CHAPTER THREE
COMMUNITY POLICING IN OTHER COUNTRIES

3.1 Introduction
Most of the countries are replacing the traditional model of authoritarian police with citizen friendly professional law enforcement agency in tune with the modern liberal thinking where human rights are highly valued. The process is at different stages. While in many developed countries it has achieved considerable success in enlisting citizens' participation in policing, in most of the developing and under-developed nations, community policing is either at a nascent stage or facing opposition from the establishment. In some places citizens are not ready to work with police due to the past history of brutal force and military model. This chapter is devoted to study the journey of community policing in nations in different stages of development with the intention to learn from their experience and experiments.

3.2 Community Policing In UK
3.2.1 U.K. national community safety plan 2006-2009 - U.K. is one such country where community policing has been so successful that it has been reflected as the top priority at the National level. It has developed a National Community Safety Plan. In sync with the National Plan, every local ward across London now has a fully staffed ‘Safer Neighbourhoods policing team’. These teams work closely with local communities to target anti-social behaviour and crime. Six teams consisting of a police sergeant, two police constables and three Police Community Support Officers, work in every neighbourhood in the capital. Londoners say that having more police on their local streets has made
them feel safer. Seven out of 10 Londoners in 2007, say that they believe community relations between the police and the public are good - an 8 per cent rise on when the question was asked a year earlier. Between January and December 2007 overall crime has reduced by 6.1% in London which is almost 57,000 fewer offences compared to the same period in 2006. London police is also seeking community help in its fight against terrorism and the threat it poses to the diverse society of U.K. Metropolitan Police Service has following drivers of citizens’ satisfaction

The community policing has led to increase in police personnel as well as community support staff e.g. number of police officers in England and Wales has reached a record 141,230, and the police are employing an additional 6,300 community support officers. There are over 12,000 special constables and a large number of volunteers. Police, community support officers, local wardens and citizens meet regularly. Issues of crime/disorder of the area are identified, taken up with other agencies if their intervention is required and taken to their logical conclusion. Proper
documentation and feedback sessions are an integral part of community policing initiatives by all police units.

3.2.2 Community police teams have targeted over 10,000 repeat offenders known as ‘prolific offenders’, to ensure that efforts are focussed on those committing most crime in their own locality, as well as youngsters on the point of offending. While limiting the anticipated crime by such repeat offenders, the teams have reduced crime and successfully generating a feeling of safety among the citizens. Hazel Blears MP, Minister of State, Home Office, November 2005 while talking of the National Plan described the background of involving community as below

“The National Community Safety Plan is not limited to the work of the police. Crucial as their role is, they alone cannot provide for all our safety and security. That is why, …Crime and Disorder Reduction Partnerships across England and Wales…..bringing all the chief players at local level - the police, police authorities, local government, primary care trusts, children’s trusts, fire services and other public sector bodies - to prevent and reduce crime and anti-social behaviour….strong local government and active voluntary and community groups make a vital contribution to quality of life.

3.2.3 But it is communities themselves which lie at the heart of the Plan. We need them to identify the community safety priorities for their neighbourhoods, work with the key agencies at local level to make sure they are tackled responsibly and effectively and then hold them to account for what they have promised to do. It represents a new way of working on community safety which is nothing short of major cultural change. It will require a deeper and more mature relationship.”29
### 3.2.4

Thus different police authorities in UK have been undertaking community policing initiatives and evaluating their success. Midland Police’s community policing initiative ‘Contact Counts’ was aimed to improve response to the citizens who contact police at the time of need or distress. The police have concentrated on providing quality services on phone through this project. Staff was trained extensively on mode of response and advised to go deep into the callers’ problems than the superficial response noted earlier. It subsequently evaluated the project and has following results to show its success in terms of reduced calls and better response.\(^3^0\)

**Table 3.1 Midland Police’s Community Policing Initiative ‘Contact Counts’**

<table>
<thead>
<tr>
<th>Contact Points</th>
<th>May 2002</th>
<th>December 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Calls offered</td>
<td>289000 per month</td>
<td>184458 per month</td>
</tr>
<tr>
<td>Calls answered</td>
<td>90.5%</td>
<td>99.2%</td>
</tr>
<tr>
<td>Public satisfaction</td>
<td>86%</td>
<td>97%</td>
</tr>
<tr>
<td>Staff turnover</td>
<td>16%</td>
<td>&gt;2%</td>
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There are over 500 neighbourhood warden schemes, with over 3,000 wardens in community policing initiatives. Crime in warden areas fell by 28% in an 18 month period during 2003 and 2004. The National Community Safety Plan 2006-2009, is a step further in involving citizens and other stakeholders in local governance. UK police has identified specific steps for its community policing efforts as follows
• Initial contact with citizens
• Initial response to the issue
• Police attendance at the scene
• Further contact after the first call/ crime
• Manner of response

3.2.5 Special attention is given to victim, reassuring him/her, taking interest and keeping in touch are emphasized during community policing training sessions. Government’s commitment, as reflected in the ‘Together We Can Action Plan’, is to enable people to be more active and to empower them to work together to improve where they live. Community Policing National Initiatives has another programme called ‘The National Reassurance Policing Programme’.\textsuperscript{31} It is about communities identifying and prioritising local crime and disorder issues, which they tackle together with the police and other public services. The Police Standards Unit is providing more than £5m over two years to trial the programme in 16 sites across eight police forces in England. The programme tests the premise that there are certain ‘signal crimes and disorders’ that have a disproportionate impact on public feelings of safety.

3.2.6 Reassurance policing is based on the thinking that only local people can identify local ‘signals’. Genuine community engagement is therefore essential, and local people must take ownership of their neighbourhoods in partnership with the police and other agencies.

3.2.7 Tackling signal crimes and disorders should lead to communities that not only are safer, but that feel safer too. This reflects the vision for policing put forward in the Home Secretary’s
consultation document *Building Safer Communities Together*\(^{32}\) which was characterised by local action between the police, their partners and local citizens.

### 3.2.8 The Plan mainly applies to England and does not extend to Scotland or to Northern Ireland. It envisages the role of various government agencies, and has following on its priority for community policing.

- Making communities stronger and more effective
- Further reducing crime and anti-social behaviour
- Creating safer environments
- Protecting the public and building confidence
- Improving people’s lives so they are less likely to commit offences or re-offend

In UK neighbourhood policing and community participation has been considered to be very successful. It has adopted the Chicago model of involving other local agencies along with police and broadened the scope of community policing. Different community policing initiatives are simultaneously been undertaken and their performance being systematically analysed. This approach is expected to improve the overall performance of UK police that shall be able to retain the useful and effective initiatives of community policing and discard the non-performing ones.

### 3.3 Community Policing In Uganda

A conflict ridden country, Uganda made some bold moves in community policing during late 1980s and 1990s. Some of its police leadership having received training in the West tried to introduce the concept of
citizens’ participation in law enforcement. Initially introduced in Kampala, there were efforts to take community policing to North and South also.

3.3.1 Asan Kasingye ‘Implementing community policing; Uganda Experience’ has described the journey of Uganda’s experience with community policing below. There are a lot of similarities with the Indian police mainly as both India and Uganda share the legacy of past British rule. Latter used the police for exploiting the citizens of their colonies and now after their liberation, police in these countries are finding it difficult to win over the community. Asan Kasingye, being the commissioner of Police for Community Affairs in Uganda police has direct understanding of the issue and the processes involved. In-fact the resistance and challenges being faced by the Uganda police and their Indian counterparts are also quite similar. Indian police has however achieved considerable success in winning over its field officers and citizens to the idea of community policing as democracy is well established in India.

3.3.2 Brief background of uganda police and its Experiment on community policing
Department in the Ministry of Internal affairs in Uganda is headed by the Inspector General of Police (IGP). It is established under Article 212 of the Constitution of Uganda. Its major functions include protection of life and property and prevention and detection of crime. The police force in Uganda was introduced by the colonial government in 1906. Like in India, to ensure maximum expropriation of the colony’s resources for the benefit of the British, the police was used as an instrument of oppression and not as a service to the public. The post – colonial police force largely remained accountable and answerable to the state rather than to the public.
3.3.3 Events In Uganda Since 1966 – 1986.

Political turmoil and civil strife meant that government could not combat crime and maintain law and order. Poor economic conditions and unemployment led people to commit crimes. The institutions were crippled and there was total loss of social control. Uganda police was unable to deal with this level of crime because of paucity of resources and trained manpower. During 1986 the law enforcement agencies realised the need to involve communities in combating crime. Thus 'community policing' was initiated in 1989. The programme was then re-invigorated in 1993 on a national scale with the following objectives:

- To establish an effective and efficient policing system with the assistance of the public to prevent crime.
- To sensitise the communities on crime and its control.
- To promote open and honest relations between the police and the public.
- To enhance greater accountability in policing to members of the public.
- To ensure that policing priorities tally with community or local security needs.
- To help promote and foster respect for human rights by the police.
- To improve the quality of police services and integrate them into community life.

3.3.4 However there seems to be little impact on the ground in Uganda. The public, local communities and police seem to be reluctant in embracing the policy. The crime rate continues to be high. There is
problem with the image of the police especially about corruption. Asan Kasingye in his presentation says that “There are special challenges to the implementation of community policing in Uganda starting from conceptualisation of community policing and dangers of misunderstanding the concept. The design of community policing as a tool needs attention to avoid making wrong options. Management of Community Policing Programme at the field level too is a challenge.” He talks of the need for special training to police personnel as there is culture of resistance and sabotage. Recruitment and training of community liaison officers (CLOs) and their status too require attention of police leadership. He finds persistent mistrust, resistance and suspicion in the relationship between police and public.

3.3.5 He concludes that while community policing is a very important programme in law enforcement and restoration of order in society, its impact is slow. There is a community policing unit within the UPF (Uganda Police Force) which numbers around 300 officers, but they appear to be having a limited impact nationwide. They receive specialized training over the course of 30 days and are deployed throughout the police regional commands. Their job is to help “educate and inform the public”.34

3.3.6 Being the commissioner of Police for Community Affairs in Uganda Police, Asan Kasingye makes following important recommendations

- The community policing model should not only be viewed from a police centred approach but also from that of the community.
- The police must integrate community policing training in its general training programme.
The police service must find ways of improving its image and customer care through aggressive marketing of its programmes.

C.L.O.s should be carefully selected in skills of how to handle people. Trained C.L.O.s should not be frequently transferred.

There is need to recruit carefully selected community policing volunteers from the communities and train them in community policing.

While community policing involves greater partnerships between police and communities they serve, there is definitely need for political support.

Human resource management and development are vital for proper implementation of community policing”.

3.3.7 There has been lot of criticism of Uganda police for importing the British concept of community policing and trying to install the same in the country. Many analysts feel that police corruption and citizen’s readiness need to have been handled before going in for community policing. Police are underpaid and under trained. A female officer from Uganda is supposed to have said that “Some colleagues are not supportive and not interested in community policing because it is assisting the public to become aware of law and their rights. … they do not wish public to know about bonds and bails”

3.3.8 Another criticism of Uganda community policing initiatives has been that police have been giving too much emphasis on enlisting public co-operation in crime prevention while making no effort to listen to public priorities or concerns.
3.3.9 Bruce Baker in ‘Post-conflict policing: lessons from Uganda 18 years on’ African Studies Centre, has following pertinent observations “Conflict reduces a society to its foundations. Invariably little is left of security and ordering structures except that which has been discredited or decimated during the course of the violence. Yet it does offer a unique opportunity to put in place the policing features that, with hindsight, are seen to have been neglected in the pre-conflict period. It provides a rare occasion when the premise about the nature of policing and the role of the state can be seriously questioned. It would be a tragedy if post-conflict societies were simply to try to rebuild their former Western model of policing that so signally failed in the past.”

3.3.10 Uganda, post-conflict, is trying a three pronged strategy of facilitating local community policing, professionalizing the police and militarizing organized-crime prevention. However its efforts at community policing have largely not paid and police in Uganda continues to have an image of being corrupt and inefficient though it talks the language of being citizen friendly.

3.4 Community Policing In US

3.4.1 During the sixties there was a lot of thinking about the role of law enforcement in US. There was a felt need to shift police working from being “purely repressive social influence to one willing to experiment with positive programmes in a sociological context.” Community policing has been considered one such programmes as it was considered that police department is ‘adequate’ only when it is viewed as ‘our police’ by all segments of the population of the community it serves.
There are many models of neighbourhood or community-based policing in US. All these policing models have two common features
  a) They involve a return to beat policing which focuses on preventing crime rather than reacting to it once it has happened.
  b) They involve increase in manpower in the street, through recruitment and effective redeployment.

3.4.2 Minneapolis Police Model. The MPD has approximately 800 sworn officers and 300 civilian employees, “dedicated and committed to community-oriented policing and the people they serve.”38
The mission statement of MPD for community policing is
"To reduce opportunity for crime, to deal effectively with the fear of crime, to increase neighbourhood liveability and to reduce unnecessary police calls for service, we serve neighbourhoods and the business community by helping them to increase community cohesiveness and solve community problems”. 39

3.4.3 The special community police units are called CCP i.e. Community Crime Prevention or SAFE i.e. Safety for Every One. The city has a population of about two million (suburbs not included) and it is divided in to five precincts. Each precinct has its CCP/SAFE unit, where a sworn police officer teams up with a trained civilian known as a crime prevention specialist for the purpose of community policing. There are many such teams in a precinct. These teams are given geographical areas for their work. The SAFE unit has a program manager, a civilian and a sergeant who work as supervisors for the crime prevention specialists and the sworn officers’ teams respectively. The overall supervision is by the precinct commander; the lieutenants of the geographical areas interact with the SAFE teams on regular basis.
3.4.4 Objectives Of SAFE- The SAFE/CCP units are citizens and police working together with following objectives-

- Reduce the chances of crime to happen
- Resolve neighbourhood problems
- Increase sense of community
- Reduce fear of crime
- Improve community police co-operation

While the officers on patrol duties respond to the 911 calls, SAFE teams are expected to invest in long-term relationship with the community. They organise following activities-

- Neighbourhood problem solving is one of the main activities of community policing teams. They address the issues affecting the quality of life in a neighbourhood e.g. loud parties, drug dealing and rundown properties. Residents and District teams work together to develop strategies and solutions for such local issues.
- Block or Apartment clubs are their basic units for interaction. They are neighbours working together to be alert and to look out for each other. They distribute crime prevention material, educate residents, and are expected to take action to deter crime in their area. When illegal or suspicious activity is observed they contact local police.
- Block leaders training sessions are regularly held and SAFE teams induct new volunteers, train them on crime prevention techniques and how to organise block meetings and develop leadership skills. Community policing officers also attend some of the functions organised by these clubs for their security-related issues. If the block
or apartment club is afflicted with a particular crime, the SAFE teams are expected to assist in solving the same or to liaison with the concerned authority.

- These teams also carry out special workshops for the security of business areas in their jurisdiction.
- They create Mc Gruff Houses for children. These houses provide temporary assistance for children in emergency situations e.g. to children who are lost, hurt, crime victims or locked out. Such houses are selected after proper scrutiny and they bear Mc Gruff signs to identify themselves. Screened and trained volunteers live there.
- SAFE teams help in National Night Out event that is considered to be a reflection of citizens’ involvement in crime prevention. On this night in August, block clubs, apartment clubs and other citizens groups hold special events. SAFE teams promote and co-ordinate it for Minneapolis.
- They also undertake to organise good lighting in neighbourhoods, removal of graffiti, and personal security training.
- These community policing teams organise home security demonstrations, rental property owners’ workshops and carry out security surveys for residents and business.
- Community policing teams issue crime alerts and distribute to residents when distinct pattern in crime is observed. While providing information they also provide tips to the citizens to prevent crime in their area.
- CCP and SAFE teams also participate in juvenile crime prevention curriculum being taught in Minneapolis public schools. The teams along with other speakers from the community address parents, teachers and students for this purpose.
• Operation identification is another programme where community policing teams participate. It is designed to deter theft and aid in recovering stolen goods. The programme provides the participants with personal identification code to engrave on their valuable possessions.

3.4.5 The down side of this model is that it is not being effectively used for information on serious crime like drugs. It is loosely structured and the teams are mainly busy in organising public relation programmes. However these programmes are interactive and local crime issues are attended to.

The sworn officers generally seek to move out after about a year. This high turn over means that long-term relationship between the community and police is not developed to the desired levels. The civilian crime prevention specialists though are more or less permanent features and redeem the situation. It also depends on the lieutenants and the precinct commander on how effectively they use these teams. The units could be more focused and integrated with regular police work. The concept involves a paradigm shift for police officers who are not used to team up with civilians. However it has resulted in constant dialogue between citizens and the law enforcement agency that has been beneficial for both.

3.5 Conclusion
As developing and under developed countries move from traditional authoritarian policing to democratic policing, they look for models to adopt, to explore how the concept of community policing has been adapted to local environments by other law enforcement agencies. Efforts to introduce community policing in developing countries frequently
run into serious difficulties because of various reasons e.g low levels of professionalism of police agencies, public not having faith in law enforcement, lack of community organization, and other contextual factors. In contrast the developed world has been experimenting with community policing with great success.

There is however no single uniform model of community policing. Success of community policing efforts depend on various factors like the local context and history, sincerity of the police organisation as well as commitment of the community. They play key role in shaping the development of community-policing programs, their implementation and in their eventual success.