



**Project Report
on
Community Policing Resource Centre'
(CPRC)**

(Project No.05/MM:02)

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'Promoting Good Practices and Standards'



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Project Leader	Sh V N Rai, IPS, Spl DG (East), BSF, Kolkata
Project Team	Dr Meeran Borwankar, IPS, Commissioner of Police, Pune. H S Sidhu, IPS, IG (Law & Order), Punjab.
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1.0 Introduction

Providing policing services in partnership with the community in an efficient and transparent manner is an indispensable part of any community policing programme. The Community Policing Resource Centre is basically an institution where the maximum number of policing services can be provided to the community at a single easily accessible point in a public friendly manner. This aims to reduce harassment and wastage of time of the public as well as involves the community who are customers and partners of the police in the provision of these services. Community participation in the identification of the policing services to be provided; involvement in the process of delivery and supervision of the process can be a meaningful part of community policing initiatives. It will also constitute a hub for dovetailing other community policing processes such as existing police community contact programmes. In short, this project on Community Policing Resource Centre aims to harness community participation to achieve policing objectives in delivery of services and partner the community in problem solving.

Background

The original model for the Community Policing Centre was based on adapting the 'Single Window' concept used by various Government departments to provide better access and services to the public and was initiated at the district level in Patiala (2000) and Ludhiana (2002) in the State of Punjab. It provided for a Single Window System in a single easily accessible building as a single point of contact for police services. This aimed at reducing harassment

and corruption and decreased the 'waiting time' of the public while alongside streamlining and increasing police efficiency in delivery of these services. This was later renamed as the Community Policing Resource Centre and still later SAANJH (as at present) with many similar schemes existing across the country.

2.0 Overview

2.1 Project Title

This project was renamed and expanded by Punjab Police into a program titled '*Community Policing Resource Centre*' (CPRC) which aimed to extend the network to the subdivision and police station level. Additional titles are *Saanjh* in Punjab, *Aap Ke Liye* in Pune. The States are free to adopt any title they feel fit in keeping with the local conditions. "Community Policing Resource Centre" is a neutral term that can be applied across the country and can be used for the project if the States do not want to choose an alternate title.

2.2 Vision

To transform the community police interface to ensure efficient delivery of services as well as involve the community in a problem solving partnership with the police and provide a nodal point of contact for the community for community policing partnership programmes.

2.3 Project Objective

The objectives of the Community Policing Resource Centre model include the following:-

- I. Provide the public with a single point of contact for provision of information and services by the police.
- II. Ensure Community participation in identification, delivery, supervision of related work processes.
- III. Reduce the harassment and '*waiting time*' of the public for obtaining these services.
- IV. Provide senior officers a management tool for monitoring the quality and promptness of delivery of these services.
- V. Provide a forum for community policing activities including community liaison groups.
- VI. Provide a forum for the work of specialized community based committees such as for victims of crime; protection of women's and children's rights etc.
- VII. Utilise the system to streamline police work and make it more professional and businesslike by ensuring time bound delivery coupled with efficiency and transparency.
- VIII. To strengthen bonds between community and police for ensuring better collaboration and problem solving for delivering better services to the public and enhancing the support for law enforcing agencies.
- IX. Community representatives to be involved in supervising the work of these centres and to generate reports on their working at specified intervals.

3.0 The Project

3.1 Purpose of Project

The main purposes of the project include-

- provide services to the community in an efficient and time bound manner and ensure effective supervision of the same by senior officers
- provide a nodal point for community liaison groups, special committees of the public for problem solving
- present a visible and quantifiable improvement in police work

3.2 Sponsor

- The Central Government
- State Government
- Local bodies such as Corporations and Municipalities
- Elected Representatives
- Local Volunteer Groups; NGO's; Civil Society
- Associations of Industry and Commerce

4.0 Situational Assessment and Problem Statement

The present situation is such that the public is subjected to harassment, delay, corruption and wastage of time in gaining access to services delivered by the police. This creates disaffection for the police system in the public and provides opportunities for corrupt activities. Delay leads to denial of justice for the applicant. Under the prevailing system the generation of monthly reports and routine crime reviews do not provide the senior police leadership an opportunity for monitoring the provision of services including both their quality and promptness in delivery. While provision of various services form a major part of

police work , it is probably one of the largest factors where the general public that comes into contact with the police are left dissatisfied. Simultaneously there is need to monitor the progress made by community liaison groups and other collaborative committees by the senior police leadership which at present is loose and informal. The dovetailing if these activities into the Community Policing Resource Centres will provide a single point of contact for community policing and ensure easier and comprehensive supervision.

5.0 Critical Assumptions

For the purpose of this project it is understood and assumed that the Community Policing Resource Centre can be a vital link in the provision of services to the community as well as in streamlining the working of community liaison groups. This is evident from the fact that police is an important agency for delivery of many services which are not directly a part of investigation and detection of crime but are complementary to these tasks and are closely related. For instance regulation of the use of processions and loudspeakers etc., are a part of law and order arrangements while handling of complaints is the most initial stage of many criminal investigations where the exact nature of the offence is not clear. Similarly, community liaison groups are an important part of any community policing system and will be benefited if a centre with a focused structure is provided for their support. It is also assumed that there will be infrastructure and training costs for the initial establishment of these centres at all levels from the police station to the district. Even so, the benefits of providing better and time bound service delivery, increased transparency and, from the point of view of senior police officers, better tools of management and

supervision will far outweigh the initial costs within a short period. Involvement of the community in supervising the working of these centres will increase the stakes in its success in wider context also enable a police strategy that is focused towards user needs. Overall, the output and outcomes are positive for the Community, the Police Department and the Government.

Constraints

- Lack of a clear policy and strategy that is formally sanctioned by the Government and department. This leads to abandonment with change in leadership at various levels.
- Lack of training and sensitization of manpower both at the delivery level and the supervisory level.
- Lack of funds for establishment of the centre and for manpower to man these.
- Institutional resistance has been noticed amongst the police station staff especially the junior staff and the station clerk whose source of influence is reduced when all documents and services are provided in a time bound manner under the supervision of officers.
- Some officers are also unable to gauge the long term benefits of the system for the police department and do not give it the required importance.
- Inadequate publicity amongst the public for using these services.

6.0 Implementation Strategy

6.1 Implementation Strategy

It is recommended that the first step should be to establish the district level centre through funds provided by the Union Government/State Government/Municipal Corporations, etc. at the earliest. In case these funds are provided by the Union Government then they may all be provided in the same financial year so that the districts can immediately get the project off the ground. The State Government may be asked to provide the additional personnel required as a precedent requirement for the release of funds. The modernisation funds given annually by the Government of India against matching grants from the States should be kept separate from this project. In the face of other priorities of the state police, failure to do so may otherwise relegate the Community Policing Resource Centre program to the background. Therefore the grant should be separate and provided specifically for the construction and establishment of these centres.

6.1.1 Establishment of a 3 tier Model

The '*Saanjh*' of Punjab Police, which forms the basis of this project has established Community Centres at 3 levels namely:-

- the District/Commissionerate;
- the Sub-Division;
- the Police Station.

However, the 3 tier proposal is not viable and suffers from considerable weaknesses notable amongst it being the fact that most police services are provided at the police station or district level and there are few services that the subdivision level can provide independently of the police station or district. Further, in most sub-divisional headquarters police stations already exist and a separate centre in the immediate vicinity would only be a waste of resources. Additionally, the police station has a number of officials to attend to the duties of community policing whereas the sub-division would have only a Gazetted Officer, assisted by a couple of other ranks, and hence would lack the required administrative backup. The police station would also provide services closer at a point closer to the community itself. The SDPO will discharge duties of supervising the centre at the police station rather than being himself responsible for running such centre at the district level. It is therefore the view of MM-2 that at the sub-division level are not required for a successful Community Policing Resource Centre project.

6.1.2 Establishment of a 2 tier Model

The 2 tier system (eliminating the subdivision) would also save an immense amount of funds. In certain cases where the subdivision alone can provide the quantum of special services/assistance an exception may be made and centre established at the sub-division also but our general view is in favour of a 2 tier model and specifically against a 3 tier model. In order to prevent duplication and wastage of resources, the

State would be free to decide the distance at which each centre is to be established. In particular urban jurisdictions may require a different spread of these centres as compared to rural areas. It would be the decision of the State Police and commensurate with the funds available to decide whether to establish a 2 tier or a 3 tier model for the Community Policing Resource Centre.

6.1.3 Fundamental charter of responsibilities of the Community

Policing Resource Centre

For achieving the above mentioned objectives the Community Policing Resource Centre shall be responsible for the comprehensive discharge of the following responsibilities:-

- i. Shall efficiently provide such services to the public as are identified.
- ii. Shall provide a forum for police community interface and working of various types of citizens' consultative committees.
- iii. Shall serve as a nodal point for community based committees/cells which are capable of delivering assistance to the public in handling special types of problems.

6.1.4 Community Participation

Involving the community in the provision of such services will enhance the effectiveness of delivery, reduce costs and enable the community to directly participate in governance as a whole and the policing process in particular. The centre provides the community an avenue to identify the services that are of importance, participate in their delivery and oversee and audit the entire process. The relationship between the police and community with regard to functioning of the centre is intended to be close and positive. In this setup, the police would be able to energise and 'utilise' the community participation to 'sell' the system by involving civil society, individual members of the public and political leadership.

6.1.5 Methods for Community participation in provision of services

The community will participate in the following manner:-

- i. The community and the police jointly 'own' the community policing centre.
- ii. Identification of services to be provided.
- iii. Deciding the time to be permitted for their delivery of specific services and the means of reducing overlap, delay and 'red tapism'.

- iv. Problem solving by removing bottlenecks in the delivery of services.
- v. Providing direct feedback from the public's point of view in order to make implementable and practical suggestions for improvement through a specially constituted oversight committee. The committee can receive communication from the public through email/post/telephone etc.
- vi. Auditing and overseeing the efficiency and effectiveness with which such services are delivered in an independent manner.
- vii. Formulating a quarterly report and an annual report both of which will be put in the public domain.
- viii. Assist in undertaking studies and research on the subject.

6.1.6 Method for Community participation in Consultative

Committees

- i. Membership of the committees with a desirable ratio of community to police being 3:2 in favour of the community.
- ii. Members to oversee the work of the committees through the following:

- Laying down objectives in consultation with the police.
- Deciding the process of working.
- Auditing and Overseeing work.
- Presenting quarterly and annual reports on working of the committees.

6.1.7 Physical infrastructure and manpower

The Community Policing Resource Centre requires the establishment of a centre at the district level and one at the police station level, in the 2 tier system, and an additional one at the sub-division level in the 3 tier system.

At the district level this involves the provision of a hall with office space, counters for handling services, and a waiting space for the public. There would be an additional hall or room for the meeting of the collaborative committees. For purpose of illustration the layout of the Community Policing Resource Centre established at Ludhiana in 2002-03 is annexed as **Annexure 'I'**. The sub-division level would have a similar set up at a much smaller scale in terms of area. This is illustrated by the layout of the *Saanjh* Model developed by Punjab Police at the Sub-division level attached as **Annexure 'II'**. The police station could either replicate the district level at an even smaller level or alternatively have

only a dedicated desk in a suitable area within the police station with a computer and attendant equipment. The police station would be able to provide requisite services with one trained Constable/Head Constable who can operate a computer while the district and sub-division level would require as many counters as the number of services provided. It would be best left to each state to decide these details. The number of services that should ideally be provided are mentioned below in para No. 6.1.10. The computers of the police station should be networked and connected with the computers meant for Community Policing Resource Centre at Police Station, sub division and District levels so that the data can be taken/checked/shared by each other and further required detail be provided to public at the earliest. The networking plan can be added on without extra cost to government programs for connectivity and computerization of police station that are already underway.

6.1.8 Funding the Construction and establishment of a Community Policing Centre at Police Station level

In many cases the police station level may not require a separate building and a separate office space near the public waiting area may be enough. Where such space is not available it would be ideal to get a waiting room cum community centre/office constructed for the police station. This would provide the public waiting room facilities alongside housing the centre. The funds for this process may be provided in the year following establishment of the district centre. Where the district centres already exist, the police station centres should be established

forthwith. The funds for construction should be pursued after the district centres are complete but the computer integration of the system alongwith posting and training of personnel should commence immediately.

6.1.9 Funding the construction and establishment of a District Community Centre

Separate infrastructure is required for establishing the community centre. The ‘*saanjh*’ program has made specific suggestions for developing infrastructure at the police station and subdivision likely to cost about Rs 10 lakhs each. However, in order to arrive at the correct figure of funds required an archetype district and police station level centre and costs entailed can be proposed in consultation with the Bureau of Police Research and Development and thereafter individual states can adapt the Bureau of Police Research and Development Model to their specific circumstances.

It would be appropriate to leave the exact amount of funding to the States as many would be able to utilise existing space to house the Community Policing Resource Centre.

6.1.10 Provision of Services

An indicative list of services would include the following:-

- I. Receipt of complaints; provision of copies of complaints; provision of copies of enquiry reports into complaints.
- II. Copies of FIR's registered and where thought fit also of final reports filed in particular cases.
- III. Handling of all types of cases under Right to Information Act should be done through a point of contact in this system.
- IV. Permissions for loudspeakers, processions, and any other permission to be accorded by the police.
- V. Processing and reports on licenses including arms, petrol pumps etc.
- VI. Verifications for government service, passports, vehicles and other such matters.
- VII. Information on various schemes of the police.
- VIII. Receipt of information from public including reports of missing persons and articles.
- IX. A call centre may also be considered on the Mumbai Model. This can be a separate information centre for receiving and providing information on the phone on subjects related to the services provided at the community centre. Its sphere of

responsibility shall not overlap with the Police Control Room and shall be distinct from it.

6.1.11 Work Procedure

- i. The centre works as a hub of communication between the police and the community and ensures that the community is provided requisite services in an efficient and effective manner.
- ii. A time limit shall be fixed for the delivery of each service.
- iii. Responsibility and accountability shall be clearly laid down for the delivery of each service.
- iv. In case it is decided to levy any fees for the provision of any service the procedure for the same shall be laid down. Government approval shall be taken for this purpose.
- v. All the above procedures/information shall be prominently displayed at the centre and it should be laid down who is the authority for listening to complaints etc.
- vi. Responsibility for supervision of each task shall be clearly spelt out and relevant training imparted to concerned personnel for ensuring effective supervision.

6.1.12 Police – Community Interface

i. General Public Contact Committees/Community

Liaison Groups

The centre shall provide a forum for interaction between the police and public both directly as well as through various citizen-police committees such as the Community Liaison Groups or other similar citizens committees, peace (communal harmony) committees etc., which exist in police stations and districts in several States. Meetings of these committees can be held at the centre where such centre is housed in a separate building. However, where such a building does not exist they may be initially held at the police station but the records should be maintained as part of the Community Policing Resource Centre. The number of committees/cells to be established at the police station and the district level is to be decided by the State in keeping with the local conditions. However, as a general guideline, atleast one committee must be established for each police station area and this/these committee/committees must discharge certain responsibilities. Apart from dealing with issues of communal harmony, these committees must also cater to specific community policing aspects which are specific to particular problems in the

area, for examples committees for traffic issues, dealing with nuisances faced by the public etc.

The procedure for establishing the committees and conducting meetings and proceedings may be laid down individually by each state in keeping with the local conditions. However, as a general guideline, such committees must meet at least once a month. This subject has been dealt with in detail in another report of the micro mission – ‘the Overarching Model of Community Policing - and hence there is no need to give details here. Their connection with the CPRC is to provide it as the single point of contact for all community policing work of such committees.

ii. Special Committees

The Community Policing Centre should ideally include committees that are comprised of members of the community who are willing to devote their time and effort on a voluntary basis, in coordination with the police, for solving problems of the community in particular specific spheres of community life. Experience suggests that committees may be constituted in the following broad areas:-

- i. Matrimonial Counselling Committees; Protection of Women and Children Cells.

- ii. Victim Assistance Committees/Cells.
- iii. Senior Citizens' Cells.
- iv. Weaker Sections' Cells.
- v. Cells for handling drug de- addiction programs

These can be established in keeping with the local conditions and take into account the local customs. In many cases there will not be enough workload or expert knowledge in the community to justify the establishment of these committees at the police station level and in such circumstances these should be established at the district headquarters. In certain cases where the district headquarters are not easily accessible these may be established at a suitable sub-division. There is no hard and fast rule as to the nature and number of these committees and state should decide to establish these as per their requirement and needs.

iii. Staffing of Committees

These committees are to be staffed by civilian members and founded on their work so that police manpower is conserved. Training of civilian members and police personnel is essential since these tasks require specialised knowledge and skills to enable achievement of the desired results. Regular recordkeeping

is also necessary for enabling further research. Counselling etc. should be done by a panel of civilian volunteers with only one police official as a member. This will save manpower, improve transparency and permit the community to exercise a more effective role in counselling. In some cases it may be necessary to get a separate sanction of additional personnel to man these cells and maintain records. The duration of membership and eligibility of renewal of membership should be left open for a particular State to decide; however, the same should be applied uniformly all over the State.

vi. Integration of Police Station and District Tiers

The defining principle shall be that the maximum documents/information etc. should be provided at police station level itself through a common database link with the district centre. Therefore, efforts to integrate the police station level should also be taken up along with the establishment of district centres. This will save public's time as well as manpower and time of the department. This will ensure that the public can obtain the desired information at the nearest point of contact and with minimum delay.

v. Manpower and Training

The strength required for the district system will be individual and distinct for each district and police force depending on the workload expected. At the police station level an additional 2 Constables/Head Constables will be required with one deputed for data entry and generation of reports etc and the other for looking after record keeping and work of the committees. Both should be able to manage the duties of the other in case of absence of one of them. Specific training programs for each task will have to be devised and personnel imparted training in the same for duties at both the district and police station level. The networked system will provide information from the district centre at the police station level itself. The police staff posted at Community Policing Resource Centre should be kept free from other routine duties.

vi. Community Reports

The subject of reports has been mentioned above but merits a separate discussion. The reports submitted by the community representatives involved in overseeing and auditing the provision of services and work of committees should conform to the following:-

- i. Should provide an overview of the performance during the quarter/year.
- ii. Point out shortcomings/requirements for better functioning.
- iii. Make recommendations for improvement.
- iv. Provide a road map for the next quarter/year.
- v. Should be based on appropriate research/study of processes and procedures.

6.2 Deliverables

The project will provide the public with a single point of contact for provision of information and services by the police. More specifically it would -

- I. Ensure Community participation in identification, delivery, supervision of related work processes.
- II. Reduce the harassment and waiting time of the public for obtaining these services.
- III. Provide a forum for community policing activities including community liaison groups.

- IV. Provide a forum for the work of specialised community based committees dealing with victims of crime; protection of women's and children's rights etc.
- V. Utilise the system to streamline police work by making it time bound, efficient and transparent.
- VI. Involve the public in target setting, assessment and supervision of the Community Policing Resource Centre.

6.3 Stakeholders

- Government including Ministry of Home Affairs, State Home Department; Bureau of Police Research and Development.
- Police.
- Civil society.
- Community.

6.3.1 'Selling' the System

In view of the investment required, the Community Policing Resource Centre project can get off the ground only if adequate support is available for establishment of infrastructure, sanction of additional personnel and equipment. For this purpose, it is necessary that the system be 'sold' and accepted both within and outside the department. The project must be effectively sold to the political leadership for obtaining the funds, relevant amendments in rules; issuance of

government orders as well as administrative support. Similarly, acceptance of the project by NGO's, media, civil society is necessary for its success. Some of the issues that can be highlighted for 'selling' the project are as under:-

i. Political leadership

The following issues may be projected before the political leadership in order to gain their support:-

- a. The project has very high visibility, permanence and high-publicity potential.
- b. That the waiting time and harassment of the public will reduce directly and contribute to goodwill towards the Government.
- c. That the investment is one time but the returns are continuous.
- d. Each Community Policing e Resource Centre may be inaugurated by the Home Minister/ local Minister in order to provide political and administrative support for the process of securing funds/ permission etc.

ii. Civil Society

NGO's should be involved in the project so that support for the project is generated in Civil Society. NGO's can be informed of the plan to actively associate them with the working of the centre and this is likely to motivate them to support the project. At present they lack a formal foothold in the community policing system and these centres will provide them such a foothold and this reason in itself is sufficient to garner their support. Other benefits to the community can also be pointed out. Media should also similarly be involved and publicity material highlighting the objectives and benefits should be given wide circulation.

6.4 Related Projects

1. The Overarching Model of Community Policing
2. Community Counselling Centers
3. Crime Reduction through Dispute Resolution
4. Community Policing for Senior Citizens.
5. Community Policing for Mentally & Physically Challenged
6. Community Policing for the Youth (Youth Clubs)

6.5 Work Plan

- Issue of approval by Bureau of Police Research and Development.
- Approval by Ministry of Home Affairs.
- Action by States Governments and Police Departments.

Conclusion

Establishment of the Community Policing e Resource Centre is likely to be an effective step in promoting community policing initiatives. It will increase focus on efficient provision of services, transparency in police working ,community involvement in supervision of police work, increase the effectiveness of senior police officer in monitoring provision of services, provide the community liaison groups a supportive structure for their functions; energise stakeholders and finally exhibit a positive and visible improvement in police work. Prompt implementation will result in a positive outcome for community policing in India.

7.0 Annexures-I Layout of District CPRC at Ludhiana (2003).

8.0 Annexures-II Saanjh Kendra Model of Punjab Police.

Saanjh Kendra Model of Punjab Police can be adopted for Construction of 1 Community Policing Resource Centre e.g.

The community policing resource centres are proposed to be established in the project at police station and district level. A central server will be kept at the State Hqrs.

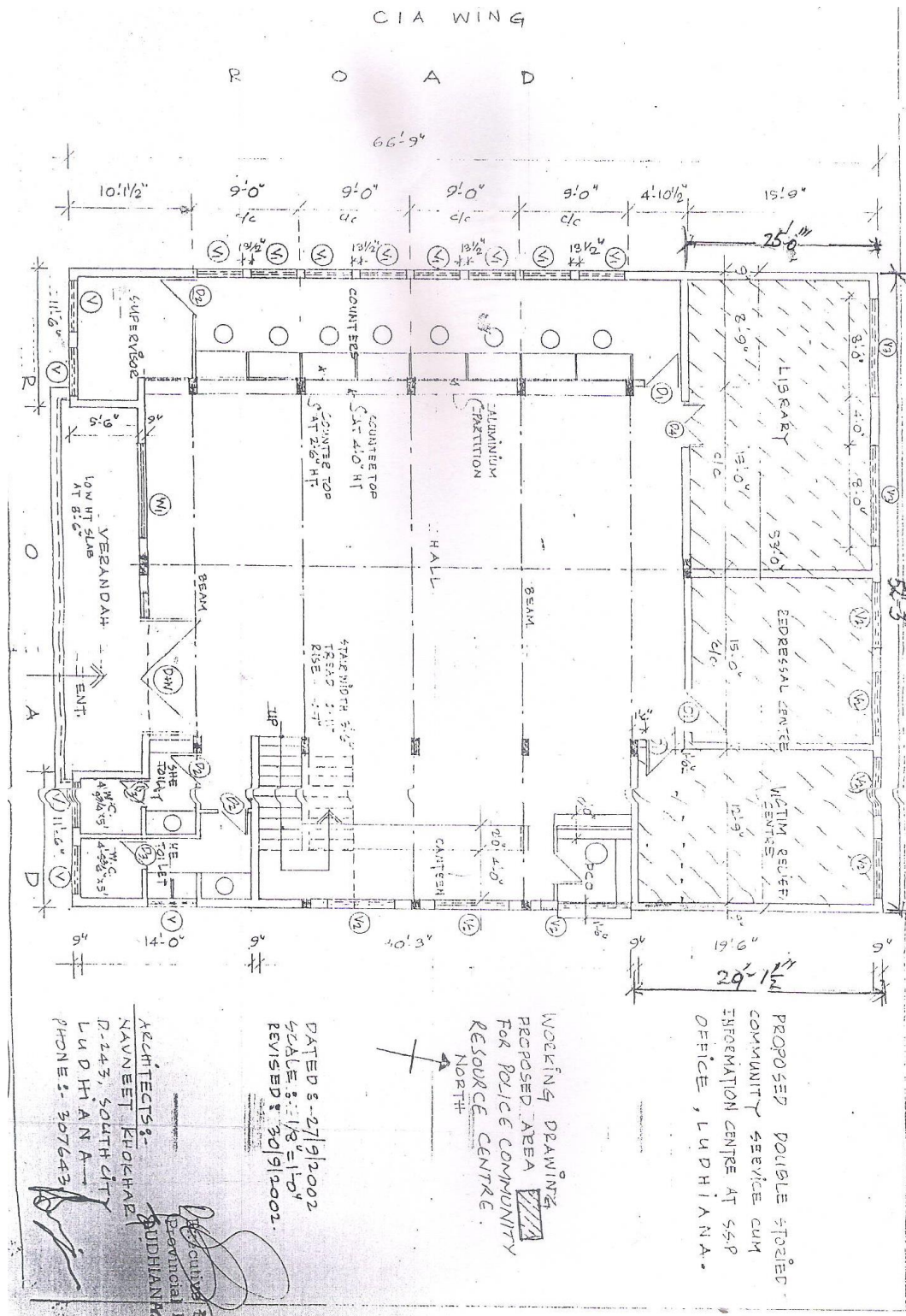
Separate infrastructure is required for establishing the community centre. The 'aap ke liye' and 'saanjh' programs have made specific suggestions for developing infrastructure with the 'saanjh' model infrastructure at the police station and subdivision likely to cost about Rs 10 lakhs each.

The cost of manpower has been taken for the hiring of two executives @ Rs.10,000/- per executive (Rs.10,000x2x12=2.4 lakhs per year) .

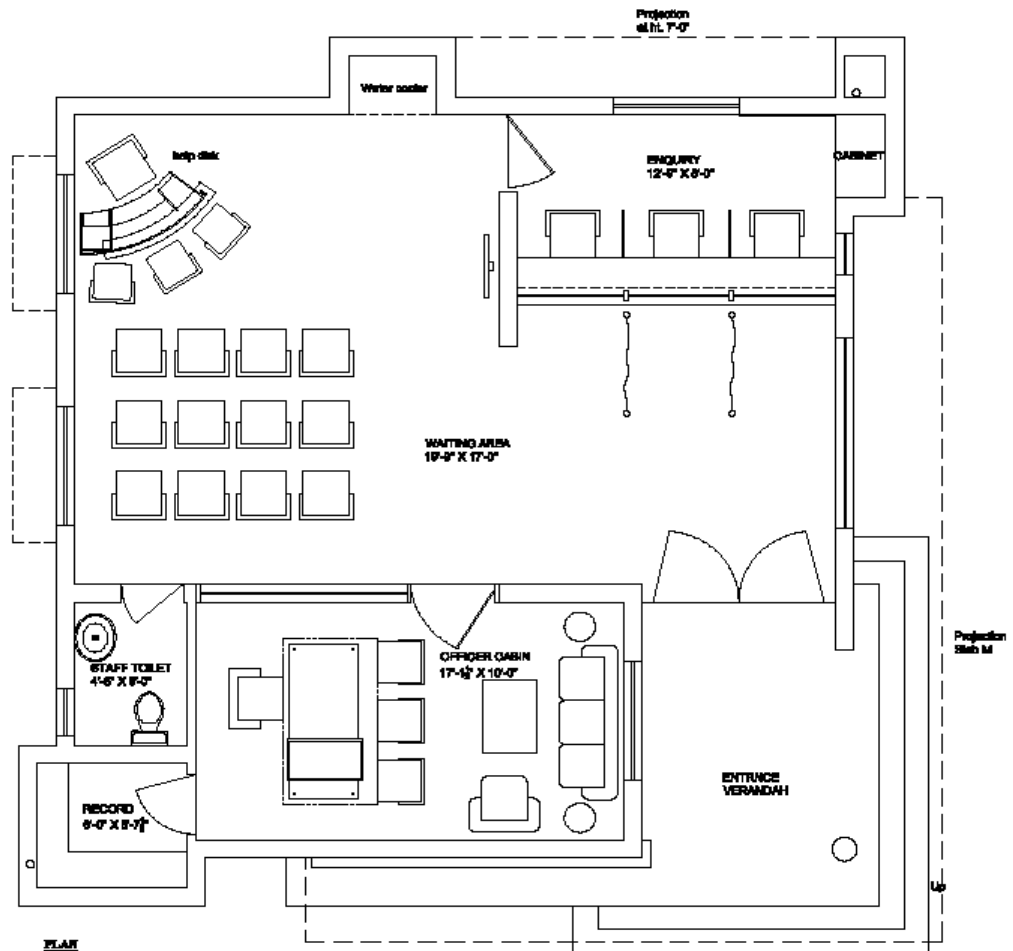
Central Server at the State Hqrs.	=	1.00 Crores
1 Centers @ 20 lakh per Center	=	0.20 Crores
Recurring Cost for Manpower	=	0.02 Crores
Administrative Cost	=	0.08 Crores
Total	=	1.30 Crores

Annexure-I

Layout of District CPRC at Ludhiana (2003)



Saanjh Kendra Model of Punjab Police



DRAWING TITLE- LAYOUT PLAN OF HUVIDEA CENTER

PROJECT TITLE: BUVIENNA CENTER (SUB-DEVELOPMENTAL LEVEL)		CLIENT: MINAR POLICE		ARCHITECT
NOTE:		SCALE	DATE	DRAWING NO.
		1/2"=1'-0"	15-09-10	2
		DRAWN	CHECK BY	APPROVED BY
		RAIDINDER	CA-0805162	
				CREATIVE LINE ARCHITECT INTERIORS MODEL TOWN, LICHHANA architects_pvt_ltd@yahoo.co