

**ATTITUDE OF COMMUNITIES TOWARDS
COMMUNITY ORIENTED POLICING (COP)
DEVELOPMENT AND IMPLEMENTATION
IN PULAU PINANG**

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by

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LIST OF ABBREVIATIONS

ACP	Assistant Commissioner of Police
AJK	Ahli Jawatan Kuasa
BCS	British Crime Survey
CAPS	Chicago Alternative Policing Strategy
CCTV	Closed Circuit Television
COPS	Community Oriented Policing Strategy
COP	Community Oriented Policing
CP	Community Policing
CRIME NKRA	Crime National Key Result Area
e.g.	Example
GIS	Geographical Information System
HBP	Housing, Building & Planning
HQ	Headquarters
INTERPOL	International Police Organization
IPD	Ibu Pejabat Daerah
JKKK	Jawatan Kuasa Kemajuan & Keselamatan
JPAM	Jabatan Pertahanan Awam Malaysia
JPBD	Jabatan Perancang Bandar & Desa
JPNIN	Jabatan Perpaduan & Intergrasi Nasional
KPKK	Kementerian Penerangan, Komunikasi & Kebudayaan
KPL	Corporal
KRT	Kawasan Rukun Tetangga

Ltd.	Limited
MCPF	Malaysian Crime Prevention Foundation
MPV's	Mobile Police Vehicle
Mr.	Mister
NGO	Non-Government Organization
NPT's	Neighborhood Policing Team
NRPP	National Reassurance Police Programme
PDRM	Polis Di Raja Malaysia
PRS	Police Reporting System
PVR	Police Volunteer Reserve
PVR	Police Volunteer Reserve
QoL	Quality of Life
RA's	Residents Association
REFSA	Research for Social Advancement
RELA	Ikatan Relawan Rakyat Malaysia
RMP	Royal Malaysian Police
RP	Reassurance Policing
RT	Rukun Tetangga
SCP	Signal Crime Perspective
SMS	Short Message Service
SPSS	Statistical Package for Social Science
SRS	Skim Rondaan Sukarela
SUKSIS	Undergraduate Police Voluntary Corps
Supt.	Superintendent
USM	Universiti Sains Malaysia

TINGKAH LAKU KOMUNITI TERHADAP PEMBANGUNAN DAN PERLAKSANAAN KEPOLISAN MASYARAKAT DI PULAU PINANG

ABSTRAK

Kepolisian Masyarakat (COP) adalah jambatan yang membolehkan masyarakat dan agensi-agensi penguatkuasaan undang-undang untuk berkomunikasi, bekerjasama untuk membina kehidupan masyarakat yang selamat dan prihatin. Kerajaan Malaysia telah cuba untuk memperuntukkan lebih banyak sumber ke arah memerangi jenayah dan mewujudkan lebih banyak agensi untuk mengkaji semula sistem peraturan dan tatakelakuan polis dengan menyiasat berpandukan aduan orang awam. Pada suku tahun kedua (2), tahun 2007, kerajaan telah memperkenalkan pelaksanaan Kepolisian beroreintasikan Masyarakat melalui rancangan Lima (5) tahun (2007-2011) PDRM di Malaysia. COP datang dengan satu set cabaran yang unik. Ia mengurangkan jenayah dengan melibatkan masyarakat itu sendiri sebagai rakan kongsi memerangi jenayah dan bukannya bergantung kepada penguatkuasaan undang-undang yang agresif semata-mata sebagai satu-satunya penyelesaian kepada masalah yang dihadapi oleh masyarakat. COP adalah kepercayaan bahawa dengan bekerjasama, polis dan masyarakat boleh mencapai apa yang tidak boleh dicapai bersendirian. COP melibatkan pengkajian dan pengstrukturkan semula sistem kepolisian. Justeru, tujuan kajian ini dibuat adalah; (i) untuk mengukur keberkesanan pelaksanaan COP; (ii) untuk menyiasat tindak balas masyarakat ke arah pelaksanaan COP; dan (iii) untuk menyiasat kesan pelaksanaan COP kepada peranan masyarakat. Dalam usaha untuk mencapai objektif kajian, kajian soal selidik berstruktur separuh telah dijalankan ke atas enam (6) skim perumahan yang terpilih di Pulau Pinang. Data yang diperolehi dianalisis dengan menggunakan perisian SPSS. Temubual eksklusif kualitatif telah dijalankan dengan PDRM, IPD, Daerah Timur Laut untuk mendapat maklumat lanjut dan pemahaman penguatkuasaan COP di Pulau Pinang. Di samping itu, Bandar Sri Pinang telah

dipilih sebagai lokasi perintis kajian kes untuk memahami praktikal pelaksanaan COP. Menurut kajian yang lepas, faktor kejayaan pelaksanaan COP adalah bergantung kepada pemahaman, penglibatan masyarakat dan pada masa yang sama ia juga perlu konsistensi dan komitmen dalam pengurusan daripada pihak berkuasa disamping komunikasi dan interaksi antara dua pihak yang mempunyai keperluan dan kehendak yang berbeza. Kekurangan kemahiran berkomunikasi dan interaksi boleh menjurus kepada permasalahan seperti kurang kesedaran, tanggungjawab dan pemahaman pelaksanaan COP sebenar oleh masyarakat. Walaupun masyarakat menyedari polis dan kehadiran Jawatankuasa COP di kawasan perumahan mereka, namun mereka tidak mengetahui tentang konsep di sebaliknya. Kajian ini mendapati bahawa tiada pengurusan dan penekanan yang konsisten daripada pihak berkuasa tempatan terhadap pelaksanaan COP. Pihak berkuasa tempatan seharusnya memahami terdahulu dan mengkaji semula objektif, tujuan pelaksanaan, unsur-unsur penting pelaksanaan dan kekangan yang akan ditangani sebelum, semasa dan selepas pelaksanaan COP.

**ATTITUDE OF COMMUNITIES TOWARDS COMMUNITY ORIENTED POLICING
(COP) DEVELOPMENT AND IMPLEMENTATION IN PULAU PINANG**

ABSTRACT

Community-Oriented Policing (COP) is a bridge that enables community and law enforcement agencies to communicate, collaborate and work together to build safer, more caring community. Malaysian government tries to allocate more resources towards fighting crime and establishing more agencies to review police rules and code of conduct and investigate public complaints. The need to achieve greater efficacy in the delivery of police service has led them to seek support and legitimacy within and from the public. In the 2nd quarter of year 2007, through PDRM five years' strategic plan (2007-2011) the government has introduced COP into the Malaysian policing strategies. COP comes with its own unique set of challenges. It reduces crime by engaging the community itself as a partner in the fight against crime rather than relying on aggressive law enforcement as the only solution to community problems. COP is a belief that by working together, the police and the community can accomplish anything that cannot be accomplished alone. It involves a rethinking of the role of police and a restructuring of the policing. The purposes of this research study are; (i) to measure the effectiveness level of COP implementation; (ii) to investigate community response on COP implementation; and (iii) to examine the impact of community-oriented policing implementation on community role. In order to achieve the objectives, a semi structured survey was conducted on the selected six (6) housing schemes in Pulau Pinang. The data collected were then analysed by using SPSS software. An exclusive qualitative interview was conducted with PDRM, IPD, Daerah Timur Laut in order to gain more information and understanding of COP enforcement in Pulau Pinang. In addition, Bandar Sri Pinang was selected as a location of pilot case study in order to understand practically COP implementation. The success of COP implementation is depending on community

understanding and involvement, at the same time it also need consistency and commitment in the management of local authority towards COP as well as personal communication and interaction between the two parties. Lack of communication and interaction skill has led to certain problems related to communities' awareness, responsibility and understanding of the actual COP implementation. Although the community is aware of police and the COP committee presence in their area yet they are not aware of the actual concept behind it. The research study finds that supervision and commitment by local authority is inconsistent. Local authority should also understand the past and review the objectives, implementation purposes, the essential elements of the implementation and constraints that should be dealt with before, during and after the implementation of the COP.

CHAPTER ONE INTRODUCTION

1.1 RESEARCH BACKGROUND

Modernization and rapid industrialization have caused structural changes not only in the economic and political aspects but also in the social aspect. Moreover, changes in lifestyle have increased one's awareness on safety, individual rights, and also awareness of the collective power which has begun to change the social aspect of humanity. In fact, safety has become a factor, and it is essentially needed to achieve a better quality of life. Besides that, people are now paying more attention to attain a better level of safety, especially in urban areas.

Nowadays, people tend to choose residential development that offers security in their housing schemes concept. This concept has been developing and currently has become a new trend for new house purchasers and developers. Safety schemes can be defined as gated housing security or/and guarded housing security, which depends on the schemes offered by the management or developer. The gated community concept was developed due to safety development and security issues, as well as extending more advantages concerning a tranquil environment and enhanced safety which is ideal for family development.

Based on the Gated Community and Guarded Neighbourhood Planning Guidelines published by Jabatan Perancangan Bandar & Desa Semenanjung Malaysia (JPBD)(2010), there are four (4) types of gated communities in Malaysia, namely i) Elite Community, ii) Lifestyle Community, iii) Security Zone Community and iv) Security Zone Community and Lifestyle.

Elite community is primarily occupied by the upper-class or high-income group of people. It focuses on the exclusion and the status in which security is one of the major concerns due to the status of the residents within the community. As for lifestyle community, it consists of retirement communities, leisure communities, and suburban 'new towns'. The activities offered inside these communities may include golf courses, horseback riding, and residents-oriented recreational activities.

However, as for the security zone community, it is the most popular type of gated community. It offers a housing development that is surrounded by fences, gates along with security guard services. Other than that, as for the security zone community and lifestyle, this type of gated community housing development is usually developed within a city centre. It focuses on both the security aspect and the provision of lifestyle facilities for its residents.

Instead of the gated community schemes which have been legally designed by the developers, there is another scheme known as, "guarded neighbourhood," which is formed through an 'ad-hoc' system. This system has been implemented in most of the residential developments in both urban and sub-urban areas. However, this scheme is enforced by the residents without any guidelines, supervision by experts, or safety knowledge. As a result, it may harm the residents involved in this scheme.

In conjunction with crime and safety issues, Malaysia has adopted a method of policing, which is similar to the British's Neighbourhood Policing Teams (NPTs) called as Community-Oriented Policing (COP) in Malaysia. Community-oriented policing has been introduced to create a safer living environment. This concept is based on a partnership between police department and the community in which both parties will share the responsibility to identify, reduce, eliminate and prevent problems concerning community safety and order. The Malaysian government has tried to allocate more resources towards fighting crime and establishing more agencies to review police rulebooks and conduct, as well as to investigate public complaints. The need to achieve greater efficacy in the delivery of police service has led them to seek support and legitimacy from the public. Moreover, in the mid of year 2007, the government, through its five-years strategic plan (2007-2011) in the Royal Malaysian Police (RMP), has introduced community-oriented policing into the Malaysian policing strategies.

The concept of community-oriented policing has emerged in Malaysia since year 2007 as an important strategy to control and prevent crime, as well as enhancing community safety. The concept has been endorsed in three phases. The first phase only involves Kuala Lumpur, Selangor, Penang, and Johor police contingents, while the second phase involves every police contingent at the state level in Malaysia, and lastly, followed by the third phase which involves every police contingent in every region in every state in Malaysia.

1.2 PROBLEM STATEMENT

Crime does not only affect individual, but it also affect community and urban neighbourhood. Based on the Research for Social Advancement (REFSA), Focus Paper 2011/08/26 for Security - Royal Malaysian Police, nearly half (49%) of the Malaysian population felt insecure and feared in becoming crime victims. Moreover, being insecure and anxious have caused people to become cautious in carrying out their daily activities as usual. Meanwhile, as for the victims, the psychological impact will precede to heavy traumatic experiences. Based on previous research by Suffian (2012) and Bahaman (2009), criminal activities were often associated with street crimes, such as snatch theft, robbery, pickpocket, carjacking, gang violence, drug dealing, and rape. On top of that, according to Sidhu (2005) and Asmah (2007), basically, there were many factors which have caused people to commit crime, including population growth, huge gap between the rich & poor (economically), level of education, increment in unemployment rates, and low employment opportunities in the country. Therefore, the government and law enforcement agencies have been busy trying to contain these problems. In fact, most of their efforts have been focussing on fighting crimes through police force related methods. However, it seems not to be an effective solution.

According to the Royal Malaysian Police (RMP), the ratio of police officers to the population in Malaysia was three officers to 1, 000 citizens (3:1000, which was equivalent to 1:334) in December 2009. In year 2011, based on the REFSA finding, the police officers in service in 2010 had been equivalent to one officer to 270 citizens (1:270), which was very close to the 1:250 benchmark set by the International Police Organization (INTERPOL), which was better than Thailand

(1:321) and Singapore (1:396). However, despite this, the serious crime rate in Malaysia has been higher than in those countries. Malaysia has outstripped Thailand in murder cases and has more reported rape incidents than Thailand, Singapore and Hong Kong. These facts indicate that the police have failed to address the present crime issues. The police force was vulnerable in containing the burgeoning crime, drugs, and problems concerning gangs for the best of our society, as well as draining our federal, state and local resources single-handedly.

Also, the government has tried to allocate more resources towards fighting crime and establishing more agencies to review police rulebooks and conduct, as well as investigate public complaints. The need to achieve greater efficacy in the delivery of police service has led them to seek support and legitimacy within and from the public.

Furthermore, the move towards community-oriented policing has gained momentum in recent years as the police force and community leaders has been searching for more efficient ways to promote the concept as to enhance the quality of life in their neighbourhood. The Minister of Home Affairs, Non-Government Organization (NGO), and other policing officials are currently assessing the changes in orientation, organization, and operation that will allow them to benefit the communities they serve which are to improve the quality of service, mechanism enforced and provided.

Thus, the spirit of community empowerment, smart ship, and interdependency between all stakeholders, including community, police, NGOs, and other interested parties are very much needed in this country through active and passive ways. Moreover, Dato' Hishammuddin bin Tun Hussein, the Minister of Home Affairs (2010) throughout Government Transformation Programme, Annual Report 2010, in one of his dialogues related to Crime National Key Result Area (Crime NKRA), humbly highlighted to ask all Malaysians to join hands as to be involved in fighting crime together with the authorities.

Furthermore, Dato' Hishammuddin also mentioned about the new crime prevention approach, which is based on community participation (community oriented policing), by actively involving in multiple agencies as to counter the crime issues and problems in Malaysia.

On the other hand, Dato' Haji Tun Hisan bin Dato' Haji TunHamzah, Chief of Police, Contingent of Selangor participated in a dialogue during the International Conference On Principled Policing: "Rule of Law, Public Order and Sustainable Development" (2012), mentioned that the police force itself cannot work alone to fight against crime. Nevertheless, the police force needs joint efforts, synergies, and human connection with the communities surrounding to be successful against crime. Besides, he also emphasized on the importance of building a network and establishing friendship with the communities to empower the spirit of partnership and the diversity of policing strategies.

Community-oriented policing comes with its unique set of challenges. It should not be presented to the community as a simple solution, and residents should understand from the outset that it will not put an end to crime. According to Cordner and Biebel (2005), community-oriented policing has a more preventive orientation. It reduces crime by engaging the public as a partner in the fight against crime rather than relying on aggressive law enforcement as the only solution to community problems.

Meanwhile, Friedmann (1996) asserted that the major weakness of the earlier community-oriented policing programs is that the police agencies did not allow or support community involvement in various crime prevention efforts. The community seemed to imply a group of people with common history, understandings as well as a sense of themselves as “us” and outsider as “them”. Community-oriented policing is not a program or a series of programs. It is a philosophy; a belief that by working together with the police, the community can accomplish what neither can be accomplished alone. It involves a rethinking of the role of the police and the restructuring of the police force (Linda Karen, 2008).

Moreover, community-oriented policing has been widely regarded as one of the more significant recent developments in policing around the world (Maguire and Wells, 2002; Friedmann, 1992; Skolnick and Bayley, 1988). The concept has been widely discussed and applied in various countries and a range of contexts, thus raising questions about what exactly it involves and what in particular is so attractive about it? Despite the widespread interest in the concept, it seems that there is no clear agreement on its meaning and, as various scholars have indicated,

it appears to be understood by different people in different ways, besides invoking both acclaim and criticism in roughly equal measures (Trojanowicz et al, 2002; Eck and Rosenbaum, 1994; Skolnick and Bayley, 1988; Manning 1988; Klockars, 1988). For these reasons, the investigation of the concept and the practice of community-oriented policing has been a strong driver in this thesis.

On top of that, some scholars, such as Eck and Rosenbaum (1994), have noted that there are so many different expectations about community-oriented policing that one could ask "if it is possible for community-oriented policing to deliver on all or even most of them." In the search for clarifying its meaning, several authors have commented on the difficulty of defining both the terms 'community' and 'policing' (Lyons, 2002; Waddington, 1999). Others have tried to identify common defining characteristics (Oliver, 2008; Goldstein, 1990) while some others have sought to highlight the contradictory elements (Lyons, 2002; Seagrave, 1996). From the perspective of local practice, some scholars have pointed to the contradictory goals associating with the term in the perceptions of police and citizens respectively (Thacher, 2001). Meanwhile, others have studied its practice regarding similarities and differences of community-oriented policing from an international perspective (Lab and Das, 2003; Bayley, 1994; Friedmann, 1992).

Furthermore, according to Fielding (2005) and Skogan and Hartnett (1997), it is important to be involved in and to examine the sample of community perspectives on some key principles of community-oriented policing, which will allow the community to have more say on how it is carried out and their role in the co-production of community safety. This statement has been supported by Thacher (2001) as the researcher has stated that the inclusion of community perspective is considered important as some researchers suggest that community views are not always aligned with the understanding of the police force. Therefore, their opinions are critically important to study. In conjunction of that, this research also has paid attention to examine community perception and attitude towards community-oriented policing implementation in Malaysia.

1.3 SIGNIFICANCE OF RESEARCH STUDY

Community-oriented policing has emerged in Malaysia since 2007 as an increasingly important strategy for controlling and preventing crime, as well as for enhancing community safety. The five significant reasons for studying community-oriented policing towards crime prevention are:-

- a) A comparison of traditional policing methods with more contemporary methods emphasizing on community-oriented policing enable us to highlight the deficiencies of traditional policing. Although traditional policing methods are not entirely bad, the community-oriented policing emphasis has provided numerous strengths, including reducing the fear of crime in the neighbourhood and improving a sense of personal security.

- b) Modern policing is clearly directed towards the development of closer relations between the public and the police. Information-sharing activities has alerted the citizens about the new crime-fighting methods used by the police force in different jurisdictions. Taking a proactive role in working closer with police officers in their enforcement activities has enable citizens to understand better the reasons for police conduct.

- c) Community-oriented policing key priorities are crime control and prevention. It accomplishes these objectives, in part, by developing more dynamic connections between the public and the law enforcement agencies. By involving the neighbourhood residents in collaborative efforts to solve or to control crime has furnished the police force with indirect community support for their enforcement activities.

- d) Several political, legal, and social factors inhibit the acceptance of community-oriented policing programs in certain jurisdictions. Understanding these factors may enable the police to work with different agencies in the community to facilitate changes in policing activities that will have long-term community benefits. Besides acquiring an understanding of the factors involved in resistance to change, it can perhaps help us to develop better change strategies and present community-oriented policing in more appropriate contexts.

e) Community-oriented policing implies several things for the neighbourhood residents. It implies more understanding and caring law enforcement component dedicated to working in collaborative ways to resolve community crime problems. It may result in fewer complaints from the citizens levelled at a police officer, if the public comes to appreciate the benefits of community-oriented policing programs. It implies more integrated communities, as citizens band together in productive ways with the police to make sure that their neighbourhood is safer for themselves and their families.

1.4 OBJECTIVES OF THE RESEARCH STUDY

The main goal of the research study is to investigate the attitude of the communities towards Community-Oriented Policing implementation and development in Pulau Pinang, Malaysia. This primary goal then leads to three specific objectives, namely:-

- a) to measures the effectiveness level of community-oriented policing implementation;
- b) to investigate community response on community-oriented policing implementation; and
- c) to examine the impact of community-oriented policing implementation on community role.

1.5 RESEARCH QUESTIONS

In this section, the objectives were expanded into several research questions. The main purpose of the expansion was to narrow down the scope of research study. The research questions functioned as guidance to keep the research study in track. These research questions were answered through an empirical research study. The overall questions that were addressed in this study had been divided based on the objectives of the research study, which included:-

1. Based on the first objective which is to measure the effectiveness level of community-oriented policing implementation:-
 - a. What are the measurements to measure the effectiveness level of community-oriented policing implementation?

2. Based on the second objective which is to investigate community response on community-oriented policing implementation:-
 - a. What kind of response to investigate from the community?
 - b. How to investigate the community response?

3. Based on the third objective which is to examine the impact of community-oriented policing implementation on community role:-
 - a. Is there any impact of community-oriented policing on community role?

1.6 SCOPE OF RESEARCH STUDY

Based on the expansion of research questions, the researcher had identified and narrowed down the scope of the research study accordingly to ensure that the research study was in line with its objectives. The scopes of the research study are as follows:-

- a) The comprehension of community-oriented policing system.
 - i) Definition and concept of Community-oriented policing.
 - ii) Elements of Community-oriented policing.
 - iii) Benefits of Community-oriented policing.
 - iv) Barriers to Community-oriented policing.
 - v) Signal Crimes Perspectives and Reassurances Policing.

- b) Community attitude towards the implementation of community-oriented policing in Pulau Pinang. The researcher has evaluated community attitude by identifying community topology and behaviour which involve:-
 - i) Socio-demographic profile.
 - ii) Awareness.
 - iii) Interaction.
 - iv) Participation
 - v) Expectation.

- c) Investigate the methods which have been used to introduce and to implement community-oriented policing.
 - i) Case study.
 - ii) Interview.
 - iii) Questionnaire distribution.

- d) The strengths and weaknesses that has affected the success of the implementation and development of community-oriented policing.

- e) Recommendations & solutions that can be implemented and endorsed has been suggested as the alternatives towards the success of community-oriented policing system and concept.

1.7 RESEARCH STUDY OUTLINES

This research evaluated the implementation of community-oriented policing by analysing the findings obtained from structured interviews and questionnaires with the authorities and community. Besides, initiatives from general understanding and theories or concepts were established in the literature review based on books, journals, seminars or conference papers, and internet resources. This research study has been organized into six chapters, excluding the appendixes and references, which are:-

- a) *Chapter one* provides introduction to the study. This chapter sketches the research study and theoretical background, discusses problem statement, scopes of the study, and looks into the objectives of the study, research questions, as well as the outline of the study.
- b) *Chapter two* is devoted to elaborate the understanding of community-oriented policing concept. This chapter includes four (5) main reviews which have been highlighted in the scope of the research study in the earlier stage to understand community-oriented policing system and concept briefly. These five main review are i) definition and concept, ii) elements, iii) benefits, iv) barriers of community-oriented policing and v) signal crime perspectives and reassurances policing. In addition, this chapter also includes review on community-oriented policing implementation in Japan.

- c) *Chapter three* provides details on how the study was conducted and rationale behind the chosen approach. This chapter presents research methodology that deals with research design, methods used, and rationale for selection of such methods.
- d) *Chapter four* briefly reviews the development and the history of community-oriented policing implementation in Malaysia. This chapter also includes a case study to help the researcher to acquire better understanding concerning community-oriented policing implementation and development.
- e) *Chapter five* discusses data collection and data analysis of the research study. This chapter presents the analysis of general findings for the case study.
- f) *Chapter six* discusses the findings from data collected which is to identify the linkages between the findings, the literature review, and the objectives. The discussion consists of findings from the questionnaire, as well as support from the literature review. Also, this chapter also provides a discussion of the study that features comments, suggestions, and solutions that might contribute to the success and the appropriateness of the practical use of the community-oriented policing concept, methods, and technique.

CHAPTER TWO LITERATURE REVIEW

2.0 INTRODUCTION

This chapter is devoted to elaborate community-oriented policing concept. There are mainly six (6) review highlighted in this chapter, as stated in the scope of the research study.

The first review deliberates a range of community-oriented policing definitions and followed by the evolution of community-oriented policing summaries. The last section provides an overview of community-oriented policing in comparison to traditional policing.

Meanwhile, the second review explores 12 elements of community-oriented policing concept, as identified by Cordner (1999; 2007). It also incorporates other literature about Cordner's four (4) dimensions of community-oriented policing which are 1) philosophical, 2) strategic, 3) tactical, and 4) organizational. The first section discusses the philosophical elements that consist of a) the role of citizen input, b) broad function, and c) personalized service. The next section examines the strategic elements that comprise of a) re-oriented operations, b) prevention emphasis, and c) geographical focus. The third section discusses the tactical elements, which consist of a) positive interaction; b) partnerships; and c) problem solving. Lastly, the final section examines the organizational elements that consist of a) structure, b) management, and c) information.

Next, the third review elaborates the benefits of community-oriented policing, which include a) the improving of police-community relationships and community perceptions of police, b) increasing community capacity to deal with issues, c) changing officers' attitudes and behaviors, d) increasing perceptions of safety, and e) reducing crime, disorder, and anti-social behavior.

The fourth review explores the literature concerning the four (4) barriers to community-oriented policing, as identified by Carroll Buracker and Associates Ltd (2007). The four (4) barriers include 1) the police officer, 2) the resident/community, 3) police culture, and 4) specialized units.

The fifth review elaborates on signal crime perspectives and reassurances policing which was developed by Martin Innes in the early 2000s to suggest the specific crime and disorders have a greater impact on public feeling of safety than others.

The last review in this chapter elaborates on Community-Oriented Policing implementation in Japan. This chapter review on the current problems faced by Japan and the essential factor of Community-Oriented Policing implementation in Japan.

2.1 UNDERSTANDING COMMUNITY-ORIENTED POLICING (COP)
2.1.1 DEFINITION AND THEORETICAL BACKGROUND OF COP

Many terms have been used more or less synonymously with community-oriented policing, such as police-community relations, problem-oriented policing, community-based policing, community-based crime prevention, citizen's coproduction of community safety, the back-to-the-community movement, team policing, neighborhood policing, neighborhood watch, community wellness, and crime control policing. According to Das (1986), many of these terms mean cooperatives or symbiotic relationship between law enforcement and the community. Either one calls community policing philosophy, a model, a strategy, it is a complex set of beliefs that just cannot put into a simple one-sentence definition. Community-oriented policing is consider as an attractive contemporary policing approach responding to the decay in public trust in the police and growing indication that police capabilities could not fight crime by themselves (Skogan, 2006; Virta, 2006; Fridell, 2004).

According to Braiden (1992-cited in Fridell 2004), Sir Robert Peel in Metropolitan London Police District rationalized that "the police are the public, and the public is the police". Fridell (2004) believes that this statement is the principal of community-oriented policing and that "police should not be separated off, but rather joined in partnership with the community."

In the year 1960s, community-oriented policing was first introduced in the United States, which to improve police and community interaction and reduce community fear of crime (Cordner, 1999; Innes, 2003). According to Cordner (1999; 2007) during the 1990s, community-oriented policing has become a dominant policing strategy in the United States. 100, 000 new community officers has been employed by the United States to deploy the changes to policing focus that is to encourage problem solving and community engagement (Innes, 2003).

Meanwhile, Weisheit et al., (1994) believes that the number of social movement and growth namely as victims' right and civil right has emerged community-oriented policing development. Hence, it has led to demands on police to more responsive, connected and responsible to the community. Besides, Bucqueroux (2006) argues that community-oriented policing emerged in response to two unintended consequences of a modernizing policing profession. First is "technology", such as the police radio and patrol vehicle has changed police-community contacts. Earlier, police developed personal contacts with the community and needed the community to be willing to share information. Second, police applied scientific management to policing, which has created the perception that the police were responsible for keeping the community safe.

Formerly, the community understood that ultimately, the community was responsible for reaffirming the social norms that promoted public safety. According to Brookes (2006), there are various definitions, interpretations, and applications that have made it difficult to define community-oriented policing. Cordner (1999) argues that community-oriented policing is usually misinterpreted as a concept and recognizes that community-oriented policing is:

"...not the answer to all the problems facing modern policing ... It is not anti-law enforcement or anti-crime fighting. It does not seek to turn police work into social work... And there is no iron-clad, precise definition of community policing or a set of specific activities that must always be included. A set of universally applicable principles and elements can be identified, but exactly how they are implemented should and must vary from place to place, because jurisdictions and police agencies have differing needs and circumstances" (Cordner, 2007).

Palmiotto (2000) has agreed with Trojanowicz and Bucqueroux (1990) that community-oriented policing involves partnership and problem solving. In addition, the researcher believes that community-oriented policing emphasizes on community and police engagement to resolve the underlying issues of crime, fear of crime, physical and social disorders which according to Virta (2006) it is similar to the Sage Dictionary of Criminology defines community-oriented policing. Virta also believes that community-oriented policing is a process that is police and community together control crime and develops interaction between them as to enhance the quality of life level and building police legitimacy.

Furthermore, the literature describes the main objective of community-oriented policing as positive relationships between police and the community, which are achieved throughout community engagement, collaboration, and prevention. (Cordner and Biebel Perkins, 2005).

In addition, Bucqueroux (2007) uses a medical analogy to describe community-oriented policing: patrol officers are 'society's emergency room physician' responding rapidly to an occurrence, whereas, community police the 'family physicians who have the time and opportunity to not only treat illness but to prevent disease and promote good health'. Meanwhile, Fielding (2005) suggests community-oriented policing is not a single concept, but could mean:

"... a contrast to rapid response and enforcement-oriented policing, so constables are closer to the community ... a process by which crime control is share with the public ... or a means of developing communication with the public and interest groups" (Fielding, 1995).

On top of that, internationally, it has been agreed that community-oriented policing require a long-term strategy with long-term outcomes to allow for the development of decision-making processes and a police culture that adopts the concept (Skogan and Hartnett, 1998). In addition, Skogan and Hartnett argue practices will vary from place to place to respond to the unique situations faced by communities.

2.1.2 THE EVOLUTION OF COP

Traditional conceptions of policing envision police officer as responding to crime reports after crimes have occurred. This approach has caused some citizens to view police work as mostly passive. However, the philosophy of community-oriented policing is being advanced as the new policing system for the twenty-first century. In the early 1980s, the concept of community-oriented policing appeared as the principal direction and thinking towards policing. It was designed to unite the police with the community. Community-oriented policing has applied in various forms by the police agencies, for example, community-oriented policing is differs based on the community needs, politics, and recourses available in the United States.

Furthermore, many past and present practitioners have become staunch proponents of the community policing concept. As for former New York City Police Commissioner, Lee P. Brown (1991), who earlier implemented community policing in Houston, Brown believes community policing is the future of American law enforcement, which builds a problem-solving partnership between police and those they serve. In addition, according to Brown, in the essence of bringing back a modern version of "cop on the beat". Brown suggests that community-oriented policing should solve community problems rather than just react to them. It is time to adopt new strategies to address the dramatic increases in crime and fear of crime. As for Brown, he views community policing as a better, smarter, and more cost-effective way of using police sources.

However, community-oriented policing is a long-term process that involves fundamental institutional change. Scholar Vaughn (1991) has warned the police managers that "if you approach the community-oriented policing as a program, you will likely fail". Beware of the trap that seeks assured, perfect, and immediate result. Community-oriented policing goes beyond simply implementing foot and bicycle patrols or neighborhood stations. It redefines the role of the police officer on the street, from crime fighter to problems solver and neighborhood ombudsman. It forces a useful transformation of the entire department, including a decentralized organizational structure and changes in recruiting, training, rewards system, evolutions, promotions, and so forth. Furthermore, this philosophy asks officers to break away from the bonds of incident-driven policing, but to seek a proactive and productive resolution to crime and disorder. *Table 2.1* represents the major points where community-oriented policing is intended to depart from traditional policing.

Table 2.1: Traditional vs. Community Policing

Questions	Traditional Policing	Community Policing
Who are the Police?	A government agency principally responsible for law enforcement	Police are the public, and the public is the police; the police officer is those who are paid to give full-time attention to the duties of every citizen.
What is the relationship between the police force and another public service department?	Priorities often conflict.	The police are one department among many responsible for improving the quality of life.
What is the role of the police?	Focusing on solving crimes.	A broader problem-solving approach.
How is police efficiency measured?	By detection and arrest rates.	By the absence of crime and disorder.
What are the highest priorities?	Crimes that are high value (e.g., bank robberies) and those involving violence.	Whatever problems disturb the community most?
What, specifically, do police deal with?	Incidents.	Citizen is problems and concerns.
What determine the effectiveness of police?	Response times.	Public cooperation.
What view do police take off service calls?	Deal with them only if there is no real police work to do.	Vital function and an excellent opportunity.

What is police professionalism?	Swift and effective response to serious crime.	Keeping close to the community.
What kind of intelligence is the most important?	Crime intelligence (the study of particular crimes or series of crimes).	Criminal intelligence (information about the activities of individuals or groups)
What is the essential nature of police accountability?	Highly centralized; governed by rules regulations and policy directives; accountable to the law.	Emphasis on local accountability to community needs.
What is the role of headquarters?	To provide the necessary rules and police directives.	To preach organizational values.
What is the role of the liaison press department?	To keep the 'heat' on operational officers so they can get on with the job.	To coordinate a primary channel of interaction with the community.
How do the police regard prosecutions?	As an important goal.	As one tool among many.

***Source:** Malcolm K. Sparrow,
Implementing Community Policing.
U.S Department of Justice, National Institute of Justice.
November 1988. pp.8-9.*