CHAPTER I

INTRODUCTION

"My heroes are those who risk their lives every day to protect our world and make it a better place - police, firefighters and members of our armed forces."

– Sidney Sheldon

With the globalization of rights and crime, threat posed by terrorism, technological revolution and the emergence of diaspora, the nature and scope of policing has been transformed. These changes can be captured through the new dimensions and meanings attributed to human rights, maintenance of internal security and policing communities. It would be appropriate to delineate the nature and scope of policing and the corresponding principles of accountability. This will largely depend on what this new era symbolizes. What are the main characteristic features of the new global order? The new global order with its emphasis on globalization of capital and restricted mobility of labour without ensuring distributive justice has brought into focus issues relating to national and human security. Further, the State having abdicated to the market its responsibility to meet the survival needs of the people, its role has been reduced to performing regulatory functions. The regulatory State has to depend excessively on the police to look effective and efficient. In the present thesis, the researcher proposes to study the new dimension of Community Policing in India and also analysis of Police Public Relations with special reference to Punjab.

Above all, the technological revolution has made the traditional way of policing ineffective. The criminals are increasingly becoming technology savvy. For instance, cyber crimes are becoming pervasive and the law enforcement functionaries are severely handicapped to check these. For instance, hackers are not hampered by borders and
geographical limitations. These developments require a fresh look at the criminal justice system globally to build its capacity to deliver justice, ensure security and protect the rights of the citizens.

1.1 Meaning of Community Policing

The word ‘Police’ is derived from Latin Word ‘Politia’ which stands for State, Civil Government or Civilization. In the past few centuries, this word had an omnibus meaning bringing into its fold varied range of functions. The word ‘Police’, however, recently has come to mean an organized body of civil servants engaged by the Government for the enforcement of laws to regulate different aspects of public life and order.

Community policing is integral to Policing. It is an institutionalised integrative approach responsive to diversity of gender, caste, class and religions. Community policing is a partnership between police, members of community and other The Police has a very important role to play in a democratic set up of Government. They must win the confidence of the People. The principles¹ underlying policing in a free, permissive and participatory democracy may be summarized as follows: stakeholders for crime prevention, safety and security and delivery of justice. Partnership is neither a strategy of tactics, but an approach to policing. In other words, community policing is to do policing along with the community. It is a collaborative interactive relationship between the community and the police. Community policing leads to empowerment of both the police and the community for crime prevention and delivery of justice. Community policing is merely a single window service. In other words, it is policing for the people. It is not only use of community merely as an additional force, instance, managing traffic or act as informers etc. Community policing is a project or a problem solving technique. Community policing is not an oversight and separate from regular policing. Infact it is a supportive mechanism of existing policing.

1.2 **Principles of Policing**

To contribute towards Liberty, Equality and Fraternity in human affairs, to help and reconcile freedom with Security and to uphold the Rule of Law, to uphold and protect Human Rights, to contribute towards winning faith of the People, to strengthen the Security of Persons and Property, to Investigate, detect and activate the Prosecution of offences, to facilitate movements on highways and curb public disorder, to deal with major and minor crises and help those who are in distress.

A Community Relations Program is not a Public Relations Program “to sell the police image” to the People. Infact, it is a long range, full-scale effort to acquaint *the Police and the Community with each other’s problems and to stimulate action aimed at solving these problems.*

1.3 **Features of the CPRC**

1. Collectively managed by the Community and the Police.
2. Community-Policing collaboration from decision-making to implementation.
3. A pool of Police and Community Resources.
4. Affording easy and dignified access of the Public to Police Services.
5. Improving Community-Police Relations.
7. Providing forum to address the rights of all Citizens and Sections of the Community.

*Building confidence of the People in Crime Management and Grievance Redressal.*

This statement suggests Police-Community teamwork as a methodological and Community action concept, a way to approach complex problem solving. A General definition of Police-Community Relations might specify that it refers to the reciprocal attitudes of Police and civilians. It seems total of activities by which it may be

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emphasized that Police are an important part of, not apart from the Communities they serve.

1.4 Pre-Independence Scenario

In the 19th Century and the first half of the 20th century almost all the countries including India were under autocratic rule and under foreign regimes. During this period, the police were mere tools in the hands of ruling class and molded in a manner to be just a brutal force, ruthlessly enforcing Government policies. This generated ill feelings about police in the minds of the people. Ruling Class used the Police as “Quasi Military Force”, as the lethal weapon. The innocent were the victims most of the time and this struck terror and fear among the people and the police lost the faith and confidence of the people due to which gap between the Police and Public widened.

1.4.1 Post-Independence Scenario

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

Far reaching changes are taking place in our society. Some of these are rapid growth in the absolute rise of the urban population, increased spatial mobility with faster means of communication and transport, the weakening of joint family and village ties, the growth of an unanchored population in urban areas, the loss of legitimacy of the feudal norms on which village society was based and the growing loss of consensus in social and political values. In a
society which is undergoing such changes, tensions are bound to raise between religious communities, between castes and sub-castes of the same community, between management and labor, between urban areas and rural areas, etc. In this situation, crime and disorder increase and affect all segments of society. For dealing with this very complex situation of crime and disorder, we have a criminal justice system which is slow, under-staffed and clogged with heavy backlogs. Under these circumstances, the police cannot control crime without the active good will and cooperation of the people. One objective of public-police relations should be the direct involvement of the people in the prevention and detection of crime and in the maintenance order. People may have to take much greater interest in protecting their lives and properties without necessarily taking law into their own hands. They will have to be actively cooperate with the police and also participate in organized efforts at self-protection with the support of the police.³

Even after 30 years, the recommendations of the Commission have not been implemented. The National Police Commission emphasized that the police should be accountable to the people, the law and its organizational hierarchy. It should function as an impartial force and efficiently protect the citizen’s rights. And it should be insulated from political interference. In the same vein, the National Human Rights Commission filed a counter affidavit in the Supreme Court which also says that Police in a democratic society should be low in authority and high on accountability. Disturbed at the ‘disquieting increase in the number of complaints received against the police for violation of human rights, it is felt that “Policing the Police is an urgent issue to be addressed seriously”. For this, number of measures have been suggested in the police reforms commissions report. For instance, it suggested that in all cases of custodial deaths or rape, there should be mandatory judicial enquiry. Similar suggestions are given

in the case of fake encounters, disappearances, unauthorized searches, atrocities against women and children, cases of rape etc. It has been expressed more forcefully in the context of post-terrorism Punjab. There has been a qualitative shift in the interactive relationship between the police-community, judiciary, politics and administrative machinery in Punjab. There is an urgent need to give direction to the recently discovered potentials for building a pro-people force rather than using it for narrow political gains.

Why these and many other urgently required steps have not been implemented? The answer can be found in the manner the State has been organized, the nation-building project has been implemented and the democratic institutions have functioned. The beginning of the twentieth century was a period of consolidation of nationalism into nation state. After independence, the dichotomy between the state and the nation could not be bridged. The nation—the community—inspite of being part of the functional democracy, could not establish its ownership over the State. The State continued to remain an alien entity. The logical outcome was an excessive reliance of the State on its security forces to enforce ‘order’. In other words, instead of emerging as a nation-state, it became an aggressive state controlled nation.

The project of nation-building took the initiative away from the community. The State functioned as an enforcement agency and in the process got alienated from the people. The police, as the main instrument of enforcement, earned a bad image. The police enforced ‘order’ in seclusion from community support, lending credence to the belief that it was the state against the nation and in practical terms, it was seen as the police versus the people. This has been reflected through the practice of the 1861 Police Act and the people’s expectations from the people. A citizens survey conducted in 1999 revealed that a majority of the members of the community expected the police to ‘enforce the law effectively.’ The National Police Commission set up in 1977 has drawn attention to this aspect and stated that the police service can have no future unless it earns the respect and confidence of its men and the public. In its Fifth Report (November, 1980), the Commission expressed anguish that the 1902 Fraser Commission’s observation that

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‘people’ now might not dread the police, but they certainly dreaded getting involved with it in any capacity, continues to be valid. This was mainly the result of the brutal and rude functioning of the police. Various public surveys conducted since the mid-sixties by David Bayley in 1969, by the Indian Institute of Public Opinion in 1978, and by the National Police Commission in 1980, reinforced the view that the constabulary had been rude, threatening, intimidating and brutal in its interaction with the people.\(^5\)

Having failed to perform after more than 66 years of independence, the police has started abdicating its responsibility to the community. Most of the surveys conducted have stated that the police is inefficient and corrupt- ‘they take bribe even for performing legitimate functions’. In its anxiety to shed this image, it is now using community policing as a face-saving device without putting in place the institutional mechanism. The police enlisted the community’s assistance mostly for investigation. In fact, the concept of community participation was restricted to making the community willing witnesses and better informers.

The police complained that the community was not cooperative and, in fact, created hindrances in their functioning. The community perceived the police to be a source of nuisance and even exploitation. A large percentage of the community found the police to be inefficient in handling their complaints.\(^6\) An IDC survey (1999) has shown that a majority of members of the community resent the role of information gatherers for crime detection and facilitators for traffic management and security through neighborhood watch groups. Community policing is being enforced rather than collectively conceived, implemented and monitored. Community policing experiments were initiated in the sixties and seventies in India. Some programmes like crime prevention week, setting up of boys clubs, the Second Saturday Sports Meet were positive efforts for establishing police-public contact. The Delhi Police implemented schemes like Special Police Officers (1985), the Neighbourhood Watch (1989) through neighborhood watch


committees formed in earn block, adoption of crime hot spots, and formation of anti-sexual harassment squads, to bring policing closer to the community. To bring the community and the police closer, similar initiatives were taken in many other states—Madhya Pradesh, Tamil Nadu, Maharashtra, Punjab and Karnataka. These included the formation of Mohalla Committees to check communal violence in Bhinwandi (Maharashtra), Citizen Committees in Karnataka, and Village Vigilance Committees in Tamil Nadu. All these efforts were constrained as the community remained on the margin of the policing system. These efforts were directed to provide single window service and to use community representatives as facilitators for traffic management and security through neighbourhood watch groups. In other words, it is policing for the community and through the community and not along with the community. There is a felt need within police administration to shed this image. Notwithstanding the need for restructuring the criminal justice system, there is also an expressed desire of policing the police.

Police reforms are expected to involve the community to improve its service delivery and to contain crime. The aim has been to shift the emphasis from an enforcement perspective targeting the community as a potential criminal to crime prevention with community participation. However, a lack of historical contextual understanding of the power structures operating within society could result in overlooking the needs of women, the Scheduled Castes and the migrants. The success of policing programs with the participation of community is well documented in community policing programs the world over. However, there is need to differentiate between policing for providing efficient services for the community or delivering services through the community, where members provide add-on resources to the activities or policing in collaboration with the community.

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

For this, strategies have to be designed to work in partnerships with the police to delegitimise the use of violence which is essential for the management of violent conflicts. The temptation is to restore peace and order even at the expense of violating law. This is a problematic i.e. how not to indulge in violant activities like torture, extra-judicial executions, fake encounters etc. It is in this context that there is a need to acquire knowledge and skills used globally for conflict settlement and management without being violative of rights of citizens. Therefore, the main focus of police reforms should be to involve the community for its improved service delivery and containment of crime. The emphasis has to shift from an enforcement perspective targeting community as potential criminals to crime prevention with community participation.

There was recognition of alienation from the community which promoted initiatives in the police ranks to improve service delivery and create a credible image of the police. A number of such initiatives sprouted among the hierarchy of the police by a courtesy scheme of Shriman and Shrimati, by setting up of community committees for resolving local disputes at the police station level and training in self-defence and initiatives on drug de-addiction and alcoholism organizing reports on cultural events to bridge the gap between the two.

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

1.4.2 Concept of Community Policing: A Partnership with People (K. Padamanabhaiah, 2000)

Community policing is based on the democratic principle, ‘anyone who exercise authority on behalf of the community (like the police) is accountable to the community
for the exercise of that authority’. Simply put, “Community policing is an active partnership between the police and the local community in identifying the basic problems which give rise to crime and in identifying solutions in preventing and controlling crime”.

Community policing, therefore, as now understood round the world, has three core components, complementary to each other:

(i) police recognizing the value of community partnership (as also partnership with other public and private sector resources).

(ii) police thus identifying specific concerns of the community, which should become priorities for work (problem solving).

(iii) achieving the above two would necessitate changes in the mindset and organizational set up of the police.7

Therefore, it is concluded that it is a difficult task to implement Community Policing on the ground as it has acquired diverse meanings. It has also given rise to a set of aspirations which have posed a major challenge to their implementation reducing community policing to a mere slogan. Therefore, in this effort an attempt has been made to identify the coherent and meaningful characteristics of community policing.

1.4.3 Emergence of Community Policing

Many developed countries felt the need to reconsider the police-public relations before. In the late 1960s, police leaders, government officials, the academic unity, and society began to question whether the police were performing their job in the most effective ways possible.8 As a result, the idea of community policing has become popular during the past two decades or so in many democratic societies like U.S.A., U.K., Canada, Japan and Singapore as a promising alternative to the

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traditional mode of law enforcement which is largely reactive and often repressive, rendering the police ineffective and alienated from the public.\textsuperscript{9} However, 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 U.S.A. during three decades commencing with 1960s which tested the utility and efficacy of existing police strategies to deal with crime and disorder which plagued US cities during these eventful years.\textsuperscript{10}

In India too, some sporadic experiments have been made in certain States like Delhi, Tamilnadu, Karnataka, Kerala, Andhra Pradesh, Maharashtra, Orissa, Madhya Pradesh, Punjab, Jammu and Kashmir. However, these initiatives, mostly by innovative and enterprising officers had varying degrees of success due to want of institutional support or continued commitment by successor-officers and the organization failed to understand the philosophy underlying the community policing, the measure taken were bound to be half-hearted.

**1.4.4 Community Policing Centre’s**

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

\textsuperscript{9} Amod Kanth, “Community Policing”, *The Indian Police Journal*, October 1999 – March 2000, p. 11.
replace ad-hoc initiatives. To ensure better community participation in police work. It is decentralised decision-making, empowering frontline employees by promoting innovation, creativity and risk taking. Problem solving, focus on crime prevention and peace building, to improve the quality of police-public interface.

1.4.5 Obstacles to community-police interface

(i) Awareness of human rights law in the community and the police is essential for cordial relation between them. Only a small Section of the community was well-versed with human rights issues. Even when awareness of human rights existed, sensitization and for human rights was lacking.

(ii) Police styles of functioning related positively to authoritarian modes and a significant percentage was also found to be adopting exploitative styles. The lower ranks were found on the exploitative modes with the middle ranks more dependent on the authoritarian style. The use of democratic styles was nominal. It projects a bad image of police.

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

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

1.5 Significance

In the present thesis, the Researcher studied various dimensions in the form of Community Policing. The foregoing discussion revealed certain important factors which
have been responsible for Poor Police-Public Relations and if not cured will destroy these relations further. Importance or significance of the community policing over emphasizes on the healthy, friendly or cordial relations made between police and public. Courteous behaviour towards public has been stressed time and again and although a steady improvement is discernible in this connection. The police as an organisation more than any other field of study stands lacking in the field of research. The police as a concept in the Indian context and the development of police an organization have not been adequately investigated. An attempt of organizational problems such as the selection and recruitment procedures, training techniques, morale, leadership problems, job analysis and job satisfaction and motivational problems have been attended in the present research work.

In this way, this research is a humble attempt of the researcher to serve the society by dismantling the fact that unless and until there would be stringent check on the misuse of the power of Police and most pertinent thing is the proper implementation of Community Policing initiatives and strategies. Herein, the researcher urged upon the need that a determined, coordinated and concentrated approach by all i.e. police and public should be adopted to make the concept of community policing a success. The gap between police and public is to be decreased or bridged. This effort would also have a good deal effect on contemporary problems and will be of use to the students of law, public and police administration, it will ensure better co-operation which ultimately improve their image and professional prestige will rest in popular esteem. People will also be aware of their rights.

1.6 Objective

In the Research, an analysis and evaluation of Police-Public Relations reveal that most of the people are not aware of their duties and responsibilities towards the society and blame each other without going deep into the basic reasons of chaos. An attempt would be made that the Indian Police be organised in a systematic and scientific manner by keeping in mind the various causes responsible for the poor relations and its remedy to
improve the relations for the maintenance of peace and security. The gap between the police and the public should be bridged. Main object of the research is the use of the Community Policing approach in day to day policing to improve the police-public relationship. In addition, study is done to get through the main problems due to which the Police and Public Relations are strained.

1.7 Research Methodology

The Research Methodology adopted for this study is a combination of historical and analytical methods. For the background chapters, historical analytical methods were used to collect and analyze data from books, newspapers and journals and utilized for the study. An analysis of the reports of the various commissions and committees are also made for the study. The relevant information in this research is also contributed by various Police personnel who were interviewed in context to Community Policing.

Important cases decided by higher judiciary have also been studied and critically evaluated. Since Police reforms have been dealt with primary and incidentally in a variety of sources, the researcher has focused attention mainly on books and publications with Police Organisations. It is pertinent to mention over here that help of various national libraries located at Amritsar, Chandigarh, New Delhi and Maharaja Ranjit Singh, Punjab Police Academy, Phillaur.

1.8 Research Questions

1. What do you mean understand by “Police-Public Relations”?
2. What are the basic causes which affect the image of police in the mind of the public?
3. Why do not people trust the Police and have a negative image about police in general?
4. Why the image of police in India is what it is in the eyes of different strata of Indian society?
5. Whether media plays an important role in projecting the image of police as it is prevailing now?
6. How far the present Punjab Police Act is successful in implementing the Community Policing Initiatives?

1.9 Hypothesis

The Hypothesis of the study is that the relation of Police vis-a-vis Public is not very cordial because People view the image of the failure of justice by first encountering the Police. People also still carries its colonial image as it was critical of the procedures followed by the police in the prevention and detection of crimes and prosecution of criminals, the technological revolution has made the traditional way of policing ineffective as they are the gateway to the just. The Concept of Community Policing inter-alia has been introduced for effective Police-Public Interface. It involves an active partnership between Police and the Community in identifying the basic principles which would give rise to Crime and in identifying the solutions in preventing and controlling Crime. But in fact, community policing efforts in Punjab have been largely the result of initiatives taken by individual officers much before the present act came into force. But pioneering efforts were not uniform, so could not be sustained for long. It was because of lack of adequate support from the upper command, Inadequacy of funds and the lack of an institutionalized structure. Therefore, the gap between the Police-Public is very wide despite the Concept of Community Policing.

1.10 Chapterization Plan

Chapter I - Introduction

It deals with introduction in which the overall Objective, Significance, Methodology and certain Research Questions are identified and dealt within the body of thesis. The present chapter, deals with the general introduction to the topic which review the various
manifestations of the term ‘Community Policing’ both at international and national level, new dimensions of Policing in respect of combating Crime.

Chapter II - Historical and Contemporary Perspective

It deals with the historical as well as contemporary perspective of Police. It highlights the traditional functions of the Police, which remain the most important even today with the criminal in action. The researcher also discussed in the later part of the chapter the contemporary role and responsibilities of the Police in the present Era. Though the traditional functions of the Police remain as important as they ever were, the fact is that the overall role of the Police in modern society has become enlarge.

Chapter III - Image of Police: Past and Present

It deals with the Image of the police, It was critical of the procedures followed by the police in the prevention and detection of crimes and prosecution of criminals. The researcher made a spirited plea to change the procedures through scientific research and bold innovations. Our system follows that old Punjab Police Act 1860 and it is changed only after the new Police act came into existence after Parkash Singh Case. Therefore, it is pertinent that the image of the police, among all the categories of the respondents on the issue that some conscious and deliberate effort should be made to improve the image.

Chapter IV- Socio-Legal Assessment of Police-Public Relationship

It deals with Socio-Legal Assessment of Police-Public Relationship. Due to efforts towards Public understanding of Police Problems and of Police behavior have been made in a numerous ways. The foregoing discussion revealed certain important factors, which have been responsible for Poor-Public Relations. But it will be unjust and unfair if we blame the Police solely for this, to some extent Public is also responsible for this.
Chapter V - Concept of Community Policing in India

It discusses about Community policing in India. Every organ of the State would work as an agent of change and the servant of people. Enforcement should be done cautiously and intelligently. Thus, the State should deviate from its earlier notion of “Police State” to “Welfare State”. In this background, the Responsibility, Duties and total concept of the Police ought to change.

It introduce the Concept of Community Policing. The CPRC are that they are collectively managed by the Community and the Police. In short, it is a “Building confidence of the People in Crime Management and Grievance Redressal”.

There is existing distrust between the community and the police and lack of awareness of human rights laws in the Community and the police. Therefore, the researcher suggested few measures to make CPSC more effective in this chapter.


It deals with Community Policing in Punjab. It contains the provision of Saanjh Kendras which have been constructed separately from the Police Stations. Punjab is the first state to initiate citizen friendly Saanjh project. Every Saanjh Kendra would provide all services to be delivered by the Police Department as enshrined in the Right to Service Act within prescribed time limits to the people from a single window.

It was enacted with an aim to provide hassle free services to people in a stipulated time. Punjab Government has implemented a number of projects under e-Governance which are appreciable. It is also required that steps must be taken to make the citizens aware about the operational Saanjh Kendras.

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Chapter VII- deals with Conclusion and Suggestions

It deals with Conclusion and Suggestions to look forward on the prospects of healthy police-public relationship for bridging the gap between the two. It highlights the role of CPRC to make police people friendly and to ensure greater community participation in police work. It summarize the findings of whole work and comes up with the suggestions to understand and improve the questions which the researcher attempts to raise as well as comprehend in the present thesis.