CHAPTER II

REVIEW OF LITERATURE

The review of literature includes the authors take on community policing and look at here researches and program evaluations by the others. The focus is on the organizational systems of partnership policing around the world. And also it looks at the people reactions over the community policing.

Sir Robert Peel said “the police are the public and the public are the police” (Braiden 1992). This statement reflects a key tenet of community policing: the police should not be separate from, but rather joined in partnership with, the community. A major impetus for the move away from traditional policing was the recognition that the police cannot control crime and disorder alone. With community policing, the police and community are expected to co-produce safe and healthy communities (Parks et al. 1981, 1982). The partnerships can and should serve to empower residents to take responsibility for their neighborhoods. As stated by Kelling (1988, 2–3), “police are to stimulate and buttress a community’s ability to produce attractive neighborhoods and protect them against predators.”

There were several important developments in policing during late 1800s. August Vollmer, pioneer of the police around the idea of reform 1905-1932, rallied police executives around the idea of reform during the 1920s and 1930s, emerging as the leading national spokesperson for police professionalism. His motto is that the Police should function as “Social Workers”. In the mid 70s it was suggested that the performance of patrol officers would improve more by using job redesigned based on motivators (Thomas J. Baker. “Designing the job to Motivate”. The suggestion later involved into a concept of “Team Policing” where offices were divided into small teams and assigned permanently to small geographic area or neighborhoods.

In 1970 -80s Foot Patrol became more popular and many jurisdictions were demanded it such as New York, New Jersey, Boston, Flint and Michigan. Herman Goldstein’s Problem Oriented approach to policing (POP) was being tested in Madison, Wisconsin, Baltimore County, Maryland, New port News and Virginia.

One such study was initiated by the Bureau of Police and Research and Development in 1995 entitled “Community Policing – Concept Application” This
study has been taken up by the Bureau as a sample basis. Alphons L. Earayil and James Vadackumchery in their book ‘Police and Society’ examined the society’s reaction to police performance and its appraisal of police work and observed that the police could not rise to the expectations of the society. Mohanan. K in his book ‘Crime, Community and Police’ found that the general public were not at all satisfied with the approach of the police towards them.

And also if we see the theoretical background Community policing was derived from the “Broken Windows” theory; which suggested that since a broken window is not against the law then it would be ignored by the “professional” police officer. However, it is an indicator of social disorganization, and therefore requires the attention of the community-orientated officer. Research by Michigan criminal justice academics and practitioners started being published as early as the 1980s. As a Professor of Criminal Justice, Bob Trajanowcz in the late 1990's influenced many future law enforcement leaders on how to implement elements of community policing. One experiment in Flint, Michigan, involved foot patrol officers be assigned to a specific geographic area to help reduce crime in hot spots. Many community-oriented police structures focus on assigning officers to a specific area called a “beat” and having those officers become familiar with the area or beat through a process of “beat profiling.” The officers are then taught how to design specific patrol strategies to deal with the types of crime those are experienced in that beat.

2.1. Theories of Community Policing

Community Policing has always been premised on theoretical construct, a number of theories have been advanced by scholars in an attempt to offer explanation in principle, and cover the way for a point of reference in academic discussion as well as point of departure towards implementation initiatives of community policing.

The theory which explains the philosophical bases of community based policing is the NORMATIVE SPONSORSHIP THEORY by Tiedke, (1975).

The theory posits that a significant number of people have goodwill and that co-operation becomes a necessary factor towards building harmonious community. It assumes that the community programme will be supported only if it is “within the limit of established standard” to all people. Trojanwicz and Dixton, (1974) simply
put, the police officials cannot achieve any positive transformation without the support of the public.

Other theory advanced specifically to explain community policing by Wilson and kellings is BROKEN WINDOWS THEORY, on the basis of this theory police officers and social psychologists tend to agree that if a window in a building is broken and is left un repaired, all the rest of the windows will soon be broken, the sign of one broken and un repaired window send an indication that nobody cares so without any deterrence another window can also be broken soon and nothing will happen.

According to Pollard in Braton (1998), Kellings and Wilson’s preposition is that the moment deliberate discourtesy such as drunkenness, begging, vandalism, disorderly behavior, graffiti, litter are not controlled, an atmosphere is created in which more serious crimes will be committed. Till today, any discussion on community policing always go hand in hand with the broken window theory. However, this does not signify that the broken windows theory represents the only framework for understanding community policing.

From a radically different dimension, Wong (2008) offered a different point of view called the SOCIAL RESOURCE THEORY that attempts to address three main prepositions,

1. What is the role and function of the police?
2. What is the relationship of police with the public? and
3. Why do the people call police?

The social resource theory re-conceived the idea of crime and policing from the angle of the angel of the people and not that of the state. From the peoples point of view, crime is a personal problem resulting from peoples unmet expectation, scarcity of the resources and police inefficiency. The police in effect are social resources which are supposed to solve the problems and issues of the general public. The ultimate purpose of community based policing is to ensure better, responsible and responsive, effective and efficient police service. The theory is of the people and by the people, a theory of democratic governance, empowerment, and a theory of self-help, Wong (2008).
The social resource theory begins from observing that crime represents illegally but only from the state point of view. However, for the people crime represents one of the experiences of life, the theory represents a radical shift in theorizing community policing because it completely gave people the power in effect and made the police influence a social resource, made visible by the state by choosing within the citizens to address societal ills, Wong (2008)

2.2. Models of Community Policing

Once we understand what role we want our police to fulfill in society we will be able to determine the type and model of policing that will be supported by a specific community. The following are three such models of community policing:

Crime Prevention and Peace Preservation Policing:

Lambert (1984) indicated that if the main task of the police is to prevent crimes and preserve the peace then the police must secure the active cooperation of the community. This model also includes the involvement of the community in monitoring and controlling police activities.

Communications Policing:

Ericson et al (1993:41) stated that "community policing is best understood as the policing of communications about risk and security in late modern society." They further argued that the police went through various stages and models in the past: Militarism (order maintenance); Legalism (law officers); Professionalism (public servants); and Communitarianism (community agents). In this last model police should be agents of consensus by making communities cooperative and bearers of a sense of tradition. This could be achieved through interaction with community members so that they can provide for their own security.

Community Building Policing:

Alderson (1979:239) proposed that police should take "social as opposed to legal action" as part of community policing. "Police will need to penetrate the community in all its aspects and develop personal relationships at beat level" (1979:194). Since communities are organic and changing, flexibility is needed. He felt that the police must help to build communities and that "some shape must be given to its obligations" (Alderson, 1979:194). Since a common good is important for a community, he
supported multi-agency involvement in his social engineering approach. Kelling and Stewart (1989:9) supported this and stated: "To respond appropriately police must view their role in neighborhoods as a means of re-establishing the neighboring relationships and strengthening the institutions that make a community competent and able to deal with its problems."

2.3. International Literatures

Couper (1983) adds the term “ambiguous goals.” Suggesting a lack of clarity or even some uncertainty. This in turn suggests what may naturally follow is a general lack of ability to understand or measure needs. It then stands to reason, with these factors in place we set up the ongoing and diminishing adaptability of police for change.

Most literature on the subject suggests that police are somewhat secretive. Whether this is by tradition or a well-evolved corporate mentality it probably works to their detriment. This secretive factor may become accelerated by the so-called “Police Personality” affirming ties to tradition with a disregard to change, especially change suggested from outside the agency. The results can, according to Couper, create major misunderstandings. It should be noted here that the change in question is that which is brought about by normal evolution of the service not the traumatic change brought about by an extraordinary event. Needless to say, this study has only scratched the surface of police complexity on the issue of change, as Couper (1983) notes:

Rating the police is further complicated by unrealistic expectations of what the police can do. Each citizen expects the police to meet many goals, according to his or her own value system and understanding of what the police can and should do. For instance one person may be satisfied only if an officer is sent out to take all crime reports, regardless of the seriousness or likelihood of solving the crime, while another person would be satisfied if some crime reports, such as those for auto theft, were taken over the telephone. Again some citizens may be satisfied only if police officers walk beat patrols, while others prefer the officers to ride around in cars. These expectations are often unrealistic and contradictory and the police cannot begin to satisfy all of them.

Uncertain objectives and unrealistic expectations cause people to rate police agencies in hazy and unspecific terms, largely because they cannot get accurate
information with which to judge agency performance. Because many agencies are shrouded in secrecy, there is no way to assess their procedures or how well their officers are performing. Nor can citizens know what the real 'products' of police agencies are: very little hard information is available about what officers actually do to maintain order and provide service-two of the three main functions of the police. The more extensive information on crime control can produce inaccuracy and distortion if citizens try to compare one jurisdiction's crime rates with those of another, because of the variations in social and economic conditions among communities.

Lacking the information they need to make rational judgments, people have to rate police on the basis of their own perceptions of what a police agency should do, and they tend to use crime, arrest, and clearance rates as measures of how the police are doing. Those measures, in turn, give rise to a number of myths about what makes a good police agency. (Couper D.C., 1983)

In most cases, whether previously held by individuals or imposed by cultural influence, the possibility of changing internalized beliefs, whether misconceived or otherwise, will not come easily. In fact, some police agencies may even have some difficulty defining who they are or what they are supposed to represent. As a group or as an individual, it may be easier to find self definition in Hollywood rather than the difficult standard of a constitutional ideal. Police should, within reason, be more transparent in their hiring practices, policies, procedures and even some training. To the more autonomous agencies whose mandate allows ethical, legal and moral issues to be judged internally, total secrecy may prove dangerous, especially when considering the magnetic characteristic of power and authority generally associated with police work.

Cole and Gertz (1998) take this even further stating - Sociopolitical changes in the United States have added to the tensions between the mandate of the police and their ability to fulfill it. In the past hundred years there have been massive shifts of population from rural areas to the cities. Criminal law has been called upon to serve a variety of purposes that are only tangentially related to law enforcement and order maintenance.
Affluence has brought the criminal justice system new problems—such as the ease of communication and the abundance of property. Police have been assigned the tasks of crime prevention, crime detection, and the apprehension of criminals. Because they have a monopoly on legal violence, they have a mandate that claims to include efficient, apolitical, and professional enforcement of the law. All this is to be accomplished within the bounds dictated by a democratic society that values due process of law.

The mandate given the police is indeed 'impossible.' This will be true so long as there are misunderstandings, on the part of the police and the public, about the nature of law enforcement work, the potential for success in controlling crime, and the role of law in a democratic society. (Cole and Gertz, 1998)

Certainly, American policing is more than heavily flavored with European influences. England, France, Spain and Holland are notably found as a testimony to the early colonization period of the United States. Some functions demand secrecy while all require integrity, specialized knowledge and high standards. Police are constantly under scrutiny but in some cases just outside of investigative scrutiny. This being implied, it is reasonable to suggest that complete citizen understanding of policing may in some cases be arguable. However, this researcher found that citizen respondents were generally eager to be involved and convey their beliefs during this study. Therefore, considering the variety of views from all quarters that seem to abound, and due to the very nature of community policing, this researcher strongly suggests that citizens' opinions are a key component when moving toward any new policing model. They may even provide valid solutions to some of the questions raised during past research, where their opinions were either not sought, or simply excluded.

Wilbur Miller (2000) American police forces, in the modern sense of patrols to prevent and detect crime and maintain general order, are products of the nineteenth century. Like their predecessors of colonial times -- constables, sheriffs, and night watchmen -- they were adaptations of English institutions to American social conditions and political ideology. Before the rise of large cities and mass immigration in the nineteenth century, policing relied heavily on community consensus and the willingness of citizens to assist in capturing criminals. Miller (2000), goes on after establishing the validity of the citizen to proceed into a more historical deliberation of
American policing and after comments on its Old World roots, reflected on police development in many cities including the important move into full-time policing in, Massachusetts and New York. New York: Boston adopted small daytime patrols in 1838 but did not consolidate day and night policing until the 1850s. New York's police, organized in 1845 after years of debate and political wrangling, combined day and night forces and were centrally directed. A large force walked regular beats, and they had the power to arrest without warrant -- features that reflected the London model. The new force was distinctly American, however, in that the men who served in it were originally appointed for limited terms by local politicians, did not wear uniforms until 1853, and began to carry revolvers by the end of the 1850s. Originally armed only with a club, policemen's use of revolvers developed informally without an official order or specialized training.

With evolution comes change and with change comes problems, and American Policing has had several that are considered noteworthy.

Supporting an historic perspective Monkkonen (1991) states- Major investigations of police malpractice came about every twenty years after the Lexow investigation—in the Progressive Era, during the 1930s (the Wickersham Commission), in individual cities in the early 1950s, and most notably in the mid-1960s with the President's Commission on the Causes of Violence.

Morrison C and Prof Conradie H (2001) The objectives of his research are the reasons for doing the survey. A social survey is a method used for obtaining large amounts of data from a large number of people in a relatively short time. This is usually done in a statistical form (McNeill 1992: 19) Surveys are done to describe, compare as well as predict knowledge, attitudes and behavior (Fink 1995:4). For the purposes of this study the descriptive method was used to describe the phenomenon of community policing in the Vaalrand. This study required a representative sample. The research procedures as stipulated for a descriptive study were followed. After the literature study was done, a questionnaire was drawn up. According to Sharp and Howard (1996: 145), questionnaires have became a common method of gathering information. The questionnaire consists mostly of 'closed' or structured questions and a few 'open' or unstructured questions.
Dwayne Love, (2002), in this research paper is on community policing and it addresses the positive effects that aggressive community policing will have on the relationship between the community and the Detroit Police Department. The Detroit Police Department has a new Police Chief in Jerry A. Oliver Sr., who is very adamant about instilling a community policing mentality within the Detroit Police Department. This paper has suggested different ways that the Detroit Police Department could utilize its manpower to be a more visible force within the community. This paper also weigh the pros and cons of community policing vs. traditional policing and illustrated the different types of patrol that the Detroit Police Department utilized in an effort to deter crime before crime is committed. This research paper also addresses the aspect of how important community policing is when aiding Police Officers in understanding the culture and values of the community it serves.

Lorle Fridell and Ann Wycoff (2004), It is quite appropriate that The Annie E. Casey Foundation and the Police Executive Research Forum (PERF) have come together to produce this book on the past, present, and future of community policing. The mission of The Annie E. Casey Foundation is to improve the lives of disadvantaged youth and their families—particularly those in distressed areas. PERF’s mission is to improve policing services to all individuals. These missions intersect at community policing, which brings police and communities together to solve neighborhood problems and improve the quality of life there. While there are many factors and entities at work that determine the welfare of America’s children and families, certainly community policing is a significant one. With this mutual concern for communities plagued by violence, disorder, and fear, we have joined forces to produce this book to demonstrate the importance of community policing and reflect on its development, current status, and prospects for the future.

Haynes J R, August (2006), The Police Assessment Resource Center (PARC) and the Institute of Justice researched mutual perceptions of police officers and residents about police service in Pasadena, California. It was one of the first published studies that contemporaneously surveyed a people's thoughts and opinions about its police department as well as the views of police officers about themselves and their relationship to the community. It is also one of the first to interrelate and compare the two sets of survey results. This study has wide suggestion for the Los Angeles region. Putting aside the Los Angeles Police Department and the LA County Sheriff's
Department, policing in Southern California has received inadequate scholarly attention.

Its results demonstrate, Pasadena residents and police officers, as a whole, have an unusually high degree of mutual regard, support, and trust. Much can be learned from this example successful community policing. It is nonetheless the case that African-American and Latino residents of Pasadena, although still remarkably supportive, differ in significant ways from the residents of Pasadena as a whole.

Chow H (Dec 2010), From a survey of 501 university students in a western Canadian city, this study examines the perceptions of the police among young adults and factors that contributed to the variation in their evaluations of the police. Results demonstrated that respondents held moderately positive attitudes toward the police. Multiple ordinary least squares regression analysis demonstrated that respondents who identified themselves as Protestant or Catholic, expressed satisfaction with their personal safety, experienced no property crime victimization, reported no violent crime victimization experience, expressed satisfaction with their last contact with the police, and reported not having been harassed by the police were found to be more satisfied with police performance, whereas respondents who were younger, identified themselves as Protestant or Catholic, reported not having been victimized by a violent crime, expressed satisfaction with their last contact with the police, and indicated not having been harassed or mistreated by the police were found to express a significantly higher level of satisfaction with police treatment of minorities.

Support for community policing in India and the US: an exploratory study among college students. While there is a growing body of studies on the people’s views of community policing, there have been a very few cross-national studies. In this paper the author compare and contrast students’ views on community policing from India and the USA. The data were from a survey from a total of 434 Indian and 484 US college students.

In findings it is said that punitive orientation had a significant effect on attitudes toward community policing, but was related to an increase in the support in India and reduction of support in the USA. It is also shown among the Indian respondents, concern for crime and support for aggressive policing had positive associations with support for community policing, and police involvement in the
community had a negative association. And among the US respondents, age, educational level, and perceptions of police effectiveness had positive associations with support for community policing, and holding a punitive orientation had a negative association.
2.4. Indian Literatures

Community policing offers an attractive alternative, particulars alluring to Indian society, as the cardinal principles of the new philosophy are consultation, conciliation, participation and consensus which are in congruence with the Indian heritage of Panchayat which was lost due to many reasons, the principal one being colonial intervention. In the days when the village community was the centre of the nation’s life, the informal controls of society were operated through this mechanism of consulting but in course of item were replaced by centralized formal control based on coercion.

S.K. Ghosh and K.F. Rustomji in their collection of articles covering nearly all aspects of policing in India and written by eminent professionals. Community policing and citizens participation in law enforcement figure in the volumes. There is a full chapter on crime prevention and citizens participation. Crime prevention through environment redesigning of urban areas is also covered. From the articles it becomes clear that urban development authorities are quite conscious of crime problems and they adopt anti crime measures at the planning and construction stage of which community involvement is a vital part.

R.K. Raghwan in his book “Indian Police” traces the history of Indian police from the days of Manu to its modern day. Ancient literature including, Arthasastra (300BC) talks of spies to keep the ruler informed of criminals. The work of rudimentary policing had subsequently been left to the local, Zamidars who relied on the village kotwal. Thus it continued to be a highly dispersed activity till the arrival of British. Despite introducing the institutional policing around 1860 and its constant upgradation after independence, the author Shri. R K Raghwan, in a survey conducted in Tamilnadu found that citizens do not think of the department as having a good image. 66% respondents felt that the department was not responsive to the needs of the common man. The author has given various reasons for the same e.g. increase in population and crime, caste and related prejudices that the changing Indian society is facing, prejudiced political class etc. However lack of trust that citizens have in police, is a serious issue and visible all over the country.

It discusses lack of equilibrium between police and community. It also deals with micro and macro level issues of urban crime. Organized crime, delay in trials and existing maladies in the criminal justice system, the author feels has made citizens lose faith in the rule of law. New kinds of violence to traced to urban industrial growth. The book also covers people’s involvement in police functions as the basic feature of good police public relationship. It recommends that police should as far as possible shed its veil of secrecy and share information with citizens.

“Police in Democratic Societies” by Shri. Shankar Sen (2000), is a collection of articles dealing with police by the writer that appeared in different dailies.

Being a senior police officer and having had first-hand experience of field realities as well as of top leadership, he strongly recommends community policing in the chapter ‘Re-examination of the Police Role in Crime Prevention’. The author talks of the need to decentralize the authority to field officers and inculcate the attitude of problem solving. Citing the example of countries abroad successfully taking help of citizens, he states “Mobilization of the community can be one of the practical means of augmenting the crime focused resources of the police”. He admits that as police in India does not enjoy the faith of people it shall take some time for their associating themselves with community policing initiatives. Rest of the book deals with other subjects relating to law enforcement including training where again Shanakar Sen mentions “without support of the community police cannot function properly. For effective crime prevention and order maintenance, support of the community is a sine qua non”

People Friendly Cities, Explorations in Indian Urban Governance, by Ramanath Jha and Nasrin Siddiqui Published by UNISEF (2000) traces the history of urbanization in India and gives a vivid picture of urban poverty, failing infrastructure and slums but does not cover its impact on urban crime.

Selected Papers on “Community Policing”, presented in XXXIII All India Police Science Congress, Ranchi, (2001). Jharkhand Police and Bureau of Police Research and Development Papers from officers of different states refer to various
projects undertaken by them for Police-Citizens collaboration, from holding “Lok Adalats” to handling women related issues, Mohala Committees etc. This shows police leadership’s commitment about community policing as most of the papers are by senior police officers. However none of the projects discussed in the papers had been studied after its implementation over a long duration of five or more years. They are mainly officer centric projects which most of the times fail to institutionalize and fade away once the officer is transferred out. ‘Mohala Committees’ as mentioned in his paper by Suresh Khopade is one of the exceptions that has been accepted by Maharashtra Police and has been replicated in most of the places in the state. ‘Friends of Police’ in Tamilnadu is also being replicated in the state while most other projects have been individual contribution of officers. The papers as reproduced by the Bureau dealt more with the process of community policing and do not provide hard data evaluating their usefulness for crime prevention/detection or order related issues.

A Model For community policing, by Bureau of Police Research and Development, Ministry of Home affairs, Government of India, (2002-03). It followed the Ranchi All India Police Science Congress. After studying different patterns of community policing in foreign countries, a model was drawn for India followed by two workshops for discussion and validation of the model. The model as prepared by Bureau of Police Research and Development, lays emphasis on following five features

1) Strengthening the Beat System
2) Creating a structure for formal consultation with the community
3) Creating community policing resource Centers
4) Integrating the above with existing police structures
5) Partnership and problem solving.

Police and People, Role and Responsibilities by Dr Dalbir Bharati, APH Publishing Corporation, New Delhi, (2006). The author a serving police officer has traced the evolution of police in the initial chapters of the book along with its functions/powers/obligations. The theme of the book is that citizens associating with police shall prevent crime as well as law and order issues. The author has devoted a full chapter on rights and duties of people as per law. In the last chapter he has discussed community policing initiatives of India and abroad. He has also compiled
four case studies showing how timely help from citizens helped police in Mumbai, Nagpur, Aurangabad (Maharashtra) and in Bhadurgarh, (Haryana).

Mishra.V(2011), In this book Veerendra Mishra tried to understand the Philosophy and Concept of the Community Policing and said Police, Politician, Press and Public are the active elements of Community Policing. He made an attempt to understand the cause and effect of Community Policing, various variables which are deterrent to an effective participation of the people in police activities have been explored. And examined the recent developments in major policing experiments dubbed as community policing and also found out the management gap in participative policing. And lastly he also explained some case studies around the world which practiced different models of community policing.

2.5. The two core components of Community Policing

A) Community Partnership

Community Partnership is the first component of the Community Policing and its central goal is establishing, developing and go on with the mutual trust between police and public. In the fight against serious crimes, police will have support from the community members to come forth with relevant information. Here police recognize the need for cooperation with the community. And also police will speak to neighborhood groups, participate in business ventures and civic events, work with social agencies, and take part in educational and recreational activities for school / college children. Variety of intervention services are provided by special units. The cooperative efforts of the community policing differs from the actions of the policing and efforts taken place previously. The important difference in community policing is that, the police has become a fundamental part of the community culture, and the community assists in defining future priorities and in allocating resources. The difference is substantial and encompasses basic goals and commitments. Community partnership means adopting a policing perspective that exceeds the standard law enforcement emphasis. This broadened outlook recognizes the value of activities that contribute to the orderliness and well-being of a neighborhood. These activities could include: helping accident or crime victims, providing emergency medical services, helping resolve domestic and neighborhood conflicts (e.g., family violence, landlord-tenant disputes, or racial harassment), working with residents and local businesses to
improve neighborhood conditions, controlling automobile and pedestrian traffic, providing emergency social services and referrals to those at risk (e.g., adolescent runaways, the homeless, the intoxicated, and the mentally ill), protecting the exercise of constitutional rights (e.g., guaranteeing a person’s right to speak, protecting lawful assemblies from disruption), and providing a model of citizenship (helpfulness, respect for others, honesty, and fairness).

These services help develop trust between the police and the community. This trust will enable the police to gain greater access to valuable information from the community that could lead to the solution and prevention of crimes, will engender support for needed crime-control measures, and will provide an opportunity for officers to establish a working relationship with the community. The entire police organization must be involved in enlisting the cooperation of community members in promoting safety and security. Building trust will not happen overnight; it will require ongoing effort. But trust must be achieved before police can assess the needs of the community and construct the close ties that will engender community support. In turn, this cooperative relationship will deepen the bonds of trust.

To build this trust for an effective community partnership police must treat people with respect and sensitivity. The use of unnecessary force and arrogance, aloofness, or rudeness at any level of the agency will dampen the willingness of community members to ally themselves with the police. The effective mobilization of community support requires different approaches in different communities. Establishing trust and obtaining cooperation are often easier in middle-class and affluent communities than in poorer communities, where mistrust of police may have a long history. Building bonds in some neighborhoods may involve supporting basic social institutions (e.g., families, churches, schools) that have been weakened by pervasive crime or disorder. The establishment of feasible communities is necessary if lasting alliances that nurture cooperative efforts are to be sustained.

Under community policing, the police become both catalysts and facilitators in the development of these communities. Community policing expands police efforts to prevent and control crime. The community is no longer viewed by police as a passive presence or a source of limited information, but as a partner in this effort. Community concerns with crime and disorder thus become the target of efforts by the police and the community working in tandem. The close alliance forged with the community
should not be limited to an isolated incident or series of incidents, nor confined to a specific time frame. The partnership between the police and the community must be enduring and balanced. It must break down the old concepts of professional versus civilian, expert versus novice, and authority figure versus subordinate. The police and the community must be collaborators in the quest to encourage and preserve peace and prosperity. The more conspicuous police presence of the long-term patrol officer in itself may encourage community response. But it is not sufficient. The entire police organization must vigorously enlist the cooperation of community residents in pursuing the goals of deterring crime and preserving order. Police personnel on every level must join in building a broad rapport with community members. For the patrol officer, police/community partnership entails talking to local business owners to help identify their problems and concerns, visiting residents in their homes to offer advice on security, and helping to organize and support neighborhood watch groups and regular community meetings. For example, the patrol officer will canvass the neighborhood for information about a string of burglaries and then revisit those residents to inform them when the burglar is caught. The chief police executive will explain and discuss controversial police tactics so that community members understand the necessity of these tactics for public and officer safety. The department management will consult community members about gang suppression tactics, and every level of the department will actively solicit the concerns and suggestions of community groups, residents, leaders, and local government officials. In this police/community partnership, providing critical social services will be acknowledged as being inextricably linked to deterring crime and problem solving will become a cooperative effort.

**B) Problem Solving**

Problem solving is a huge expression that implies not only elimination and prevention of crime but it actually does more than that. Problem solving is based on the assumption that “crime and disorder can be reduced in small geographical areas by carefully studying the characteristics of problems in the area, and then applying the appropriate resources, and on the assumption that “Individuals make choices bases on the opportunities presented by the immediate physical and social characteristics of an area”. By manipulating these factors, people will be less inclined to act in an offensive manner.
The theory behind problem solving process is explained in a simple manner. Underlying conditions create problems, these conditions might include the characteristics of the people involved (potential victims, offenders, and others) the social setting in which these people interact, the physical environments, and the way the public deals with these conditions. More incidents are generated by the problems created by these conditions. The incidents, while stemming from a common source, may appear to be different. For example, social and physical conditions in a deteriorated apartment complex may generate burglaries, acts of vandalism, intimidation of pedestrians by rowdy teenagers, and other incidents. These incidents, some of which come to police attention, are symptoms of the problems. The incidents will continue so long as that creates them persists. As the police identifies the effectiveness of the problem-solving approach, there is a growing awareness that community involvement is essential for its success. Determining the underlying causes of crime depends, to a great extent, on an in-depth knowledge of community. Therefore, community participation in identifying and setting priorities will contribute to effective problem-solving efforts by the community and the police. Trust can be reinforced by cooperative problem solving, facilities the exchange of information, and leads to the identification of other areas that could benefit from the mutual attention of the police and the community. The problem-solving process, like community partnership, is self-renewing. For this process to operate effectively the police need to devote attention to and recognize the validity of community concerns. Neighborhood groups and the police will not always agree on which specific problems deserve attention first. Police may regard robberies as the biggest problem in a particular community, while residents may find derelicts who sleep in doorways, break bottles on sidewalks, and pick through garbage cans to be the number one problem. Under community policing, the problem with derelicts should also receive early attention from the police with the assistance of other government agencies and community members.

The nature of community problems will vary widely and will often involve multiple incidents that are related by factors including geography, time, victim or perpetrator group, and environment. Problems can affect a small area of a community, an entire community, or many communities. Community problems might include the following:
• An unusually high number of burglaries in an apartment complex that are creating great anxiety and fear among residents.

• Panhandling that creates fear in a business district.

• Prostitutes in local parks or on heavily traveled streets.

• Disorderly youth who regularly assemble in the parking lot of a convenience store.

• An individual who persistently harasses and provokes community members.

• In community policing, the problem-solving process is dependent on input from both the police and the community. Problem solving can involve:

  • Eliminating the problem entirely. This type of solution is usually limited to disorder problems. Examples include eliminating traffic congestion by erecting traffic control signs, and destroying or rehabilitating abandoned buildings that can provide an atmosphere conducive to crime.

  • Reducing the number of the occurrences of the problem. Drug-dealing and the accompanying problems of robbery and gang violence will be decreased if the police and community work together to set up drug counseling and rehabilitation centers. Longer range solutions might include intensifying drug education in schools, churches, and hospitals.

  • Reducing the degree of injury per incident. For example, police can teach store clerks how to act during a robbery in order to avoid injury or death and can advise women in the community on ways to minimize the chances of being killed or seriously injured if attacked.

  • Improving problem handling. Police should always make an effort to treat people humanely, (e.g., show sensitivity in dealing with rape victims and seek ways to ease their trauma, or increase effectiveness in handling runaway juveniles, drug addicts, drunk drivers, etc., by working with other agencies more closely).

  • Manipulating environmental factors to discourage criminal behavior. This can include collaborative efforts to add better lighting, remove overgrown weeds and trim shrubbery, and seal off vacant apartment buildings.
THE INDIAN CONTEXT

India, unlike the USA has a long chronological tradition dating back to more than 3000 years, in active community participation in self regulation and decision making in the form of Panchayats which are an essential part of village life. The process of consultation and consensus is central to the Panchayat ethos and work. The tradition was vibrant ad alive as long as village communities were intact, homogenous and more or less autonomous. There was serious erosion in the traditions of community life in the village, after the British colonial administration introduced a highly centralized pattern of administration, induced partly by self interest in retaining a tight leash on revenue collection and enforcement, and partly by crippling abuses that carpet into the Panchayat by exploitation of people on the basis of caste ad other feudalistic practices. The decline of the values of the Panchayat was bound to have a deleterious influence on the village policing system which was a central part of it. The replacement of the village police system, based on the village Patel, and the village Chowkidar, by various models of rural policing experimented by the British finally led to the adoption in 1861 of the semi military pattern developed in Sind by Sir Charles Napier who organized a police force successfully in that province which did not have a tradition of village police like the rest of India. While organizing a new police force, the British were led not by any considerations of the well being of the natives, but an overwhelming anxiety to keep the native population under strict control to serve the interests of the colonial administration. The traditional concept of consultation and consensus was therefore, for these from the considerations that led to the setting up of a police force.

So the Indian police, set up by the Police Act of 1861, inherited a fractured legacy, an irreversible and forced break from the old traditions and the compulsions of a colonial master to enforce the law in total submission to the wishes of the executive authority. No wonder, then, that the isolation from the public was ingrained in the very philosophy behind police organisation in the country and the chasm has only widened due to a combination of historical reasons leading to a cult of violence in society, followed by unceasingly severer forms of enforcement. Unlike the in the USA where the debate centered on "Efficient" policing represented by professionalization, and effective policing reflected in the communities acceptance and approbation, the India society feels saddled police organisation which is
hopelessly inefficient, and does not even contemplate effectiveness as desirable virtue. But disillusionment, with the police as an agency of democratic governance is perhaps common to the public perception of the police, in both countries, though not in the same degree.

**Understand how POP relates to other policing concepts**

Whether by design or default, all police agencies are guided by operational and organizational strategies. Modern police management literature offers a police executive a wide variety of organizational and operational strategies and philosophies from which to choose. Some are compatible and mutually reinforcing and others are incompatible or conflicting. Some are broad, general statements about how police should conceive and approach their work; others are more specific prescriptions for how police can control crime more effectively.

Unlike most other policing strategies and philosophies, POP addresses how police should conceive their function and approach their work and offers a specific mechanism for doing so. Accordingly, it should not be seen as an alternative to many of these other approaches but rather an overarching approach that leaves room for their incorporation.

**POP has been succinctly summarized by Herman Goldstein as follows:**

“Problem-oriented Policing is an attempt to policing in which consists of a cluster of similar incidents, weather crime or acts of disorder, that the police are expected to handle, are subjected to microscopic examination in hopes that what is newly learned about each problem will lead to discovering a new and more effective strategy for dealing with it. Problem – Oriented Policing gives a very important place to preventive policy, the basic nature of the Problem oriented policing is to deal with all the issues in the society in a preventive manner, which are not too much depended on the use of criminal justice system, which engage other public agencies in prevention of crimes and decrease social evils, and also takes help from the private sectors when their participation has the potential for significantly contributing to the reduction of the problem. Problem oriented policing carries a commitment to innovating and implementing new tactics to overcome issues, meticulously evaluating its effectiveness and consequently reporting the results in ways that will benefit other police officials and law enforcement agencies and that will ultimately contribute to
building a body of knowledge that supports the further professionalization of the police.”

The following modern policing strategies and philosophies are widely considered to be compatible with POP in one or more ways:

- **Community Policing**

  Community Policing is a policy that promotes organizational strategies, it supports the use of partnership and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder and fear of crime.

- **Intelligence-led Policing**

  Intelligence-led policing is a model and managerial philosophy where data analysis and crime intelligence are essential to an objective, decision-making framework that facilitates crime and problem reduction, disruption and prevention through strategic management and effective enforcement strategies that target prolific and serious offenders.

- **Broken Windows Policing**

  “Broken windows policing refers to a police emphasis on disorderly behavior and minor offenses which left untended is a sign that nobody cares and leads to fear of crime, more serious crime and, ultimately, urban decay.”

- **Hot Spots Policing**

  Hot spots policing directs police action—including, but not limited to, intensive police patrols—to those small geographic areas that historically have given rise to a high volume of calls for police service and crime incidents.

- **Evidence-based Policing**

  Evidence-based policing asserts simply that “police practices should be based on scientific evidence about what works best.” Like POP, it does not precisely state how police should address problems, but rather is an approach for determining those matters.
➢ **Reassurance Policing**

Reassurance policing, a term more familiar in the United Kingdom, focuses on reducing the causes of public insecurity, namely by addressing so-called signal crimes, which are mainly low-level nuisance and disorder offenses. It explicitly incorporates problem-solving methods and has obvious parallels to broken windows policing and community policing.

Even these brief descriptions should illustrate that POP encompasses many prominent features of these other approaches. It promotes community engagement; analysis of crime trends and patterns; attention to low-level disorder and fear; a preference for responses that are proven effective; a focus on hot spots, repeat offenders and repeat victims; line employees’ participation in management decisions; and sometimes strict law enforcement, all to the extent that these features lead to more effective and fair responses to problems.

➢ **The Professional Policing Model**

In addition to these modern strategies, the dominant policing strategy of the mid-20th century—the professional model or traditional policing—persists as a strategic option. Some of its best features, including rapid response to emergencies, fair and efficient handling of incidents, and thorough investigation of serious crimes, remain intact under POP. However, some of its features, such as its emphasis on random, preventive patrol; reactive, deterrence-based tactics; and strict command and control management are less compatible with POP.

Police scholars and practitioners alike debate the relative merits of these strategies and how they relate to one another. Read enough about these strategies to understand their core elements and how they are similar to and different from one another and the problem-oriented approach.

Feeling frustrated by the proliferation of policing and management strategies is understandable. It’s hard enough for those who can devote all their time to such matters to stay on top of these strategies, let alone for a police executive who must devote most of his or her time to administering the agency on a daily basis.

POP is one of the few truly comprehensive strategies. It is not just an operational tactic or management technique; it has implications for the whole of policing. It is firmly rooted in an understanding of the complexities and challenges of
daily policing in open and democratic societies. Its pragmatic orientation, valuing of line-level knowledge and experience, and focus on effectiveness all seem to resonate well with line officers and field commanders.

Choosing and committing to POP avoids feeding the skepticism, or cynicism that creeps into police organizations when employees sense that management is just bouncing from one strategic innovation to another. Adopting a coherent long-term strategy helps guard against what some have dubbed “innovation fatigue” in police agencies.