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## Community Policing: An Innovative Approach for Effective Law Enforcement

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### Abstract

*This research is an attempt to understand community policing as an innovative approach to encourage police-community interaction for crime reduction and implementation of law and order. It identifies key gaps in policing and provides strategies to reinforce community policing guidelines and initiatives for crime prevention. This is an endeavor to understand community policing and considers the mandate, design, features, and functions by profiling initiatives laid out by the authorities. It also sheds light on the importance of citizen-police affiliation assisting law enforcers to enhance their capacity for identification, recognition, and acknowledgment of prevalent community issues through positive non-enforcement. Most importantly, strategies to reestablish communication and trust between communities and law enforcement agencies through proactive engagement and community-oriented programs have been discussed. Lastly, this article has also examined government introduced legal frameworks and recommendations to enhance community-police engagement to ensure improvement in policing.*

**Keywords:** Collaboration, Community Policing (CP), Community Policing Committee (CPC), Crime, Interaction, Public, Police, Safety, Violations

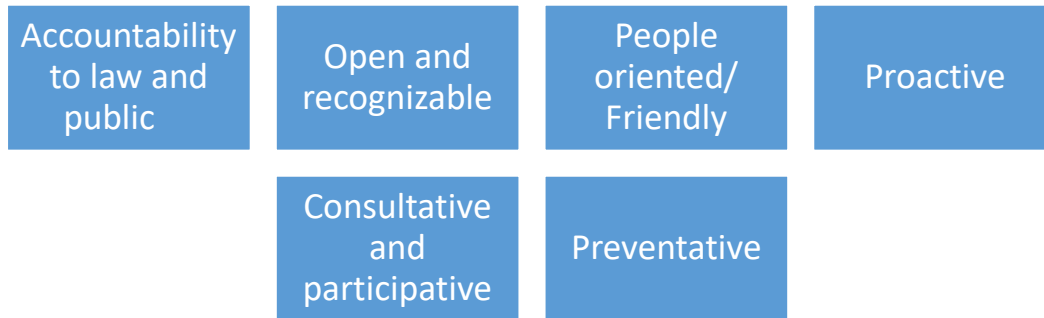
### Community Policing – A Promising Approach

Community policing is a philosophy that emphasizes police-community interactions, relations, and links. Through this organizational strategy, the advocates of community policing proactively promote interaction and engagement of local communities and citizens in alliance with the law enforcement agencies for a safer community. Community policing is all about problem-solving tactics through practical participation of not only the officers but citizens as well (Stewart, 2007).

Community policing, as a strategy, solve crime-infested communities, manage the disorder, and improve life quality by welcoming more people to exchange their views, participate and provide support to the enforcers. This concept advocates that community problems can be addressed and disentangled if the public and police work together with pioneering ways to narrow down the focus

on crimes infused incidents. Community policing also specializes to settle issues relating to drugs, arms, human trafficking, and organized crime (Philosophy and principles of community based policing, 2006).

Community policing is all about consent and compliance. It entails the following features:



Community-based policing is often contradicted with being soft on crime because of its nonconventional and modern attributes. It is a nontraditional way of policing which can be misperceived as being non-preventative and less proactive thus failing to keep the community safe. It is, however, a resilient approach because it increases public expectations from the police. It aims to mobilize law adherents to find criminals and delinquents by performing together using resources, personnel, ideas, notions, duties, and solutions. Lastly, it is intelligence oriented, so convicts are seized by obtaining evidence provided by the citizens.

### History of Community Policing

The concept of community policing can be traced back to the 19th century. Since its inception, the principal function was to initiate police interaction and engagement with the communities to build trustworthy attachments between its adherents and law enforcement. Historically, community policing has maneuvered safety engagement consisting of police officers patrolling and guarding through the neighborhoods as part of their duties. This has formed the basis of a modern approach towards patrolling, evolving the departments to incorporate social media and other community engagement platforms to reveal pertinent local information among the community. This approach is useful and safe for cities that need to combat violence, secure communities against drugs and other felonious goings-on (Community Policing).

The history of community policing can be trailed back to Sir Robert Peel's principles of Law Enforcement (1829). He introduced 9 principles of policing. Most important of the nine principles, in the purview of community policing is the 7th principle that states that:

*“To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence (Law Enforcement Active Parternship).”*

### Pillars of Community Policing

For stable communities, law enforcement serves on democratic principles and pillars, establishing the integrity of the criminal justice system (Infographics: the 4 pillars of community policing, 2021).

(Community Policing Defined, 2014)

#### Community Partnership

- Mutual cooperation and collaborative associations between communities and agencies for trust enhancement

#### Organizational Transformation

- For proactive solutions, realignment in terms of hierarchy, management, structure, personnel, and information domain.

#### Problem Solving

- Constant engagement and collaboration leading to problem recognition and solution seeking

### Components of Traditional Policing - Criminal Justice System:

There are 03 basic components of the Criminal Justice System (CJS); Law Enforcement, Court System and Correction System.

#### Law Enforcement

There are 15 Police Departments and 1,970 Police Stations in Pakistan. The total workforce is 450,000 Personnel and approximately 8 ½ - 9 Lac FIRs are registered every year. The number of FIRs can swell to 2 million if every felony is registered/reported.

Following is the crime data of 2020:

1. Murder	–	8,490
2. Zina/Gang Rape	–	4,888
3. Kidnapping	–	19,531
4. Dacoity/Robbery	–	37,710
5. Theft/Snatching	–	113,009

#### Court System

There are 3,070 against the sanctioned 4100 judges of providing justice in 2,950 Operational Courts. However, there is a shortfall of 25.5 % resulting in 1,826,651 Pending cases (1.8 million Approx.)

#### Corrections System

There are 116 prisons in Pakistan, with an authorized capacity of 55,550 inmates. However, these prisons are 52% over the capacity with an actual figure of 83,701. Ironically, out of these 83,701 inmates, 55,907 are under trial prisoners. That is 66% of the total jail population.

### Traditional Policing vs Community Policing

Traditional Policing	Community Policing
Reactive	Proactive
Incident driven	Problem-solution approach
Police work as an institute alone	Police and the public collaborate
Less interaction with the public	Public oriented
Focus on internal resources	Make use of community resources for general well being
Information comes from the institution within	Information is attained through multiple community sources
Hierarchical structure/command and control	Decentralized with equal autonomy
Passive	Highly active/citizen patrol initiatives

### Need for Community Policing in Pakistan

The law and order in Pakistan are turbulent even with 624,399 police personnel (give source of total number of police). According to the National Crime Data, the crime against people and property is surging which increases the need for modification in terms of the main objective. Because of its highly stigmatized status with a lack of public credibility, the police in Pakistan needs to work on its legitimacy by shaping a strong relationship. The only way to restore the

imbalance power alliance and to increase public-police trust is to perform policing through cooperation and not coercion.

The police in Pakistan have been isolated from the public which has resulted in decreased participation of citizen making it devoid of credibility and partnership. Without a two-way approach and a friendly flow of relationships, the information dissemination between two poles will further deteriorate if necessary, actions are not taken. Because of this, the police need to work on community policing as their primary philosophy along with well laid out organizational strategy. Police need to come out of their traditional way of policing and interact with their people to make the association robust and trustworthy to maintain their legitimacy (Saeed, 2014).

Pakistan can reinforce principles of CP by ensuring “The *SARA Model (Scanning, Analysis, Response, and Assessment)*” of Crime Problem Solving is a modern proactive community policing approach that focuses on scanning problems, analysis of the problems, the response of the police and community, and assessment of the response.

### Benefits of Community Policing

### Limitations of Traditional Policing

Operational on collective funds	Resource hungry
Benefits traditional policing	Dulls initiative due to centralization
Removes mistrust and suspicion	Blanket policies are made by experts
Police-public share credit and discredit	Efficiency measured by statistics
Confidence and resilience for police in the community	Stigmatized and no public credibility
Information based on facts instead of hearsays	Creates a ‘force’ and not a ‘service’
Promotes public responsibility	The us vs them environment
Supports democratic principles	Underreporting
Towards a less violent society	Not reporting
Speedy dispute resolution	Not recording
Police-public cooperation	Insufficient investigation funds for police
Peaceful cohabitation among diverse communities	Difficult to convince a witness to appear in court
Reduction in excessive arrests and hearings	Burking
Diminishing the need for use of physical force by the police	

Note: Saeed, Sarmad. Community Policing. 21-24 November 2011

### **Legal Frameworks on Community Policing**

Pakistan, following the trails of Japan and Bangladesh's community police model, rolled out initiatives for community strengthening. In 2002, numerous community centers were created focusing on citizens' engagement with police by establishing committees to reinforce the approach in Rahim Yar Khan. Consequently, crime was reduced by 50% in the district. Moreover, Community Policing Centres (CPCs) in Capital Police Islamabad and later in Sindh were made. Community policing centers were shifted to Madadgar, 15 of which are still operational exist. Another effort in Khyber Pakhtunkhwa about CP can be seen, 37 Community Policing Forums (CPFs) in different districts of the province established (Community Policing in Pakistan, 2020).

### **Police Legislation: Police Order 2002:**

- i. Democratic policing, autonomy by regulating political inventions, a strong pillar of accountability, and guarantee of human rights
- ii. District Public Safety Commission under Art. 37 comprising half of its members from Zila Council and half independent members from civil society
- iii. The District Public Safety Commission has been assigned an important role related to community policing under Art. 44
- iv. Capital City District Public Safety Commission established under Article 49 having similar composition and functions in respect of Capital City to that of District Public Safety Commission and community policing role under Art 56 (The Police Order 2002).
- v. Islamabad Public Safety Commission under Art. 61 comprising 6 MNAs and 6 independent members from the civil society for community policing role under Art 68
- vi. Provincial Public Safety Commission under Art. 73 comprising 6 MPAs and 6 independent members for community policing role under Art 80
- vii. National Public Safety Commission under Art. 85 comprising 6 MNAs and 6 members from Civil Society
- viii. Public Safety Commission has an important role in recommending a panel of officers for posting as PPO, CCPO, and head of federal law enforcement Agencies under Art 11 and other community policing roles under Art. 92
- ix. Establishment of Citizen Police Liaison Committees under article 168, for:
  - x. Training and capacity building of Public Safety Commission;
  - xi. The developing mechanism for liaison between aggrieved citizens and police for providing relief; and
  - xii. Assistance to Public Safety Commissions, Police Complaints Authority, and the police for the expeditious and judicious discharge of their duties (Saeed, 2014).

### **Police Accountability under the Police Order**

The revamped version of the Police Order 2002 tried to amend laws forcing police officers to be answerable to the public representatives. This model was aimed to be a service-oriented and public-friendly body to assist the public and not coerce them. This gave birth to the institution of

Public Safety and Police Complaints Commission to include representatives at district, provincial and national levels.

The different hierarchical structure of this body was established to be responsible to public bodies and organizations. Citizens consequently have been given a significant role in police affairs focusing on the formulation of the *Citizen Police Liaison Committee* to enhance trust and reliability between these two bodies. Primarily, it intends to respond to the citizen's needs through a people-friendly approach (Salient Features of Police Order 2002).

### **The Khyber Pakhtunkhwa Police Act 2017**

- i. Establishment of Provincial, Capital City District and District Public Safety Commissions (S.48, S.51 & S.53)
- ii. Establishment of Public Liaison Committees (PLC's) where more than 70% were members of the village and others from councils (Bahadar, Nyborg, Dawar, & Maqsood, 2019)
- iii. Increased women participation under this act, where women were heard and their concerns were raised
- iv. Constitution of Dispute Resolution Council in 2014 under section 73 for out-of-court amicable settlement of petty nature cases (Bahadar, Nyborg, Dawar, & Maqsood, 2019)
- v. DRC consisted of 21 members including lawyers, educationists, retired civil servants, and other community members.
- vi. District level DRC involved reconciliation efforts with the victim, offender, and elders of the community.

### **Sindh Police Act, 2019**

- i. Establishment of District Public Safety and Police Complaints Commission (S.37)
- ii. Provincial Public Safety and Police Complaints Commission for police oversight and public complaint redressal (S.73) (Sindh Act no XI, 2019)
- iii. Establishment of Citizen Police Liaison Committees (S.168)

### **Public Responsibility**

Police Rules XX1.1 state that

*“...the public order depends essentially upon the responsibility of every member of the community within the law to prevent offenses and to arrest offenders. The magisterial and police organization is set up to enforce, control and assist this general responsibility” (Punjab Police Rules).*

### **Initiatives of Community Policing:**

#### **Community Policing Committee (CPC)**

#### **Fundamentals**

- Ten to thirty associates
- Operational under Coordinator and Deputy Coordinator

- Vital notes are documented
- Standard registers are maintained
- Union Council, Tehsil and District Committees
- Police officers perform at Union Council and Tehsil level
- Official gatherings are summoned by the Coordinators.

### **Philosophy**

- Recognition and troubleshooting issues
- Guiding and directing the authorities on challenges
- Promotion of dispute resolution/arbitration
- Organizing neighborhood watch and security protocols
- Enforcing moral principles and discouraging interventions
- Welcoming local police if coercion is required
- Providing reports about offenders
- Organizing awareness discussions and programs
- Education citizens
- Facilitating police during sensitive occasions like Muharram & Elections

### **Selection Criteria to partake in CPC**

- Apolitical
- Of non-controversial character
- Clear of all criminal convictions
- Reputation of excellence
- Community representation
- Dedicated to community service

### **Personalities of Community Police Officer**

- Superior in moral, intellectual, and financial values
- Problem-solving through creativity and resourcefulness
- Taking initiatives and acting independently
- Sensitive to socio-cultural values of community
- Policing based on intelligence and knowledge
- Sincere and dedicated
- Pleasant, sociable, easy-going, open-minded, intuitive
- Well versed in communication skills

### **Criteria for Special Police Officer:**

- Responsible citizen
- Clean criminal record
- Impeccable reputation
- Non-controversial



- Volunteers only

### Powers of Special Police Officers

Sec. 29 of Police Order 2002 defines the

- Head of District Police may appoint SPOs.
- Have the same powers and immunities and be liable to the same duties and responsibilities and be subject to the same authorities as a regular police officer.

### Other Initiatives

- Citizen Police Liaison Committee (CPLC)
- Community Policing Centers – Karachi & Islamabad
- Citizen Police Coordination Committees (CPCC) – Islamabad
- Community Policing Initiatives in Traffic & Motorway Police

Mashwara – Motorway Humsafar App (Feedback from Community for better service delivery)

- Women & Child Protection Centers
- Neighborhood Watch Programs
- Peace/ Masalihati/ Intelligence committees
- Smart Phone Apps
  - Pakistan Citizen Portal – PMDU
  - Woman Safety App – Punjab Police
  - Motorway Humsafar App – NHMP
  - City Islamabad – ICT
  - Baytee – NITB
- Public-Private Partnership
- Provision of safety gadgets
- First Aid Boxes
  - Road Safety Theme Walls at Schools/Colleges/Universities
  - Road Safety Messages through social media.

### Additional Programs

<b>Citizen Police Liaison Committee Sindh</b>	The initiative of then-Governor Sindh Fakhruddin Ebrahim whose objective was to build a platform supporting policing objectives.
<b>Citizen Police Liaison Committee Faisalabad</b>	Faisalabad based formation to support policing initiatives

<b>Other Citizen Police Liaison Committees Across Pakistan</b>	Other public-policy initiatives across major cities of Lahore, Peshawar, and Sargodha
<b>Community Policing Institutions and Centers</b>	Public oriented policing centers in 2011, Karachi, and likewise platforms in Islamabad later on
<b>Citizen Police Coordination Committee</b>	Substructure and objectives of committees in Islamabad
<b>Community Policing Initiatives in Traffic Department</b>	Initiatives by the traffic police across Pakistan to advocate, consult and evaluate partnership and collaboration
<b>Community Policing Initiatives in District Sheikhpura</b>	Establishment of 60 community centers in the district.
<b>Union Council of District Khanewal</b>	Policing at the union council level was later approved by personnel in Multan for reconciliation and collaboration,

### **Challenges of Community Policing:**

#### **Police Officers Perception of CP:**

- Consider it as authority diminution
- See crime control as police job
- Citizens taking police trust for granted
- Police officers are too busy to respond
- New mode of policing will be unsuccessful
- CP as philosophy likely to annoy political hierarchy

#### **Politicians Perception of CP:**

- Consider CP as undermining their authority (Saeed M. B., Community Policing and its associated problems in Pakistan, 2015)
- Law enforcement is not a social service
- They are primarily responsible for serving the people
- It will disassociate the public from the political elite
- They are entitled to participate in such initiatives
- The political opponents have no role

### **Public Perception of CP**

- Maintenance of public order is exclusively police job
- Lack of public-police trust
- Police are not serious about serving the community
- Self-interested approach
- Lack of free time

### **Ineffectiveness of CP**

- No organizational strategy
- Financial, moral, and intellectual corruption
- Lack of political will
- The desire of police officers for uncontrolled powers
- Tendency to raze predecessor's initiatives
- Culture of regression and dispassion

### **Additional Barriers**

- Revamping CJS should be prioritized in National Action Plan (NAP)
- To build capacity and capability of police organizations, the first responder.
- To give them resources, technology & operational autonomy
- Presence of extraneous interference in police working
- Focus on public-friendly policing
- Failure to make community policing a statutory obligation
- Lack of participation in CP initiatives and programs
- Insufficient media coverage of CP activities (Setu & Tekle, 2017)
- Recruitment of better educated and people-friendly police officers
- Lack of external oversight and accountability contrivances
- Lack of officer's commitment to community policing programs
- Absence of community policing initiatives that should be owned by the DPO (District Police Officer)
- Failure to work with honesty, integrity, and professionalism
- Use of cruel force, and prevalence of thana culture (Bahadar, Nyborg, Dawar, & Maqsood, 2019).
- Lack of rational endeavors
- Lack of training programs for police and public

## Recommendations

For facilitation and liaison between law enforcers and common citizens, CPC measures should be introduced. Government, civil societies, and police departments should work in close collaboration to assist law enforcement agencies in public awareness programs, reporting of illegal activities, police welfare, public assistance and guidance, measures to reform *thana* culture, anti-kidnapping, and neighborhood watch.

Alternative Dispute Resolution is an informal approach performed out of the legal setting for negotiation, dialogue, and conflict resolution. The informal nature of ADR provides an alternative for traditional policing between the conflicting parties, which has the potential to create strong ties between concerned parties and the police.

ADR acts as an approach to enrich profound ties between communities and authorities emphasizing collaborative associations and partnership programs to reach a mutual understanding, by complying with legal standards and democratic designs.

The consultation consists of proactive community members supplying essential and reliable information to the police to help them in performing their job. Information from the community can come in any form such as suggestions, complaints, and the highlight of any incident that can be communicated to the authorities. Different television and radio platforms are welcoming a community-based approach such as FM 92.4 that intends to listen to complaints, suggestions, and grievances for better policing and prompt address of issues.

Knowledge-based approach and advocacy are two main pillars of community partnership. Different programs, platforms, and departments should impart education and information for CPC encouragement among citizens across the country for recognizing, understanding, and resolving common issues. Public events, seminars, workshops, festivals are conducted for information dissemination.

Partnership programs initiated by law enforcers, the government, and the citizens help in identifying the predicaments in the community. Karachi's City Policy has partnered with Citizen's Trust against Crime and CPLC in 2013 for a systemic methodology regulating city traffic. Volunteers from the department came forward and assisted the Rangers in checking vehicles driving without registration. Such programs based on mutual understanding help police in planning, coordinating, organizing, and implementing the right statutes and laws for better law and order situations.

Volunteers help in fulfilling the strength capacity in terms of human resources. Helpers provide formal assistance in different aspects of a police operation which is helpful to the authorities as they could use an extra set of hands. Increased capacity, therefore, leads to positive management and successful outcomes. The employment of boy scouts from different educational institutes will help in providing educational insights to the young volunteers at the same time, the authorities could appreciate their efforts in extra management and monitoring.

Volunteering for CP also helps in raising voice for public concerns by acting as a mirror for the community. It is a perfect opportunity to express views, share responsibility, and convey

suggestions for community well-being (Connecting communities to policing and policing to communities).

Principles of CP should be made statutory for regular compliance and given allotted budgetary provisions for the staff of CP. The authorities should initiate guidelines and regulations to be followed for a comprehensive structure of CP and Community Policing Centers. To utilize the maximum efforts initiated by the police hierarchy, the tenure years of officers should be secured against prompt transfers. Moreover, the police hierarchy should be delegated and spread out so that the local departments and units of law enforcement should have the emancipation to implement the regulations with supervision by the provincial police leadership.

Since community policing is a brand-new concept, police officers that are well educated and completely familiarized with the concept of community policing should be enrolled and employed for community policing programs. This approach is only successful if enforcers allow participation of the community at a maximum level otherwise it is futile. Lastly, the government should amend initiatives and launch an accountability system and an external umbrella over the police to reinforce and strengthen public confidence at all levels (Saeed M. B., 2014).

Civil society plays a significant role in bridging the gap between the public and citizens. Nongovernmental actors reflect the common public and therefore have closer ties with the locals significantly promoting and creating awareness for CP implementation. Civil society is also known to reinforce accountability mechanisms especially when police require external scrutiny (Community Policing: Actors and Activities).

The police should be trained theoretically and practically to implement and execute the philosophy of policing. The training programs and awareness sessions should be organized to combine the local culture along with the principles of community policing. Social media should play an active and positive role in disseminating positive information about community policing through print and electronic media.

The civil society in collaboration with parliamentarians, legislators, and senior executive police command should lobby in favor of community policing to make it a statutory prerequisite. The domestic society and NGOs should collaborate to perform in-depth research in different fields and aspects of community policing to enhance public confidence, trust, and reliability between citizens and police. The guarantee of police accountability and its effectiveness along with a change of public perception is only possible with the positive role created by civil society and NGOs.

Civil society can increase community-police collaboration by:

- Through cooperation with law enforcement
- Indicating criminal activity
- Information collection and sharing
- Advocating through family, neighbors, and local knowledge

## Conclusion

Community policing is recognized as an established approach and mechanism of modern policing and law enforcement philosophy. While the benefits of this philosophy are being acknowledged by different fragments of the society, the transition from incident-driven traditional style to a modern-day, proactive style of community-oriented doctrine requires a well-laid out and comprehensive strategy for practical adaptation.

The institutional transition may only be long-term if the doctrine is accepted in all aspects. Therefore, the federal and regional governments should introduce enactment programs for effective policing and get the police force onboard to funnel schemes of community policing proposals in Pakistan.

Despite the predicaments and challenges, a clear tactical and structural implementation of community policing can contribute towards a great deal of innovation leading to a shift in perception and role of the police. Community policing if implemented rightly can act as creative energy in driving society forward and bringing positive change in the application of law and order.

Strong leadership in police management is crucial for community policing to bridge gaps with communities and forces. CP is known to reduce crime potential and increase the trust level of the public and the police cadre for community cooperation and public safety. However, it is only through proper arrangement, execution and funding, community policing is bound to positively amend negative perceptions, with the evolution of a much-needed confident impression of police in society.

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