%)
	1301 Community association members	211 Community association members (16.2%)

Source: Information based on data collected from Madhapur PS and interview responses

- * 1. Maithri association members
- 2. Defence squad members
- 3. Youth association members
- 4. Colony welfare association members
- 5. Open school contact program members

Tables 2 (A) & (B) represent the total number of registered members (police personnel & community association/ committee members) who were associated with the CP programs and activities through a formal collaboration when the program was initiated in the two PSs in the year 2004. However, the Tables clearly indicate the fact that although the programs started with a very good majority from the various community associations and committees including the maithri committees and the defense squads which were specially created by the police stations under the supervision of the Cyberabad Police Commissionerate for CP, the number of active members who used to attend maithri meetings with the police to discuss the issues of concerns and for developing problem solving strategies with the police was very less. Both the Tables show that under Jeedimetla PS only 16.4% and under Madhapur PS only 16.2% of the community association members were actively involved in the CP programs along with the police during 2004 to 2007. The figure thereby reveals the fact that the number of members who were actively participating with the police in night patrolling, crowd control measures, awareness programs, counseling of victims and the accused and dealing with cases of compromise with the police and other crime prevention measures was very less. Similarly, the total number of police personnel in both the PSs was much higher than the number of personnel who were actively and directly involved with CP programs. The total number of police personnel in Jeedimetla PS is 130 and in Madhapur PS it is 136, however, only 54% of police personnel from Jeedimetla PS and only 48% from

Madhapur PS were actively involved in community policing programs, both on field and in the PS, during 2004-2007.

The reasons for this limited participation can be the fact that although more number of members enrolled their names formally with the PSs for their membership in CP, not all were truly interested in actual participation and most of them were also not aware of the philosophy and strategy involved in CP. Most of the members had enrolled just out of excitement and to get an identity of being involved with the policing activities. They used to attend the meetings only when some senior police officials used to participate in the meetings. One major reason for this limitation was the fact that once the names were enrolled with the police no attempt was made on the part of the community policing officers (CPOs) to check the number of members attending the meetings and other programs and subsequently to renew their membership in every six months or one year as was the case with Maithri program at the state level. Another reason was that because of their respective jobs they could not spend enough time for attending meetings or involving themselves completely in other CP programs. Especially those who were in government jobs and daily wage laborers could not spend quality time for these programs because of time constraints and restrictions at their work place.⁴ From both the Tables it is clearly evident that participation was more from youth associations since most of them were already involved in such activities as youth association members in their respective colonies even before CP program was initiated. Apart from being young at age most of them were students and were not working anywhere full time and as such had enough time to contribute towards this program.

⁴ Interview dated 16 July, 2009, with M. Mahendar Reddy, I.G.P., Greyhounds, Gandipet, Hyderabad.

With regard to the police personnel, the commissionerate had appointed 10 investigation officers (IOs) each in the 2 PSs specially to take care of CP programs in the year 2004. However, given the number of colonies and population under the jurisdiction of these two PSs, the number of IOs was very less. Apart from this only the constable and head constable rank police personnel were involved in these programs and the SHO only had to supervise them whenever needed. This resulted in less number of police deployment in each of the colonies wherein CP programs were to be initiated. Another reason is the fact that almost all the PSs under the commissionerate are always over loaded with law and order and Bandobust duties which keep them busy all through the day giving them little scope to even think of something relating to CP meetings or other programs. It can be rightly said that lack of resources and lack of sufficient number of police personnel along with lack of committed members from the community resulted in less number of participation in CP programs.

(3.) Nature and mode of community participation in community policing

TABLE – 3 (A)

Jeedimetla PS and Madhapur PS

Community Participation	Jeedimetla PS and Madhapur PS
Mode of community participation	<ol style="list-style-type: none"> 1. Discussions in meetings to locate and solve a problem, 2. Night patrolling with the police, 3. Counseling the victims and accused, 4. Neighborhood watch, 5. Sharing information with the police, 6. Order maintenance during festival times, 7. Crowd control, 8. Conducting general awareness programs, 9. Organizing blood donation camps. 10. Assisting the police in the investigation of cases relating to heinous crime

	<p>11. Informing the police about the details regarding people (including the new residents) residing in their and nearby colonies</p> <p>12. Conducting traffic awareness programs for school children with the police</p>
Types of cases solved (During 2004-07)	Robbery, house burglary at day and night, theft, cheating cases, cases of domestic violence, road accidents, cases of women harassment, and property offences.

Source: Information based on data collected from Jeedimetla and Madhapur PS

Crime trends and performance under the jurisdiction of Jeedimetla & Madhapur PSs during 2004-2007

TABLE – 3 (B)

Jeedimetla PS

Year	No. of cases reported in the PS*	No. of cases solved by CP	No. of cases under investigation	No. of cases solved only through compromise
2004	551	412 (75%)	139 (25%)	44 (8%)
2005	624	510 (82%)	114 (18%)	50 (8%)
2006	552	440 (80%)	112 (20%)	41 (7%)
2007	620	317 (51%)	303 (49%)	11 (2%)

Source: Information based on data collected from Jeedimetla PS

* For the present study, only those cases of crime have been considered which were solved with community cooperation and participation (refer to Table-3 (A)).

Figure 3 (B)

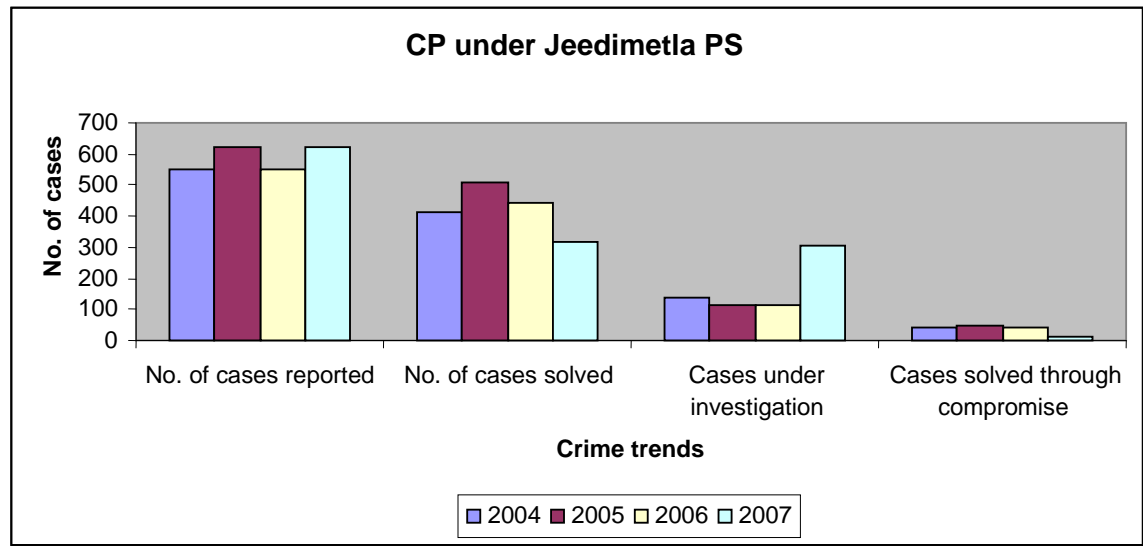


TABLE – 3 (C)

Madhapur PS

Year	No. of cases reported in the PS*	No. of cases solved	No. of cases under investigation	No. of cases solved only through compromise
2004	239	160 (67%)	79 (33%)	28 (12%)
2005	322	209 (65%)	113 (35%)	42 (13%)
2006	426	298 (70%)	128 (30%)	30 ((7%)
2007	509	210 ((41%)	202 (40%)	07 (1%)

Source: Information based on data collected from Madhapur PS

- * For the present study, only those cases of crime have been considered which were solved with community cooperation and participation (refer to Table-3).

Figure 3 (C)

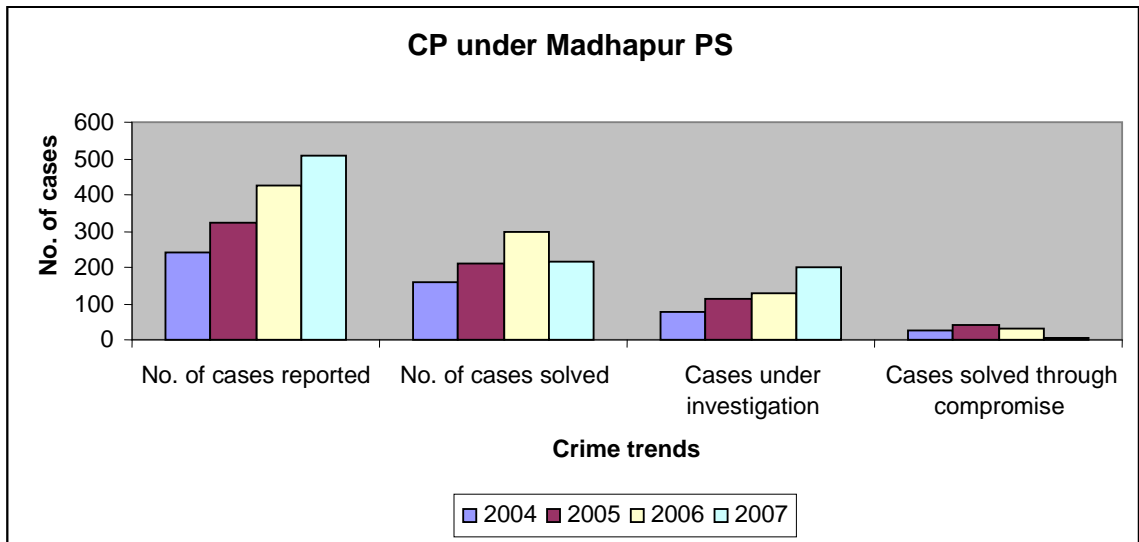


Table 3 (A) provides a list of the various methods in which the community association/committee members extend their support to the police during CP programs and the types of cases which were solved by the police with the support and cooperation of community association members during 2004 to 2007.

Tables 3 (B) & (C) along with the respective graphs give a detailed account of the crime trends and the subsequent performance of the two PSs with CP programs during 2004-2007. The graph for Table 3 (B) shows that although the number of cases reported with the PS remained almost the same with a slight increase in the year 2005, the number of cases solved during 2004 to 2007 also showed a marked increase in the years 2005 and 2006 compared to the year 2007 when CP programs slowly started declining due to the leadership change at the commissionerate level and limited number of community participation followed by a decline in the number of meetings held with the community members {Refer Tables 2(A) and 5 (A)}. Table 3 (C) also reveals that although the number of cases of crime reported in the Madhapur PS increased during 2004-07, the

number of cases solved by the police via community policing showed a marked increase from 2004 to 2006. This shows that enhanced community participation in policing, continuous improvement in service delivery marked by the creation of a separate post of 8-10 investigation officers in-charge of community policing, increase in the number of computers in the PSs from merely 2 to 10 computers in 2004-05 (donated by private companies in an attempt to help the police succeed in their CP initiatives)⁵ and goal setting & focused efforts on the part of the police (10 Quality Management Standards were set up in 2004 for CP programs which were to be followed by all the police stations under the commissionerate) led to a systematic management of cases of crime along with the community associations/ committees which solved more cases in record time with the same resources (130 & 136 police personnel in the Jeedimetla and Madhapur PS respectively) available with the police as in the year 2003.

However, the Tables 3 (B & C) also highlight the fact that under Jeedimetla PS the number of cases solved through CP showed a sudden decline in the year 2007 i.e. from 82% in 2005, 80% in 2006 to only 51% in 2007. Similarly, under Madhapur PS the number of cases solved by CP showed a steep decline from 65% in 2005, 70% in 2006 to merely 41% in 2007. Similarly, the number of cases under investigation under both the PSs showed an increase from 2004-2007. The number of cases under investigation with the police under Jeedimetla PS showed an increase from 25% in 2004 to 49% in 2007 and under Madhapur PS it showed an increase from 33% in 2004 to 40% in 2007. This indicates the fact that community participation in investigation of crimes was almost

⁵ Refer to chapter IV, p. 132.

negligible in the year 2007 under both the PSs and that the community associations/committees had very limited role to play. Another reason with regard to Madhapur PS can be the fact that Madhapur PS covers mostly those areas which are frequently visited by political parties, corporate dignitaries and the big wigs of major IT companies (unlike Jeedimetla which covers mostly industrial areas) and as such the police personnel under this PS are largely occupied with VIP security and other law order duties (minimum 7-8 hours a day is spent on law & order duties under Madhapur PS and 4-5 hours a day under Jeedimetla PS). Similarly Jeedimetla PS covers a jurisdiction which is highly prone to serious criminal activities such as murders and kidnapping and other law and order problems and as such the police were most of the times entrusted with law and order duties even at night time. This preoccupation with functions other than CP programs made it difficult for the police to reach the community members personally for regular meetings and the community and maithri members, in turn, had to wait for the police to take an initiative to start new programs and to discuss the prevailing problems. As a result most of the cases remained unsolved or pending with the police for a longer time.

Further, Tables – 3 (B & C) indicate that the number of cases solved through compromise and counseling (cases of domestic violence, crowd control, counseling of victims and accused in cases of cheating or women’s harassment etc.) were high during 2004-06 compared to 2007. The members from youth associations, women’s welfare organizations and maithri committees who were part of CP participated extensively in helping the police to solve cases via compromise with the victims and the accused at the police station and outside the PS based on the circumstances. This was during the initial

periods of community policing in the commissionerate. The decline, thereafter, in the cases compromised with community involvement with only 2% cases under Jeedimetla PS and only 1% of cases under Madhapur PS being solved in 2007 by community involvement and compromise indicate decreasing community participation in policing. One significant reason for this was the decreasing membership in all the 5 community association/ committees by the end of 2007{Refer Table 4 (A)}. Besides, lack of proper coordination between the police and the association and committee members on issues relating to problem solving strategies and also lack of interest on the part of both the police personnel and the community members in attending meetings to discuss and decide on a plan of action to solve community problems resulted in decline in the number of cases solved through compromise after 2006.

On the whole the Tables 3 (B & C) reveal the fact that with an increase in crime rate the efficiency and effectiveness of the police to deal with these cases also improved during the years 2004 to 2006 on account of participatory management policy adopted by the police at the PS level with an active involvement of nearly 319 and 211 community association members in Jeedimetla and Madhapur PSs respectively in consultative decision making during regular meetings. Improvement in Support Processes such as Document control, Record Control, PS Management and also customer feedback (2 SIs were in-charge of reading and replying to complaints and questions from community members on a daily basis) helped in prosecuting the offenders. This change in crime management and improvement in service delivery during 2004-2006 was a result of the

ISO programme initiated in 2004 at PS level in the Cyberabad Police Commissionerate which made all police activities citizen oriented.⁶

CASE STUDIES

Jeedimetla PS

Case - 1

On February 3, 2006, at the time of Brahamotsav festival at Venkateswara temple, near Jagadgirigutta, nearly 40 youth association members were involved by the Jeedimetla PS as volunteers for prevention of theft, chain snatching, eve-teasing and other forms of disorder on account of heavy crowd at the temple premises. The function went on well with no disorder or thefts reported. Trophies of appreciation were presented later to all the volunteers by the then DCP. Since then both men and women volunteers from youth associations and women's welfare associations under the CP program had made security arrangements for the Brahamotsav and other festivals in the temple premises.⁷

Case - 2

In the year 2006, the Jeedimetla Police in collaboration with the Gandhinagar Industrial Union President Karunakar Reddy, Abhyudaya Talent School and Sai Bhavani hospital at Shapur Nagar in Jeedimetla helped a 7 year old boy named Sriram from a very poor family to get a lip correction surgery done. The boy is now availing free education at Government Primary school at Qutubullapur, Jeedimetla.⁸

⁶ Interview dated August 8, 2009, with B. Sreenivasa Reddy, Inspector (SHO), Madhapur Police Station, Hyderabad.

⁷ Interview dated May 29, 2009, with G. Manyan, Police Constable, Jeedimetla Police Station.

⁸ Ibid.

Case - 3

There was a gang of three persons involved in lock breaking and theft at Bhagath Singh Nagar in Jeedimetla. Whenever they used to find a house closed for more than two days they used to break the locks at night time and flee with all that they could get a hold on. This went on for nearly 6 months. More than 10 houses were robbed by these thieves. The case was reported to the police and the police with the help of 2 defence squad members and 7 youth association members from the nearby colonies set a trap, and finally the gang was arrested.⁹

Madhapur PS

Case - 1

A Blood Donation Camp was organized by Madhapur PS on 21st October 2006 at Cyber Gardens on the occasion of Police Commemoration Day. There was a tremendous response from all police officials, youth association and maithri committee members who participated in blood donation. The camp was organized in association with Janani Voluntary Blood Bank, Secunderabad. There were total 100 blood donors out of which 9 were rejected due to poor health conditions.¹⁰

Case - 2

In September 2005, a 20 year old colony welfare association member from Kavuri Hills association, Guttalabegumpet informed the Madhapur PS about a gang dealing in illicit

⁹ Ibid.

¹⁰ Interview dated August 8, 2009, with Venkaiah, Police Constable, Madhapur Police Station, Hyderabad.

liquor. Police were able to arrest the gang on this information since the association member went personally to the spot with the police and identified the culprits.¹¹

Case - 3

According to Mr. Sreenivasa Reddy,¹² SHO, Madhapur PS, defense squad and youth association members used to assist the police batch by batch in night patrolling during 2005-06. Records reveal that crimes committed during night hours had reduced considerably due to the vigilance of the committee and association members. However, one member was tragically killed in June 2005 while checking a speeding bike at night.

Case - 4

Awareness training was given by the police officials with the volunteers from colony welfare and youth associations to the auto drivers on February 20th 2006. This workshop and training helped the auto drivers covering the areas under the PS limits to follow a standard rule and understand the traffic rules properly. The meeting was presided over by the Inspector in charge of the PS who also distributed identity cards with a specific number to all the auto drivers for their benefit and also to help commuters identify them easily in the hour of need. However, it is to be maintained that the ID cards were soon out of use since the auto drivers felt this can affect their freedom and put them in unnecessary trouble.¹³

The instances cited above are only a few samples of community association/committee members in action. There are a large number of contributions made by the members that are unreported and undocumented.

¹¹ Ibid.

¹² Interview dated August 8, 2009, with B. Sreenivasa Reddy, Inspector (SHO), Madhapur Police Station, Hyderabad.

¹³ Interview dated November 11, 2009, with Venkateswara Rao, President, Kavuri Hills Colony Welfare Association, Guttalabegumpet, Hyderabad.

(4) Decline in Maithri meetings and community membership in community policing programs and activities.

TABLE – 4 (A)

Jeedimetla PS

Names of community associations & no. of meetings	Maithri committee members	Youth association members	Defense squad members	Women’s association members	Open school contact program committee members	No. of Maithri meetings held annually
Total no. of community associations/ committee members	310	875	180	450	128	—
2004	310	875	180	450	128	24
2005	310	875	180	450	128	20
2006	220	540	54	360	40	11
2007	90	220	25	320	12	5

Source: Information based on data collected from Jeedimetla PS and interview responses

TABLE – 4 (B)

Madhapur PS

Names of community associations & no. of meetings	Maithri committee members	Youth association members	Defense squad members	Colony welfare association members	Open school contact program committee members	No. of Maithri meetings held annually
Total no. of community association/ committee members	150	620	89	330	112	—
2004	150	620	89	330	112	24
2005	150	620	89	330	112	18
2006	90	540	40	270	60	09
2007	23	510	11	210	10	02

Source: Information based on data collected from Madhapur PS and interview responses

Tables 4 (A & B) highlight the fact that along with the decline in the number of members in each of the five community associations and committees working with the two PSs, the

number of meetings held annually also showed a marked decline. However, it has to be noted that even though the membership remained the same for two years i.e. in 2004 and 2005, the number of meetings that were held in 2005 were less compared to those held in 2004. The decline in the number of meetings under Jeedimetla PS was minimal but under Madhapur PS the number of meetings declined substantially in 2005 compared to 2004. This indicates the fact that under Madhapur PS no serious initiative was taken on the part of the PS to conduct at least two to three meetings in a month which was necessary to decide on the next course of action with the community members. One of the reasons for this was that the police staff under Madhapur PS was mostly occupied with law and order duties and VVIP security issues and as such conducting and attending regular meetings had become difficult after some time. Out of the total 195 respondents from community associations nearly 51% members were of the opinion that the decline in membership was due to misconceptions about their roles, responsibilities and lack of performance evaluation on the part of the police officials. Another significant reason for the lack of interest, which according to majority of the respondents was the core reason for the declining membership was that the members as well as the community police officers in charge of a particular colony or locality were assigned responsibilities which were limited to that particular target area and this organizational structure served at many times to isolate the members and officials from the rest of the CP activities being carried out at other places. Out of the 56 police personnel who were interviewed, 75% were of the opinion that this process in turn was creating a 'split force'.

Further, the Tables 4 (A & B) show the same number of membership for the years 2004 and 2005 which can be due to the reason that those who had enrolled their names with the police for CP continued to attend the meetings and other programs during the initial period. 92% of community association members selected for interviews maintained that they had joined for the CP program because of the initial excitement involved in working with the police with a maithri membership card. They were also of the opinion that during the first two years (2004-2005) there was serious involvement by the police including the senior level officials in conducting regular meetings with the members, to maintain records of the meetings, and to discuss the matters of concern with the members in detail during the meetings. The then cyberabad police commissioner used to be present for most of the important meetings, especially for award giving ceremonies. This was a big motivating factor not just for the community members but also for the CPOs who were deeply involved in these programs.

However, with the declining number of meetings since 2005 which came down to only 5 and 2 meetings in the year 2007 under Jeedimetla and Madhapur PSs respectively, the number of membership of committees under both the PSs also started decreasing. In Jeedimetla PS the CP program started with nearly 1943 members in 2004 and in 2007 the membership came down to merely 667. Similarly in Madhapur PS the total membership in 2004 was 1301 which came down to 764 in 2007. However, it becomes evident from both the Tables that the membership of youth associations, women's associations and colony welfare associations remained largely unaffected from 2004 to 2007. This is because of the reason that these associations were functioning full time even before the

community policing programs were introduced and as such these associations still continue even today with a good membership but without any formal collaboration with the police.

(5) Number of colonies represented under the community policing programs in Jeedimetla and Madhapur police stations.

TABLE – 5

S. No.	Name of the police station	Total no. of colonies under the PS	No. of colonies represented by community association/ committee members in CP programs	No. of colonies where CP programs were actually implemented
1.	Jeedimetla PS	120	110 (92%)	70 (58%)
2.	Madhapur PS	88	75 (85%)	45 (51%)

Source: Information based on data collected from Jeedimetla and Madhapur PS and interview responses

One of the major limitations of community policing under the two police stations was the fact that although the programs were meant for the entire jurisdiction falling within the limits of these two PSs but in actual practice the number of community association/ committee members representing various groups were from a limited number of colonies and as such these programs also got limited to only few colonies. However, Table 5 depicts that the number of colonies represented by the members was more compared to the number of colonies where CP was implemented in practice. Jeedimetla PS has a total number of 120 colonies but only in 70 colonies i.e. only in 58% of the total number of colonies, CP programs were actually implemented. Similarly, Madhapur PS covers 88 colonies but only 45 colonies i.e. only 51% of the total number of colonies was subjected to CP programs.

The reason for this is that each association / committee represented two to three near by colonies but the programs and meetings were held only in those colonies which had more number of participants. Another reason for this limited representation of colonies was that only those colony members had got into a formal collaboration with the police who were voluntarily willing to work towards the successful implementation of CP putting their mental and physical labor into it. As such those colonies which had very few or no participants were left untouched by the CP programs and activities. The police were also dependent on the members for their approval in initiating programs in particular areas since the decisions were taken on the basis of consultation and consensus which always used to be in favor of the majority i.e. the community members.

(6) Level of Satisfaction with the community policing programs during 2004-2007

TABLE - 6

Police stations & commissionerate	Section of sample	Total no. of sample	Satisfied	Dissatisfied	Not sure
Jeeditmetla PS	Community association/ committee members	122	90 (74%)	32 (26%)	0 (0%)
	Cross-section of residents	40	11 (27%)	14 (35%)	15 (37%)
Madhapur PS	Community association/ committee members	73	55 (75%)	18 (25%)	0 (0%)
	Cross-section of residents	35	09 (26%)	10 (28%)	16 (46%)
Cyberabad Police Commissionerate	Police personnel	56	18 (32%)	38 (68%)	0 (0%)

Source: Information based on interview responses

Table 6 shows the level of satisfaction of the community association members, colony members and the police personnel with the community policing programs under the two

selected police stations. The table depicts that with regard to community association members the satisfaction level with the programs was higher compared to the police personnel involved either directly or indirectly with the programs. The reason for this can be found out from the interview responses wherein out of 122 community association members under Jeedimetla PS nearly 74% and under Madhapur PS out of 73 over 75% of members believed that CP was a good concept and that under the cyberabad police commissionerate the program was introduced and initiated with great enthusiasm. They were of the opinion that this collaboration with the police had given the members an opportunity to contribute in their own ways towards the maintenance of peace and order in their respective colonies. Another reason for this satisfaction was the fact that most of the members were already working in some or the other colony welfare or youth welfare associations and as such this kind of a formal collaboration with the police gave them a new direction which according to them did produce good results till the programs were being seriously carried out {refer Tables 3 (B & C)}. On the other hand, there were mixed responses from the colony residents under the two PSs with a major chunk of respondents having no idea about CP. Under Jeedimetla PS 27% and under Madhapur PS 26% of cross-section of residents were satisfied with CP. The interview responses revealed that the residents of the colonies under the jurisdiction of the two PSs had a lot to complain about. Under Jeedimetla PS the colony residents argued that CP programs were directed mostly against conventional crimes but most of the problems that fall into the disorder category include disputes among neighbors, environmental problems like air and noise pollution, abandoned cars, and vandalism. Residents under Madhapur PS limits maintained that the programs did nothing to disperse unruly groups, fine illegally parked

vehicles and check for drunken driving which are some of the major areas of concern under this PS.

Under both the PSs the satisfaction levels with CP programs were measured on the basis of the questionnaires administered to the members.¹⁴ The evaluations were all shared on common questionnaire measures of four outcomes. *Fear of crime* was measured by questions about worry and concern about personal and property crime in their respective colonies or near by colonies. The impact of the programs on *disorder* was assessed by questions concerning loitering, public drinking, street harassment and gang activities. The fear and disorder questions assessed the extent to which the residents felt they lived in a secure environment. The prevalence of *victimization* was measured by questions about respondent's experiences with burglary, robbery and assault. *Police performance* was measured by questions about how good a job police did at a variety of tasks (discussions at meetings with the community members, night patrolling, preventing crime, helping victims, providing opportunities for the members to participate, and keeping order) and how fair, helpful and polite they were. The *level of community participation* was measured by the number of meetings held, number of programs assigned to the members, and number of cases of crime solved with community participation {refer Tables 3 (A, B & C)}.

With regard to the satisfaction of police personnel with CP, nearly 68 % showed their complete dissatisfaction with the programs. They held the view that the difficulty with the expectations with CP is that they are frequently beyond the present capacities of

¹⁴ Refer Appendix - I

most officers and personnel and the traditional roles for which they were selected and trained and the standard performance indicators on which they are evaluated. All of them argued that police departments with which they are associated cannot achieve effective problem solving and community partnerships until the beliefs, perceptions, attitudes, and behaviors of individual officers become more compatible with the redefinition and enlargement of their jobs as prescribed by the community policing model. They believed that the CP model that was introduced in the commissionerate in 2004 did not last long because the organizational constraints such as perceived inequity, workload, fear of change, hierarchical structure, lack of collective decision making, traditional management techniques and training curricula were not dealt with properly. As such they believed that the programs could not achieve all the desired results as were targeted in the CP model. However, 32 % of the police personnel held the view that CP did introduce some positive changes in their jobs such as more responsibilities and tasks for the subordinate officials, independence and influence over local decisions and good image with the public.

(7) Factors responsible for the decline of community policing programs/ activities after 2007.

TABLE – 7 (A)

Sample	No. of respondents out of the total no. of sample (% in the brackets)						
	Lack of proper training to police	Lack of training to community associations/ committees	Frequent police transfers	Lack of efficient police leadership	Lack of sufficient police strength at PS level	Work load on police personnel	Leadership change at commissionerate level in 2007
Sr. Police Officials	6/ 8 (75%)	5/8 (62%)	2/8 (25%)	4/8 (50%)	5/8 (62%)	6/8 (75%)	3/8 (37%)
Police personnel below ACP rank	15/48 (31%)	20/48 (42%)	37/48 (77%)	42/48 (87%)	39/48 (81%)	48/48 (100%)	48/48 (100%)
community	140/195	30/195	165/195	195/195	168/195	180/195	171/195

associations / committee members	(72%)	(15%)	(85%)	(100%)	(86%)	(92%)	(88%)
Cross-section of residents	70/75 (93%)	42/75 (56%)	62/75 (83%)	70/75 (93%)	66/75 (88%)	50/75 (67%)	54/75 (72%)

Source: Information based on interview responses

Several possible obstacles can be identified that can act as a hindrance in the implementation and continuation of CP programs. Table 7 (A) gives the views of the respondents about the factors responsible for making CP dysfunctional in the cyberabad police commissionerate after 2007. While 75% of senior police officials stressed on lack of proper training to police and the extra work load on the police personnel as some of the major factors responsible for the decline of CP since 2007, 100% of the police personnel below the rank of ACP laid more stress on the leadership change at the commissionerate level in 2007 and extra work load on the police personnel as the major factors responsible along with lack of efficient leadership and lack of sufficient police strength at the PS level as one of the major hindrances. One of the preliminary issues in the implementation of CP is the need for a stay agent and supporting system. In other words, a critical variable is the leader's ability to stabilize and maintain the setting after the initially exuberant phase of new creation has subsided. However, in case of CP at cyberabad police commissionerate the programs began with great fanfare, produced important results and then faded with a leadership change at the commissionerate. However both the sections agreed strongly that workload on the police personnel at the PS level was a major hindrance towards the systematic implementation of CP programs.

Further, although 86% of community association members and 88% of cross-section of residents from within the jurisdiction of both the PSs maintained that lack of proper training to the community policing officers was a drawback, almost 100% of association members and nearly 93% of community residents stressed on lack of efficient police leadership, both at the PS and commissionerate level, as a major stumbling block, coupled with insufficient police strength at the PS level. Almost all the community association members and over 93% of the cross-section of residents believed that although there were too many changes occurring at once since 2004 but the process of developing quality police leadership, a goal of which is better service for the customer, got interfered initially with efforts to create a new external orientation. As such they continued to remain inclined towards a traditional model as order giving commanders. This loophole became more prominent, according to the respondents, after the change of leadership at the commissionerate in 2007. However, one significant point to be noted is that nearly 97% of the community association members, 84% of the police personnel and 92% of the cross-section of residents were of the opinion that although the educational level of constable and Head constable officers, who were generally entrusted with CP programs at PS level, is that of a high school degree they were as likely to support community policing as were those with additional years of education, perhaps debunking the popular myth that officers with college educations might be more likely to embrace community policing.

Suggestions from police personnel for better implementation of community policing programs

TABLE – 7(B-1)

S.No.	Police Personnel	No. of respondents out of the total number of sample (% in the brackets)
1.	Institutionalization of CP by the state government	42/ 56 (75%)
2.	Collective decision making at commissionerate level	31/ 56 (55%)
3.	Special training for CPOs	56/ 56 (100%)
4.	Absence of political or bureaucratic interference	16/ 56 (28%)
5.	Separate police unit to deal with CP	42/ 56 (75%)
6.	Weekly supervision of CP programs by senior officials	47/ 56 (84%)
7.	Zero tolerance policy wherever required	11/ 56 (20%)
8.	Police reforms	41/ 56 (73%)
9.	Fixed tenure in office	49/ 56 (87%)
10.	Increase in police strength	56/ 56 (100%)
11.	Training to community association members in CP	44/ 56 (78%)
12.	Special incentives & awards for good performance	39/ 56 (70%)
13.	Usage of modern management technologies	17/ 56 (30%)
14.	Decentralization of decision making powers at commissionerate and PS level	30/ 56 (53%)

Source: Information based on interview responses

Suggestions from community association/ committee members for better implementation of community policing programs

TABLE – 7(B-2)

S. No.	Community association/ committee members	No. of respondents out of the total number of sample (% in the brackets)
1.	More quality interaction & discussion between the police and the community members needed	195/ 195 (100%)
2.	Special training to both police & community members	166/ 195 (85%)
3.	Special police out posts in each colony for CPOs	62/ 195 (32%)
4.	Regular meetings with the police	192/ 195 (98%)
5.	Police public ratio to be improved	188/ 195 (96%)
6.	Fixed tenure for CPOs	190/ 195 (97%)
7.	Incentives & awards for good performance	132/ 195 (68%)
8.	More involvement of community members in decision making process in CP	182/ 195 (93%)
9.	Institutionalization of CP by the state government	103/ 195 (53%)
10.	More active participation by the police	164/ 195 (84%)
11.	Constant supervision of programs by senior officials	122/ 195 (62%)
12.	Proper maintenance of records needed	77/ 195 (39%)

Source: Information based on interview responses

Suggestions from cross-section of residents for better implementation of community policing programs

TABLE – 7(B-3)

S.No.	Cross-section of residents	No. of respondents out of the total number of sample (% in the brackets)
1.	Improvement in police-public interaction	75/ 75 (100%)
2.	Attempt to be made to improve the existing image of the police	58/ 75 (77%)
3.	Better training to police n community members involved in CP	64/ 75 (85%)
4.	Special police out posts in each colony for CPOs	66/ 75 (88%)
5.	Fixed tenure for CPOs	64/ 75 (85%)
6.	Increase in police strength at PS level	71/ 75 (95%)
7.	More involvement of community members in decision making process in CP	75/ 75 (100%)
8.	Awareness campaigns on CP by the police in all the colonies	65/ 75 (87%)
9.	Community feed back system to be developed	68/ 75 (91%)

Source: Information based on interview responses

Tables 7 (B-1, B-2 & B-3) enlist some of the important suggestions of all the interview respondents. The Tables clearly depict that the organizational and structural changes within the police department were some of the major recommendations by the police personnel (both the senior and subordinate officials). All the police personnel (100%) who were interviewed believed that special training for the CPOs and an increase in the police strength both at the PS level and commissionerate level were some of the major

challenges to be met by the police department for an improvement and continuation of programs like CP. However, all the community association members (100%) laid more emphasis on increased level of participation in the programs and quality interaction between the police and the community members as one of the important ways in making CP programs a success. The suggestions of the cross-section of residents, however, was a mixed response with 77% emphasizing on improving the existing police image, and 95% stressing on increasing the police strength at the PS level followed by nearly 85% of the residents calling for a fixed tenure in office for the community policing officers.

Apart from this one of the significant elements for the better implementation and continuation of CP programs on a long run, as suggested by the police officials was the institutionalization of the concept of CP. They believed that if CP is to sustain on a long term basis, it must become institutionalized, i.e., fully integrated into the organizational culture of the police department so as not to be followed by a regression to the old pattern of doing business and the existing resistance to change. 82% of the police personnel maintained that along with the above mentioned suggestions, the concept must also be linked to the rest of the department through recruiting, training, reward structures, and consistent reinforcement by top command staff at the commissionerate level. They also held that the reward structure in the contemporary police departments will also need to be substantially altered if community policing is to be viable. Strict adherence to rules and regulations will need to give way to rewarding innovative thinking and creative ways of working with the community and solving problems.

From the above analysis it becomes clear that given the high skill levels and innovative methods required by community policing, until the two selected police stations in particular and cyberabad police commissionerate in general adequately address to the requirements and suggestions as listed above, this approach of community policing can not be effectively implemented. Since a detailed literature review has revealed that the departments that do not address these requirements and are therefore unable to change their philosophy and culture will continue with the status quo; they may be able to achieve limited (as in the case of cyberabad police commissionerate), programmatic efforts towards community policing, but they will not be able to evolve a “true” community policing model.

Chapter – VI

MAJOR FINDINGS AND CONCLUSION

The main element of Community Policing (CP) is involving community in their own security. But it is easier said than done. It requires a whole gamut of activities that ultimately lead to the aim of safe community through people's participation.

The present study was undertaken with an objective to find out the various significant factors which determine the effectiveness of community policing in a democratic society. Apart from an analysis of the common problems witnessed with regard to community policing at the police station level, the study began with the testing of three hypotheses which highlighted the role of various variables such as level of community participation, training, leadership and structural defects within the police organization in determining the success or failure of a community policing program. The impact of the above mentioned variables on CP was tested on the community policing programs in Jeedimetla and Madhapur police stations under the jurisdiction of Cyberabad police commissionerate in Andhra Pradesh. The present chapter would discuss the major findings of the study.

The *first chapter* which begins with a description of the conceptual framework of community policing maintains that the central theme of community policing is that the public should play a more active part in enhancing public safety. Jerome H. Skolnick and David Bayley (1988:22) held that if community policing is to mean something

distinctive, it must refer to programs that change the customary interaction between police and public. The police can take credit for community policing only when such programs are of their own devising.

While discussing the significant principles of community policing, the chapter highlights the fact that the community police agencies often have distinctive philosophies and characteristics of policing. The style of an agency is the result of different expectations concerning role performance i.e. expectations derived from the police agency, the law, and the community. The role conflict generated from different expectations concerning performance requires that the police officer and organization make some kind of adjustment. For the police officer, the adjustment is related to discretionary behavior. For the police organization, the adjustment can be related to managerial decisions concerning the policing methods that will be used.

The chapter also gives an account of the various views put forward by the social and political theorists and criminologists about the police community interface and the concept of community policing. For instance, the chapter makes a mention of the 'resource dependency' theorists like Jeffrey Pfeffer and Gerald Salancik who argue that all organizations need to draw resources from their environment, whether it is for their labor force, physical inputs, customers or clients, information, investment or funding, or the legal permission or normative legitimacy to operate. They have maintained that an organization's behavior is mostly a response to environmental constraints or attempts to break free of them. Organizations are not autonomous, but often dependent on other

organizations and seek ways to manage those dependencies. It must be recognized by the police if they are to be successful in achieving the goals of the organization.

Under a separate section on the Indian experience with regard to CP, the chapter maintains that though not systematically conceived nor empirically tested as done in the USA, variants of community engagement for law enforcement have been subjected to experimentation in India both by means of formal legislation and through individual initiatives of innovative police officers in different states in the country like in the states of Maharashtra, Tamil Nadu, Orissa, Karnataka, Kerala, Jammu Kashmir and Andhra Pradesh.

The *second chapter* analyzes various theoretical constructs that help in explaining, explicating, predicting and refuting CP practices. The chapter has examined various factors responsible for making CP a success or a failure with the help of seven theories. These are:

1. Social structural theory of CP
2. Modern management technology theory of CP
3. Democratic theory of CP
4. Zero tolerance theory of CP
5. Public relations theory of CP
6. Communitarian theory of CP
7. Organizational structure and culture theory of CP

An evaluation of all these above listed theories drives us to the following conclusion that:

- i. Apart from willingness on the part of the community members to join the CP programs, factors like social factors including population, economic growth, industrialization, employment opportunities along with the normative behavior of the individuals residing in a community, modern management techniques and information and communication technology also play a vital role in determining the success or failure of CP.
- ii. Mutual understanding and mutual support between the police and the community members, democratic participation by different levels of social organizations such as neighborhood groups, communities, civic groups, business houses, voluntary and non governmental organizations in decision making, investigations and other policing activities can be of great help in making CP a success.
- iii. The third finding of this chapter maintains that there exists a direct relationship between minor disorderly behavior and rise in crime.
- iv. There also exists a direct link between distressed communities and crime.
- v. Apart from the above mentioned factors certain other variables like police discretion in the use of coercive power, image building through public relations campaign and participatory decision-making can influence CP in India and else where to a very great extent.
- vi. Another theory of CP maintains that communities cooperate with the police for the maintenance of peace and stability since they owe a sense of responsibility to the community to which they belong.

- vii. The last theory of the chapter holds that the depth of an organization's commitment to bureaucracy appears to be inversely related to the speed at which it is able to implement community policing

The second chapter concludes with a brief analysis of the factors influencing CP in India. The first set of method falls in a category of 'enforcement model' which continues to rely on police judgment and police discretion in the use of coercive force or other forms of law enforcement, confining citizen partnership to carrying out auxiliary functions that the police considers appropriate to assign to the community.

The second model of CP in India is one in which the police are predominantly concerned with the improvement of their image, than the result of image building.

In the third set of model, community cooperation depends on the opportunity incorporated in these CP initiatives, for the community to influence the decisions that might affect the nature of disorder or crime in its collective life i.e. through increased participatory decision-making.

A contrasting approach to the nature of policing in India maintains that the role of police force in India is also shaped by the nature of political system in which it operates and the ways in which the government uses the police.

Some radicals and socialists have also maintained that the training and discipline of the police force and the nature of police work itself tend to breed a culture that is socially authoritarian and politically conservative. They strongly uphold the view that the police in India are inherently conservative in both their actions and their predispositions. They represent the vested economic and political interests and values of the societies in which they perform their policing duties. Where the country is changing and adding cultural and ethnic multiplicity, they argue that the police in India are most likely to be aligned with the old cultural and ethnic guard.

The chapter, however, explores the possibility of developing a participatory theory of CP which strives to create opportunities for all members of a society to make meaningful contributions to decision-making, and seeks to broaden the range of people who have access to such opportunities.

While discussing the community policing initiatives in the state of Andhra Pradesh, *chapter three* discusses in detail the Maithri program that was launched in the state in the year 2001 through an executive order. The chapter maintains that whereas the Andhra Pradesh state was the first in the country to implement community policing named “Maithri” at the state level, Cyberabad Police Commissionerate had the unique distinction of becoming the first police unit in the country to get all its police stations certified to ISO 9001:2000 Quality Management System (QMS) that provides an opportunity for the organizations to standardize the quality and delivery measures, a standardization process that enabled the commissionerate to initiate community policing at the police station level.

The chapter while giving a description of some initiatives of CP in different parts of the state maintains that almost all of these instances were individual initiatives towards CP. The interview responses from some of the senior police officials, as cited in the chapter, helped in establishing the fact that these programmes and initiatives helped to a great extent to give the police the trust of people, a modern image and people's help to police to prevent and detect crime. The chapter concludes by holding that there has not been any attempt at institutionalization of community policing although individual initiatives by energetic and enterprising police officers have always been a success in the state.

The *fourth chapter* gives a detailed profile of the Cyberabad Police Commissionerate and the two police stations (Jeedimetla and Madhapur PSs) selected for the present study. Besides providing a detailed account of the commissionerate the chapter maintains that community policing was implemented under an umbrella programme called 'Culture Change Management Programme' (CCMP), introduced in the commissionerate since its inception in February 2003 covering a set of vital aspects of policing. The best practice initiatives that were introduced under this program included interventions of sensitizing the police personnel in the entire commissionerate towards people friendly approaches, competency building for effective service delivery, developing a long term focused Strategic Policing Plan, inculcating a set of work values among all levels of personnel, reorienting the service processes through reengineering and developing standardized service delivery processes, empowering the constabulary staff for better roles and deeper involvement in the front line policing activities, community participation in policing needs, identification for creating a greater sense of ownership in improving the safety and security conditions in the community and

community reach-out programmes to create a sense of police oneness with the community.

The industry-police partnership in bringing about a qualitative change in the performance and attitude of the police machinery was another dimension of CP that was highlighted in this chapter. The chapter has also provided some instances of help by various private and public organizations/ establishments to the cyberabad police in their efforts towards community policing programs and training to the community policing officials.

Another section of the chapter gives a complete account of the practical exercise of community policing in the cyberabad police commissionerate. The chapter reveals the fact that a CP program can be initiated only by an SHO at the PS level and as such the schemes and programs will take root in the area and become functional in the long run only if the SHO takes personal interest for the success of the scheme over a period of time. The interview responses, as cited in the chapter, signify the fact that the above mentioned point turned out to be a hindrance towards a successful implementation of CP at the commissionerate level on account of lack of serious initiative on the part of the SHOs, lack of supervision and no maintenance of community policing records by the SHOs at the PS level.

The chapter gives a separate detailed account of CP initiatives at Jeedimetla and Madhapur police stations under the cyberabad police commissionerate. Along with a

detailed description of the duties and functions of all the five community association groups which had come into a formal collaboration with the police in 2004 for CP programs, the chapter has also listed some of the reasons for the failure of the working of these associations ever since the year 2007.

Based on the interview responses of the community association/ committee members as cited in the chapter, it discusses some of the reasons responsible for making the community associations/ committees associated with the community policing dysfunctional in Jeedimetla and Madhapur PSs after 2007. They have been listed as below:

1. Lack of interest on the part of the police officials in the very concept of community policing.
2. Increasing workload on the police personnel at the police station level on account of the increasing criminal and anti social activities in the region and other law and order duties which keep them busy for nearly 7-8 hours per day.
3. Disinterest on the part of the community association/ committee members. This was mainly because the members found it difficult and tiresome to work at night after a day long work in their respective occupations and there were no regular meetings to address these issues.
4. Another vital reason has been the fact that nearly 83% of the police constitute of police constables, most of who are generally entrusted with community oriented programmes. Yet it is to be noted that this 83% of the Force work with a very low organizational productivity of 15% to 20%. They play mechanistic roles provided their low levels of education. This results in lack of confidence in the

constabulary about service delivery and over dependence on Sub Inspectors (SIs) and above for service delivery at police stations.

5. The leadership change at the commissionerate level in 2007 is another reason cited by the community association members who maintained that the programme started losing its ground as the police officials associated with these programmes were assigned duties of other nature. This halted the frequent meetings with the police.
6. Further the chapter also highlights the fact that police participation in the meetings was very minimal and the senior police officials were always absent for the meetings on account of their regular law and order duties. This in a way discouraged the expectations of the members about their actual involvement in decision making with regard to problem solving.
7. In case of the colony welfare associations under the jurisdiction of Madhapur PS, collaboration with the police did not fetch enough benefits to the colony members since they were used to relying on the already existing association members to discuss their personal issues relating to a dispute or their fear of crime. As such the need for police collaboration was not felt necessary.
8. Another factor held responsible for the dismantling of the functions of the community association members in CP was that after the successful beginning of the CP programme the police felt that the main aim of improving the image of the police among the public has been achieved and the community members have been well trained to prevent and solve problems by themselves and as such regular meetings to discuss the problems are not required. Besides, there was also

a fear among the senior police officials that there can be a tendency for domination by influential people and a fear of nexus between the association members and the political elite. Intra member conflict was apparently another weakness.

While analyzing and evaluating the implementation and impact of community policing under the jurisdiction of Jeedimetla and Madhapur Police Stations (PS) in the Cyberabad Police Commissionerate, the *fifth chapter* gives an account of the various factors which ultimately resulted in the abandonment of the community policing programs under the two selected PSs ever since 2007. The chapter highlights the role of various significant factors such as age group, educational qualifications and occupations of the community association / committee members, the number of active participation of members during 2004-2007 in the programs and CP activities, the role of members in crime reduction and problem solving, the link between the number of community association members and the number of annual CP meetings, the number of colonies represented by community association / committee members in CP programs and number of colonies where CP programs were actually implemented. The above mentioned factors helped in evaluating the CP programs under the two selected police stations during 2004 to 2007 and also to enlist some of the significant factors responsible for the abandonment of community policing programs in the Cyberabad police commissionerate from the year 2007.

The data analysis in the chapter shows that nearly 59 % of community association/ committee members selected as respondents from Jeedimetla PS limits fall within the age group of 20-35 years and the remaining 40 % belong to the age group of

35-60 years. Similarly, 59% of respondents from Madhapur PS limits belong to the age group of 20-35 and remaining 41% from the age group of 35-60 years.

The above figures reveal the fact that the motivation level, enthusiasm and the interest to join the police department in problem solving and decision making with regard to community policing was high among the youth compared to those in the age group of 35-60 years. The reason for this, as discussed in the fourth chapter, is the fact that CP programs require higher levels of participation from the members in different activities such as attending and participating in regular meetings with the police, collaborating actively with the members of the near by colonies, organizing awareness campaigns, blood donation camps, participating in crowd control measures, night patrolling, and also accompanying the police in the course of investigation of a crime wherever and whenever needed.

With regard to the educational qualifications of the community association / committee members associated with CP, the analysis showed that the number of members with higher educational qualifications was more than those educated till matric or intermediate level. Under Jeedimetla PS nearly 37 % of respondents were educated either till matric or intermediate level and 43% were qualified up to under graduate or post graduate level. Similarly out of the total number of respondents under Madhapur PS limits, 33% were in the category of less qualified and 49% of members were having higher education qualifications. Educational qualifications thus played a significant role in deciding the membership and role of the members in CP activities and programs. The data analysis in the fifth chapter also revealed the fact that the youth association members

and the teachers from the open school contact program committees were more qualified than other committee members and as such had a significant role to play in the functioning of CP.

Apart from this, the occupation of the members also signifies the fact that most of the members under both the PS jurisdictions were either having their own business (owners of kirana shops, grocery stores, agriculture, cable operators, photo studio etc.) or were into some private jobs (drivers, painters, mechanics, call centre jobs etc.). The participation of government employees (electricians, office boys, sanitary workers etc.) and daily wage laborers was very minimal because of the time restrictions in their respective job spheres. This also signifies the fact that the occupation of the association members was also a major determining factor in active participation in CP activities.

On the whole, the analysis showed that compared to other association/ committee members, the youth association members were more in number and more actively involved in CP programs on account of the fact that most of them were young at age and were students and not working full time anywhere.

The chapter established the fact that although the programs started with a very good majority from the various community associations and committees including the maithri committees and the defense squads which were specially created by the police stations under the supervision of the Cyberabad Police Commissionerate for CP, the number of active members who used to attend maithri meetings with the police to discuss the issues of concerns and for developing problem solving strategies with the police was

very less. For instance, under Jeedimetla PS only 16.4% and under Madhapur PS only 16.2% of the community association members were actively involved in the CP programs along with the police during 2004 to 2007. Apart from this, it has to be noted that the total number of police personnel in Jeedimetla PS is 130 and in Madhapur PS it is 136, however, only 54% of police personnel from Jeedimetla PS and only 48% from Madhapur PS were actively involved in community policing programs, both on field and in the PS, during 2004-2007. This clearly showed a minimal involvement of members and police personnel in CP activities and programs during 2004-2007.

While citing a few examples of community association / committee members in action under the jurisdiction of the two police stations, the chapter maintained that although the number of cases reported with the both the PSs remained almost the same with a slight increase in the year 2005, the number of cases solved during 2004 to 2007 also showed a marked increase in the years 2005 and 2006 compared to the year 2007. In the year 2007 the CP programs slowly started declining due to the leadership change at the commissionerate level and limited number of community participation followed by a decline in the number of meetings held with the community members {Refer Tables 2(A) and 5 (A) in chapter five}.

The increasing number of cases solved during 2004 to 2006 under both the PSs as discussed in the fifth chapter shows that enhanced community participation in policing, continuous improvement in service delivery marked by the creation of a separate post of 8-10 investigation officers in-charge of community policing, and goal setting & focused efforts on the part of the police (10 Quality Management Standards were set up in 2004

for CP programs which were to be followed by all the police stations under the commissionerate) led to a systematic management of cases of crime along with the community associations/ committees which solved more cases in record time with the same resources (130 & 136 police personnel in the Jeedimetla and Madhapur PS respectively) available with the police as in the year 2003.

However, the analysis showed that the number of cases solved through CP showed a sudden decline in the year 2007 i.e. from 82% in 2005, 80% in 2006 to only 51% in 2007 under Jeedimetla PS. Similarly, under Madhapur PS the number of cases solved by CP showed a steep decline from 65% in 2005, 70% in 2006 to merely 41% in 2007. Similarly, the number of cases under investigation under both the PSs showed an increase from 2004-2007. The number of cases under investigation with the police under Jeedimetla PS showed an increase from 25% in 2004 to 49% in 2007 and under Madhapur PS it showed an increase from 33% in 2004 to 40% in 2007. This clearly indicated the fact that community participation in investigation of crimes was almost negligible in the year 2007 under both the PSs and that the community associations/ committees had very limited role to play. The interview responses from 90 % of the sample selected for the present study considered leadership change at the commissionerate level and lack of training to community policing officers as a major reason responsible for this declining performance. Apart from this the fifth chapter also indicated that the number of cases solved through compromise and counseling (cases of domestic violence, crowd control, counseling of victims and accused in cases of cheating or women's harassment etc.) were high during 2004-06 compared to 2007. The decline, thereafter, in the cases compromised with community involvement with only 2% cases

under Jeedimetla PS and only 1% of cases under Madhapur PS being solved in 2007 by community involvement and compromise indicated decreasing community participation in policing.

Another major finding of the chapter was the fact that along with the decline in the number of members in each of the five community associations and committees working with the two PSs, the number of meetings held annually also showed a marked decline. Under Jeedimetla PS the membership of community association members in CP declined from 1943 members in 2004 to merely 667 in 2007. Similarly in Madhapur PS the total membership in 2004 was 1301 which came down to 764 in 2007. This declining trend was followed by a decline in the number of annual meetings under both the PSs. Under Jeedimetla PS the number of meetings held annually declined from 24 in 2004 to only 5 in 2007 and under Madhapur PS it declined from 24 meetings in 2004 to merely 2 meetings in 2007. This finding proved that community policing activities depends on the number of maithri meetings held annually and the number of meetings ultimately depends on the number of community association /committee members involved in CP.

Out of the total sample of 195 members from community associations nearly 51% members were of the opinion that the decline in membership was due to misconceptions about their roles, responsibilities and lack of performance evaluation on the part of the police officials. Another significant reason for the lack of interest, which according to majority of the respondents was the core reason for the declining membership was that the members as well as the community police officers in charge of a particular colony or locality were assigned responsibilities which were limited to that particular target area

and this organizational structure served at many times to isolate the members and officials from the rest of the CP activities being carried out at other places. Out of the 56 police personnel who were interviewed, 75% were of the opinion that this process in turn was creating a 'split force'.

Another major limitation of community policing under the two selected police stations, as has been cited in the fifth chapter of data analysis, was the fact that although the programs were meant for the entire jurisdiction falling within the limits of these two PSs, in actual practice the number of community association/ committee members representing various groups were from a limited number of colonies and as such these programs also got limited to only few colonies. This could be proved from the fact that Jeedimetla PS has a total number of 120 colonies but only in 70 colonies i.e. only in 58% of the total number of colonies, CP programs were actually implemented. Similarly, Madhapur PS covers 88 colonies but only 45 colonies i.e. only 51% of the total number of colonies was subjected to CP programs.

Finally, the chapter while trying to measure the satisfaction levels of the respondents with the CP programs and activities maintained that the satisfaction level with the programs was higher among the community association members compared to the police personnel involved either directly or indirectly with the programs. Out of 122 community association members under Jeedimetla PS nearly 74% and under Madhapur PS out of 73 over 75% of members believed that CP was a good concept and that under the cyberabad police commissionerate the program was introduced and initiated with

great enthusiasm. They were of the opinion that this collaboration with the police had given the members an opportunity to contribute in their own ways towards the maintenance of peace and order in their respective colonies and residential areas.

With regard to the cross-section of residents, under Jeedimetla PS 27% and under Madhapur PS 26% of residents were satisfied with CP. With regard to the satisfaction of police personnel with CP, nearly 68 % showed their complete dissatisfaction with the programs. They held the view that the difficulty with the expectations with CP is that they are frequently beyond the present capacities of most officers and personnel and the traditional roles for which they were selected and trained besides the standard performance indicators on which they are evaluated.

Based on the interview responses several possible obstacles were identified by the respondents that could act as a hindrance in the implementation and continuation of CP programs. Some of these have been mentioned as below:

- While 75% of senior police officials stressed on lack of proper training to police and the extra work load on the police personnel as some of the major factors responsible for the decline of CP since 2007, 100% of the police personnel below the rank of ACP laid more stress on the leadership change at the commissionerate level in 2007, extra work load on the police personnel, lack of efficient leadership and lack of sufficient police strength at the PS level as major hindrances.
- 86% of community association members and 88% of cross-section of residents from within the jurisdiction of both the PSs maintained that lack of proper

training to the community policing officers was a drawback, almost 100% of association members and nearly 93% of community residents stressed on lack of efficient police leadership, both at the PS and commissionerate level, as a major stumbling block, coupled with insufficient police strength at the PS level.

- However, one significant point to be noted is that nearly 97% of the community association members, 84% of the police personnel and 92% of the cross-section of residents were of the opinion that although the educational level of constable and Head constable officers, who were generally entrusted with CP programs at PS level, is that of a high school degree they were as likely to support community policing as were those with additional years of education, perhaps debunking the popular myth that officers with college educations might be more likely to embrace community policing.

Chapter five also makes a detailed account of various suggestions given by all the interview respondents (the entire sample for the present study) for the successful implementation of CP.

Organizational and structural changes within the police department were some of the major recommendations by the police personnel (both the senior and subordinate officials). All the police personnel (100%) who were interviewed believed that special training for the CPOs and an increase in the police strength both at the PS level and commissionerate level were some of the major challenges to be met by the police department for an improvement and continuation of programs like CP.

The community association members (100%), on the other hand, laid more emphasis on increased level of participation in the programs and quality interaction between the police and the community members as one of the important ways in making CP programs more effective and successful. The suggestions of the cross-section of residents, however, was a mixed response with 77% emphasizing on improving the existing police image, and 95% stressing on increasing the police strength at the PS level followed by nearly 85% of the residents calling for a fixed tenure in office for the community policing officers.

From the evaluation, in the fifth chapter, of the implementation of community policing programs and activities under the jurisdiction of the two selected police stations under the cyberabad police commissionerate and an analysis of the basic principles and methods of CP, as has been discussed in the first chapter, it has become ample clear that the programs did not last longer since its introduction in 2004, and especially after 2007 mainly because the policing approach did not show a significant shift from a traditional model of policing towards a more community oriented policing.

An attempt to compare the community policing programs under the two selected PSs with the theoretical constructs that determine the very basis of the concept of CP, as has been discussed in the first two chapters of the thesis, helped in establishing the fact that there exists a big gap between what actually constitutes CP and the way it was implemented in the two selected PSs under the Cyberabad police commissionerate.

While making a clear distinction between traditional model of policing and community policing, the first chapter shows as to how the purpose and process of CP is

that to broaden the problem solving approach rather than merely focusing on solving crime. However, an analysis of the actual implementation of the CP programs under the two selected PSs, in the fifth chapter, clearly indicated that the role of the community association members was very minimal in the problem solving processes/ activities which were generally materialised through maithri meetings. The meetings were also very limited which, as has been discussed earlier in the chapter, resulted in the declining participation by the community members in problem solving and other CP activities.

Further, the first chapter also maintains that what ultimately determines the effectiveness of police is 'public cooperation'. However, the evaluation of the CP programs, in the fifth chapter, indicated that public cooperation was very limited which can be proved with the help of the number of active members and the participation level of the community association members in the programs.¹

The four significant principles of CP i.e. consultation and collaboration, adaptation, mobilization and problem-solving, as discussed in the first chapter, also could not be employed strictly in the cyberabad police commissionerate given the limited number of police personnel in the police stations, extra work load and law and order duties which used to keep the police personnel at the PS level always engaged in activities other than CP programs which, in turn, lead to a steep decline in the community membership and maithri meetings, as discussed earlier in the chapter.

¹ Refer chapter V, p. 180

The second chapter, while making an analysis of the various theories of CP, maintained that mutual understanding and mutual support between the police and the community members, democratic participation by different levels of social organizations such as neighborhood groups, communities, civic groups, business houses, voluntary and non governmental organizations in decision making, investigations and other policing activities can be of great help in making CP a success. The above mentioned statement proved to be true in the case of cyberabad police commissionerate wherein several corporate and government agencies and institutes extended help to the police with regard to providing quality training to the police personnel as well as by giving financial and other kinds of help to introduce community policing in the commissionerate.²

However, the second chapter also maintains that certain factors like police discretion in the use of coercive power, image building through public relations campaign and participatory decision-making influence CP in India and else where to a very great extent. Even in the case of the cyberabad police commissionerate, these factors determined the implementation and continuation of CP programs to a considerable extent. The second chapter concludes by maintaining that “the depth of an organization’s commitment to bureaucracy appears to be inversely related to the speed at which it is able to implement community policing”. Same can be said with regard to community policing in the cyberabad police commissionerate, wherein, based on the interview responses³, it was found that the organization’s commitment to traditional model of policing and certain organizational defects such as reluctance to change the existing policies and rules,

² Refer chapter IV, pp. 131-132

³ Refer chapter V, p.200

apprehension on the part of the senior police officials of getting too close with the community members, pre occupation with law and order duties, and inadequate strength of police personnel at the PS level coupled with a lack of proper training to the community policing officers led to the decline of community policing programs since 2006-2007 and its abandonment thereafter.

The literature on community policing is replete with speculation and theorizing about the type of organizational and structural change and work environment that is required to implement community policing initiatives successfully. While agreeing on the need for structural and organizational reform to fit CP strategies better, there is little consensus about the urgency or significance of specific changes or the manner in which change should be instituted. For instance, will problem-solving strategies and active community participation in problem solving lead to a successful community policing program or efficient leadership coupled with proper training to community policing officers be considered first to create an environment where community policing activities will thrive? Although definitive answers to these questions are not available, the present study of the two selected police stations under the cyberabad police commissionerate has shed some light on these and other issues. Apart from the above mentioned major findings of the present study some other findings which also need a close scrutiny have been listed as below:

- Police organizations in India, in general and cyberabad police commissionerate, in particular, pose some structural limitations on community policing by virtue of being a closed system; that is; being hierarchical and quasi-military by nature. If

the way in which the police organization recruits, trains, rewards its members, sets up its goals and objectives and defines its clients, is not properly geared towards community policing, the structural limitations will be only amplified and become a hindrance to any chances of successful implementation of CP or any other policing innovation.

- Another chief cause of community policing being abandoned in the cyberabad police commissionerate after a brief period of its implementation in the commissionerate is the ineffectiveness of its training facilities. In spite of adequate infrastructures available for training police officials of various ranks, the training centres largely fail to meet the quality required to make a recruit a thorough professional. As a result there is mostly a lack of commitment and dedication on the part of its operators, especially those involved in innovative programmes like community policing. Further there has been no financial support for CP programmes in the Cyberabad Police Commissionerate. Out of Rs. 50 crores that is allotted for the State annually, 90% of the money is used for the salaries of the staff and officials of the police department. The remaining 10% is used for infrastructure development, training and vehicle maintenance. As such, spending an extra amount for new programmes such as CP programmes becomes a difficult task.⁴
- Again, a police organization that is heavily invested in the professional model of policing i.e. with a centralized, hierarchical and bureaucratized command structure will have difficulty creating an environment that is conducive to

⁴ Interview dated July 16, 2009, with M. Mahendar Reddy, I.G.P., Greyhounds Academy, Hyderabad, Andhra Pradesh.

community policing strategies and that encourages creative problem solving. Endurance of community policing, therefore, will depend upon the extent to which it becomes both philosophically and operationally integrated with routine police operations.

- Based on the evaluation of the CP programs under the two selected PSs, the study found out that the education and training of community association members in their roles in CP is almost nonexistent. Without meaningful involvement of patrol officers in the planning process, participation by all city agencies, and true community involvement, CP will fail to realize its potential. Nearly 90% of the community association members and community residents within the Jeedimetla and Madhapur PS limits who were interviewed felt that there is a need to find suitable means to sustain the approach through a changed reward system, training, and other avenues. They also argued that the belief that the depth of an organization's commitment to bureaucracy appears to be inversely related to the speed at which it is able to implement CP resulted in success being measured by the number of problem solving cases initiated rather than the quality of their problem solving work. Inevitably, this increased the quantity of work at the expense of quality.
- The hazard of the Indian Police lies in immobility of its organizational structure. Out of the 56 police personnel interviewed for the present study nearly 78% maintained that although community policing presupposes collective responsibility at the organizational level, the chain of command in the organization demotivates the real workers due to the corrupt ambitions of those at

higher levels. A mechanism whereby every police officer or unit is put in charge of a specific job matching his or its competence and aptitude is missing. On the whole, a specialization oriented policing which is essential to deal with different demands of the community including maintenance of order, investigation of crime, crime detection with the help of community members, counseling, collection of intelligence, systematic community interface and meetings, community awareness programmes etc. is lacking in the present police set up. Apart from meeting this challenge, leadership qualities that realize cooperative and coordinated efforts into reality and pave the path for it, also have to be made the bedrock of policing and policing character.

Further, for every community policing activity a community policing officer (CPO) is appointed clearly explaining his role, responsibility and accountability for effective and efficient functioning. An innovative program like CP should be process oriented and not individual / person oriented. However, 100 % of the police personnel below the rank of ACP, 88% of the community association members and 72% of cross section of residents interviewed for the present study maintained that in the cyberabad police commissionerate community policing was introduced by the first police commissioner of the commissionerate in 2004 but ever since the leadership changed at the commissionerate level in 2007 the program also started witnessing a set back only on account of the fact that the program was initiated out of the personal interest of the first police commissioner. This proved the fact that leadership plays a significant role in the sustenance of programs like community policing in the initial stages.

On the question of institutionalization of CP, nearly 88% of the community association members and 75 % of cross section of residents who were interviewed maintained that if community policing is to be institutionalized in the commissionerate, more attention needs to be paid to the areas and communities that show the lowest proportion of police involvement. Immediate examples would include developing written community policing plans, initiating written partnership agreements with community members, and including problem-solving criteria in the performance evaluations of officers and field executives. Other areas also need to be periodically evaluated, including the amount and content of community policing training given to both police officers and to community members. For CP to be successful on a long term basis, continuous evaluation and impact analysis based upon available data needs to be done effectively.

Finally, it can be rightly concluded that to break bad habits is a slow and expensive procedure and that positive changes cannot be expected overnight. Community policing represents a radical departure in the philosophy of policing, and therefore it has to be noted that such a shift in organizational values is difficult and time consuming to implement. At the moment, CP is more a set of challenging, general ideas pointing to new frontiers to explore than it is an operational and administrative blueprint for a newly designed police department.

Police innovation seldom occurs easily. The strongest obstacle to change for any police agency is probably that which is within—its own resistance. To successfully implement innovation, the chief executive and staff must have an abiding commitment to

proactive problem solving by allowing maximum participation from the community members whenever required and must also motivate personnel into supporting such innovations. Many officers may prefer to cling to the old methods and must be brought along with the new methods of thinking and operation. Police in India, historically reactive in nature, must become more proactive. This is an old, hackneyed adage, but it is going to become more and more a reality with time. The Cyberabad Police Commissionerate experience illustrates how a department with rigid lines of command and control can be unwilling to make drastic departure from this style of management for the sake of community policing.

APPENDIX – I

Questionnaire

The following profile questionnaire was designed to analyze and evaluate the community policing programs under the Jeedimetla and Madhapur police stations during 2004-2007 under the cyberabad police commissionerate and also to find out the possible factors responsible for the abandonment of these programs after 2007. Four sets of questionnaires were developed for different sections of the sample.

- *SET ONE*: For senior police officials
- *SET TWO*: For field executives (Police) and station house officers (SHOs) of Jeedimetla and Madhapur Police Stations
- *SET THREE*: For community association / committee members
- *SET FOUR*: For cross-section of residents

Interview Questions

SET ONE

Questionnaire administered to the *senior police officials* (above the rank of Inspector of Police):

1. What is your definition of CP?
2. Who introduced this concept in Andhra Pradesh?
3. Why didn't the govt. take any legislative measure to support such a programme?

4. The Union Govt. provides nearly 50 crores annually to all states for modernizing its police force. Is there any such financial assistance being provided to support CP? If not, why?
5. CP has not been implemented yet by the Hyderabad Police commissionerate like in the case of Cyberabad police commissionerate. What could be the reasons responsible for this?
6. Why is it that the programme succeeds only in some areas and under some police stations?
7. What is the role of *leadership* in initiating and implementing such programmes?
8. What do we understand by police culture?
9. How far is our police culture responsible for the failure of CP?
10. Can the present police culture be changed? If yes, how? Suggest some measures.
11. Police departments have been apprehensive about interrupting their customary duties to experiment with strategies necessary for the successful implementation of CP. What do you have to say about this police reluctance to change?
12. Do you think that maintaining such informal relations with the public would dilute the powerful image of the police?
13. Do you think there has to be a separation between formal and informal social control aspects? If yes, why?
14. Where can CP be more effective? In rural areas with close knit groups and smaller populations or in urban areas with larger populations and multiple community identities. Give reasons.

15. For how long was CP programme implemented successfully in Cyberabad Police Commissionerate? Why didn't it last longer or continue the same way?
16. Are the police stations across the state maintaining records relating to CP programmes even now? If not, why?
17. How far do you think can political interference influence CP initiatives?
18. To what extent did CP help reduce crime rate? Justify.
19. What kind of programmes gained more success after the implementation of CP? Reasons.
20. What role did technology play in the present case in making CP a success?
21. What do you have to say about training in CP?
22. Were the community associations/ committees collaborating with the police given any training in community policing? If not, why?
23. What was the level of community participation in community policing during 2004-2007.? Were all the members actively involved in the programs? Give details.
24. Given the vast geographical area and population falling within the cyberabad police commissionerate jurisdiction, can the present police strength handle CP effectively?
25. Do all the CP programmes being implemented in various parts of the state fall under the purview of "Maithri" programme?
26. Was the CP programme that was introduced in the Cyberabad Police Commissionerate introduced under the Maithri programme?
27. Why have there been only individual initiatives towards CP?

28. What are some of the factors that can make CP a success in the Indian context?
29. What are some of the limitations to CP in the Indian context?
30. What were the major factors responsible for the abandonment of community policing after 2007 in the cyberabad police commissionerate?
31. What are the differences between CP initiatives in other countries like the US and in India?
32. Can police reforms in India help revive the very concept of CP? How?
33. How would you define “community” in community policing?
34. Are you satisfied with the way in which CP programs were conducted during 2004-2007? Justify.
35. How can we measure success in CP? Enlist some of the indicators.
36. Are any organizational changes needed to make CP a success? If yes, what kinds of changes are needed?
37. Are there any chances to revive and revisit the concept of CP in the state? If yes, how?

SET TWO

Questionnaire administered to the *police personnel below the rank of Assistant Commissioner of Police* (ACP).

1. What were some of the specific problems that were identified for community policing under your PS jurisdiction?
2. What was the role of community association members in solving some of the local problems? How did they collaborate with the police in doing so?

3. What are the limitations of the local police in solving these problems?
4. How do police personnel follow up on calls for service? Are calls handled as isolated incidents?
5. How interactive are officers with members of the community? In what ways does the interaction occur—through meetings, door-to-door contacts, while on foot patrol, or in other ways?
6. Which are the various community associations / groups with which the police station is attached?
7. How often are the Maithri meetings held and under whose supervision? Give details of the meetings since 2004-2007.
8. What are the reasons responsible for the abandonment of the community policing programmes at the police station level after 2007?
9. Are the records of meetings with community members being maintained at the police station? If not, why?
10. What were the various community policing programmes that were conducted by the police station during 2004-2007?
11. How interactive are officers with other government agencies? How does this interaction occur?
12. How were CP officers identifying and resolving crime, disorder, or fear issues with which they were dealing?
13. What are the various means of communication and information technology with which the problems are tackled at the police station level?

14. Were all the police personnel associated with CP well trained to handle local community problems effectively?
15. What kind of punishment was given to the accused convicted of a crime by a community police officer (CPO)?
16. How was petty crime or misconduct by any community member handled by a CPO? What was the role of community association members in solving such cases?
17. Were you satisfied with the community policing programs within your PS jurisdiction during 2004-2007? Justify.
18. Give some suggestions for the better implementation of community policing in the near future.

SET THREE

Interview with the *community association / committee members* within the limits of the selected police stations:

1. What is the name and strength of your colony?
2. What is the name and strength of your association/ group?
3. Give the details of each member in your association, with their age and occupation.
4. How was your association linked with community policing programmes and in what way?

5. How were the community policing programmes conducted with community Participation? What were the areas of cooperation between the association members and the police?
6. How often were the maithri meetings held and under whose supervision?
7. What were the general topics of discussion in such meetings? How effective were such meetings in solving the local problems?
8. What was the role of the maithri membership card in CP programmes?
9. Name some of the programmes wherein the community members actively participated with the police. How effective were these programmes?
10. Has there been a change in the attitude and behavior of the police towards the community members and in the style of policing? Justify with examples.
11. Was the concept of community policing effective in dealing with local problems and in strengthening the ties between the police and the community members?
12. Is your association/ committee still functional? What is the present role of the police in the activities of your association?
13. What, according to you, were some of the loopholes and obstacles towards an effective implementation of CP under the cyberabad police commissionerate?
14. Give some suggestions for the better implementation of community policing in the near future.

SET FOUR

Interview with *cross-section of residents* within the limits of the selected police stations:

1. What is the most important problem facing your colony?
2. How would you rate the performance of the community policing agencies in your community (poor / average or excellent)?
3. Thinking about public safety, in your opinion, what is the number one crime problem facing the colony today? (Property theft, drunk driving, vandalism, eve teasing, public drunkenness, burglary, traffic congestion, or domestic violence).
4. If you were chief of police in your city, what is the first thing that you would ask your police officers to do more of, or to begin doing to make your place a safer community?
5. In the past two years, have you or anyone close to you been a victim of a crime which was reported to the CP Organization?
6. Do you personally know any member of the CP association/ committee by name? Are you satisfied with the roles they have been assigned or do you think they play a very limited role? Give reasons.
7. Are you satisfied or dissatisfied with the CP organization in colony? How far did these programs help in reducing the crime rate or local problems in your area?
8. Do the community policing officials attend the youth association and mahila samithi meetings in your colony now? If yes, what role do they play and if no, what are the reasons responsible for this?
9. Are maithri meetings being held even now? If yes, then how often are the meetings held and under whose supervision? If no, give reasons.

10. What does the term “Community Policing” mean to you?
11. Do you think more police officers are needed to increase the safety of the community?
12. What according to you are the reasons responsible for the debacle of community policing programmes since 2007?
13. Give some suggestions for the better implementation of community policing in the near future.

APPENDIX – II

Colonies selected for interviews with cross-section of residents

Under Madhapur PS

1. Srirama Colony
2. Guttala Begumpet
3. Madhapur
4. Masthan Nagar
5. Kothaguda
6. Prashanthnagar
7. Anand Nagar
8. Sudershannagar
9. Maseed Banda
10. Police Quarters

Under Jeedimetla PS

1. Dwaraka Nagar
2. Manikya Nagar
3. Jagathgiringutta
4. HMT Town ship
5. Vivekanandanagar
6. Shapur Nagar
7. HAL Colony
8. Quthbullapur village
9. Bhagathsinghnagar
10. Ganesh Nagar

APPENDIX - III

(PROFORMA – 1)

**MAITHRI MEMBER
IDENTITY CARD**

PHOTO

Name of the Maithri Committee: _____

Police Station _____

Name and Age _____

Occupation _____

Village/ Locality _____

Address _____

Valid up to _____

STATION and DATE

Superintendent of Police

WITH SEAL

APPENDIX - IV

CERTIFICATE OF APPRECIATION

MAITHRI

Prashamsa Patram

We are happy to place on record the excellent Maithri work done by Sri/ Smt.
_____ during the month of _____ of the
year _____. His/ Her contribution has strengthened the relationship between the
Police and the Community.

Place:

Superintendent of Police

APPENDIX – V

**MONTHLY
MAITHRI REPORT**

A. District/ City:

B. Sub-Division:

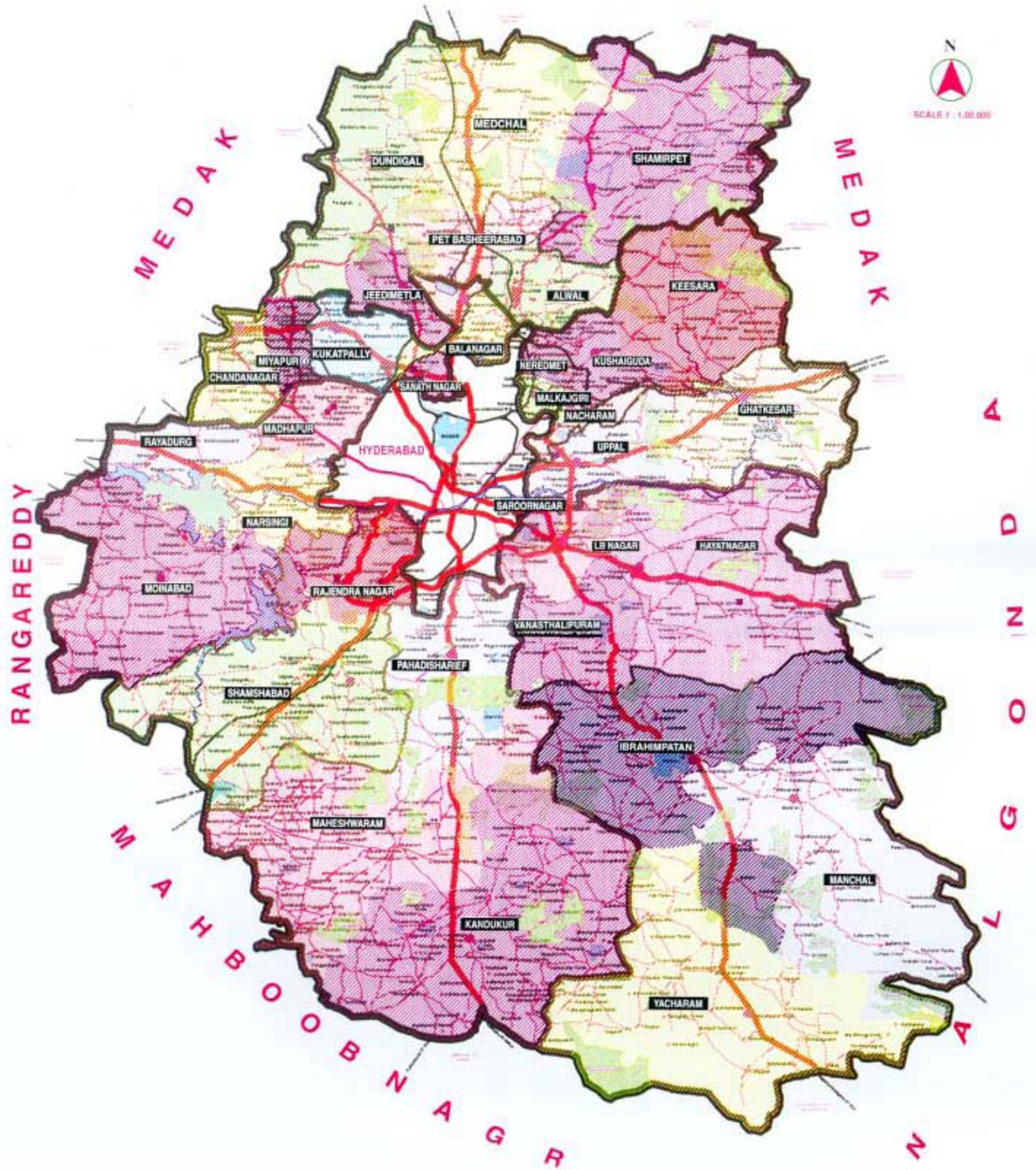
C. Circle:

D. Police Station:

1	2	3	4	5	6	7	8	9
Name of the Maithri Committee	Date of Maithri Meeting	Strength of Maithri Committees	No. of members attending meeting	Important persons or officials who attended the meeting	Achievements & issues solved during the month	Pending issues	Programmes for the next month	Any other matter

APPENDIX - VI

CYBERABAD POLICE COMMISSIONERATE



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