

## COMMUNITY POLICING AS A CATALYST IN THE FORMATION OF SOCIAL CAPITAL IN THE COMMUNITY

Zainal Abidin Sabtu<sup>1</sup> & Ahmad Martadha Mohamed<sup>2</sup>

### ABSTRACT

*An increase in criminal activities have caused fear among societies and had affected community relation in many areas. Therefore to improve the situation, the government has introduced several measures including community policing that requires cooperation between police and the local community. Within the framework, this study attempts to explore the relationship between community policing and social capital. Social capital consists of three main elements: participation, cooperation, and communication. In regard of methodology, this study utilizes quantitative approach. For quantitative analysis, a questionnaire survey involving 1161 respondents who were members of the Voluntary Patrolling Scheme (VPS) was conducted. Based on the correlational analysis, the findings indicated that all independent variables have a significant relationship with social capital. However, only the concern for crime has strongly influenced participation in the VPS. The other eight variables are not dominant factors influencing community members to participate in the VPS programme. It is hoped that the findings of this study will help the government to improve its community policing programmes, particularly in regard to increasing public participation in crime reduction programmes such as the VPS.*

**Keyword:** *community policing, social capital, perception, cooperation, communication.*

### INTRODUCTION

Despite the deteriorating number of criminal cases, crime still causes anxiety and fear in among the society as stated by Lee (2011). This was due to the fact that reports on crime portrayed by the media have brought about the feeling of

---

<sup>1</sup> Zainal Abidin Sabtu, is a postgraduate student, College of Law, Government and International Studies, Universiti Utara Malaysia. Email: wmp5588@gmail.com

<sup>2</sup> Dr Ahmad Martadha Mohamed, is an Assoc. Professor, College of Law, Government and International Studies, Universiti Utara Malaysia. Email: martadha @ uum.edu.my

being unsafe in the community. The anxiety and fear about crime is also triggered by the occurrence of crime in their neighbourhood area (Asan Kasinge, 2008). Therefore, to overcome the rising fear towards crime among the people, the community policing approach seems helpful. Community policing which involves collective problem solving between the community and the police are considered a suitable mechanism to be used (Ratcliffe & Sergrave, 2004). This is because community policing is carried out with mutual acknowledgement between the police and the community and it allows the community to participate actively in crime prevention activities (Ratcliffe & Sergrave, 2004).

Theoretically, community policing as a crime prevention approach is done through a process of informal social control to reduce the opportunity for criminals to commit offences because of the improved social relationship and interaction within the community. According to A. Irvin, et. Al. (2004) good social relationship, support and cooperation in its implementation, enables community policing to be effective in maintaining neighbourhood safety. Meanwhile, Larrabee (2007) stated that implementing community policing needs communication between both parties because this is an approach which involves innovative reactions by the police to handle crime and prevent it (Cordner, 2005; Glensor & Peak, 1999). Hence, the transformation in the police force with extra focus on preventive measures instead of enforcement will enhance better, stronger and closer relationship with the public, particularly the local community (Muhyiddin, 2011).

Thus, will community policing become a catalyst to form social capital of neighbourhood community? According to Coleman (1988; 1990) social capital comprises various entities having basic characteristics which are totally part of the social structure aspects and contribute to certain actions of individuals within the structure. Nevertheless, Skogan, W., (2000) views social capital from the dimension of community involvement in policing activities according to selected levels, ranging from providing information and assurance of protection, to giving the community the power to identify and solve problems in the local neighbourhood, and influencing priority in strategies and decision making before taking any action. Meanwhile, Narayan (1997) mentioned that social capital are rules, norms, obligations, cooperation and trust in a social relationship, social structure and standardisation of social institution to enable the members to achieve individual and communal objectives. On the other hand, Putnam (2000) divided social capital into two groups; that is bonding social capital and *bridging* social capital. According to Putnam, *bonding* refers to relationship among group members, whereas *bridging* refers to relationship between group members and the people outside the group (Putnam, 2000).

Based on the concept of community policing, which requires the participation, cooperation and communication among communities and between communities and the police, it can be implied that community policing can be a catalyst for neighbourhood community social capital formation.

## COMMUNITY POLICING AND THE FORMATION OF SOCIAL CAPITAL

To see the relation of community policing in the formation of social capital, the theory of community policing Chanan (1999) was used as the theoretical basis of the study and supported by Haley systems theory (1961). Chanan (1999) said that community policing is carried out to overcome public fear of criminal outburst which consequently forms the perception of insecurity to stay in the neighbourhood which has greater concern of the increasing number of crime. Meanwhile, Hailey (1961) who studied the causes of individual behaviour and interactions that occur among members of the group said all parts of the community are interconnected through relationships and interactions that occur. According to Trojanowicz et al. (1987) and Lissenden (1996), the philosophy of community policing itself focuses on the relationship between the community and police cooperation, using collaborative problem-solving approach in addressing crime problems. Thus, one can say community policing is a proactive approach designed to reduce crime, public disorder and fear of crime in the community.

According to Christopher Davala (2001), interaction between the police and members of the community through various community programmes such as educating and creating awareness about crime prevention is important because as law enforcement authorities, the police are the only entity that responds to crime problems faced by the community. Working with other agencies and community members are at the heart of community policing. Therefore, to address the crime problems various approaches have been taken and community policing approach is one of them.

In Malaysia, there are many crime prevention activities that make community policing approach as a model of implementation. Among the activities carried out for crime prevention are '*Rakan Cop*', Crime Patrol Squad and Voluntary Patrol Team. However, in Malaysia, although there are a variety of community policing programmes like Rakan Cop, Urban Safety, Crime Patrol Squad and Voluntary Patrol Team; community policing activities are focused on Voluntary Patrolling Scheme (VPS). VPS is seen as more institutional than other crime prevention programmes (personal communication, December 2011).<sup>3</sup> To give special focus

<sup>3</sup> In-depth interview with police officers at Kuala Muda, Kota Setar and Kulim Districts, December 2011.

to the crime problems in the neighbourhood, the Neighbourhood Watch Act (RT 2012 (Act 751) was enacted resulting in the program (RT) and was restructured to meet the demands of Key National Results Areas (NKRA). VPS is assigned under security feature in the structure of neighbourhood watch namely Rukun Tetangga (RT).

VPS was officially launched on 21 February 2004 in 23 areas of Penang. The establishment of VPS was specifically to implement community policing activities to help police to prevent crime. For that purpose under Section 15 of the RT Act 2012 (Act 751), resident volunteers (community) should apply to the Director General to establish VPS in their neighbourhood with members of not less than 20 persons aged not less than 18 years. VPS, placed under security feature of the RT committee organizational structure aimed at better impact on the implementation of crime prevention activities taking place in the neighbourhood. However, based on the membership statistics it can be said that community participation in VPS is too little. This has reduced the opportunity of the community to play an active role in decision-making processes. This further affects the implementation of VPS because it is not very effective against crime in the neighbourhood and has a negative impact on the implementation of planned crime prevention activities (personal communication, 15 August 2011).<sup>4</sup> Bexley et al., (2007) said that little participation in community policing will disrupt the process of the formation of social capital as social capital is a function of the relationship between the social network of individuals or of social groups and is often referred to as the ability of group members to perform an action through cooperation stemming from trust, involvement and other approaches that benefit the community. Therefore, it can be said that social capital is a process of community empowerment through participation, collaboration and community communication that make up the quality and quantity of social community interactions and relationships within an institution and this becomes a binder that unites them.

### **Bureaucratic Approach**

To strengthen crime prevention activities such as VPS, bureaucratic approach was done by the authorities. Through the bureaucratic approach, the government, through the six features of Key National Results Areas (NKRA) has set the reduction of street crime rates by 20 percent and five percent of criminal index at the end of 2010. However, only four states are included in this approach, namely Kuala Lumpur, Selangor, Penang and Johor.

---

<sup>4</sup> In-depth interview with officers at Department of National Unity and Integration Yan/Kuala Muda, 15 August 2011

In addition to the NKRA, the police launched 4P concept of the protection (protective), performance (performance), proactive (proactive), and people (people) in the performance of their duties. 4P concept which is used as the core principles in the police service aims to ensure community will feel safe and comfortable in their daily life (Ismail, 2011). Launching 4P concept does not mean *high profile policing* approach and *civilization* of RMP was stopped.

In fact, 4P concept can be seen as an enhancement to the high profile policing approach and civilization of RMP, which aims to ensure police presence in public places has always been at a high level and evoke 'feel safe' feeling among members of the community. This can be done through participation, collaboration and communication in the activities organized especially for crime prevention activities.

It could be said that the bureaucratic approach adopted in the fight against crime is the foundation of collaboration between the community and the police in the form of participation, collaboration and communication to create a bond in the form of a solid relationship known as social capital. Putnam (2000), Kelly, K. & T. Caputo (2005) stated that in the implementation of community policing program, participation, cooperation and communication are important in the formation of social capital. Thus, these three items are the main issues which need attention in implementing community policing programmes and they are seen as the mechanism to form the community social capital (Putnam, 2000).

## **THE SIGNIFICANCE OF COMMUNITY POLICING IN SOCIAL CAPITAL FORMATION**

The study views the relationship of community policing in the formation of social capital from the perspective of the fear of crime, perceptions of crime and concerns about crime, through the dimension of participation, cooperation and communication that occur in community policing. Drawing on the findings of the analysis, it showed a significant relationship between fear of crime and participation in the VPS with the value of  $r$  at 0.109 (see Table 1.1). This means that the dependent variable has a weak correlation with the independent variable as shown by the value of  $r$ , 0.109. It can be said that although the fear of crime has a positive relationship with participation, fear of crime does not seem to be a prime motivation for the general public to participate in SRS.

**Table 1.1: Correlational Analysis between Community Policing and Social Capital (n=1161)**

Hypothesis	Correlation Value	Result
HA <sub>1</sub> : There is a significant relationship between fear of crime and participation	0.109**	Significant but weak relationship
HA <sub>2</sub> : There is a significant relationship between fear of crime and cooperation.	0.160**	Significant but weak relationship
HA <sub>3</sub> : There is a significant relationship between fear of crime and communication.	0.253**	Significant but weak relationship

Source: Author, 2015

According to Asan Kasinge (2008), for a positive impact on community policing, community participation needs to happen on a large scale because low participation shows SRS is unrecognized by the community. This finding is supported by Lundman (2000) who said that to enable the effective implementation of community policing in a wider landscape, community policing requires recognition from the community in the neighbourhood. Meanwhile, the analysis conducted showed little participation in the VPS is influenced by community perceptions of crime prevention as the responsibility of the police. In addition, the analysis also found that little participation in the VPS is also influenced by the perception that the existence of VPS in the neighbourhood does not help in reducing crime and reducing the fear of crime levels (personal communication, n.d.).<sup>5</sup> It can be said that the participants in VPS are those who are concerned about crime in their neighbourhood (personal communication, n.d.).<sup>6</sup>

The analysis on the relationship of fear of crime against collaboration also showed a significant relationship with  $r$  at the value 0.160. However, the relationship is weak. This means, cooperation in the implementation of VPS is at a low level and does not apply across the board (personal communication, n.d.).<sup>7</sup> Drawing on the findings of the analysis conducted, 60.9 per cent members of the community are willing to cooperate in the implementation of the VPS. Meanwhile, 39.1 per cent would only cooperate when the crime rate in the neighbourhood is at a high level. The results of the analysis also showed that cooperation which occurred

<sup>5</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS and Community Leader of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>6</sup> In-depth interview with police, Department of National Unity and Integration officers of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>7</sup> In-depth interview with police, Department of National Unity and Integration officers of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

in the implementation of VPS applies in certain situations only, as well as only among members of the VPS and the policemen assigned in the neighbourhood (personal communication, n.d.).<sup>8</sup>

Therefore, in this situation, Clarke (1983) in his theory said anything to improve collaboration between the community and the police needs to be done in crime prevention activities by providing a better perspective on current factors in the implementation of the concept of crime prevention. Whereas the studies carried out abroad by researchers such as Knack & Keefer (1997) and Jeremy (2005) stated that cooperation between the police and the community in preventing crime must be given priority in community policing.

Drawing on the findings made in the implementation of the VPS it is apt to say that the relationship between fear of crime and the cooperation is not very helpful in the process of formation of social capital and social capital of the community. This is because social capital refers to the ability of community to build partnerships to achieve common goals. Thus, one can say in the implementation of VPS in the community has a limited capacity in the process of formation of social capital. Meanwhile, Putnam (2000), who tells of the bonding aspect of the relationship between the community and the community and bridging the relationship between the community and outsiders (police), noted that bonding social capital and bridging social capital in neighbourhood communities are at a low level.

Based on the findings of the study, it can be said that for VPS to be in progress, cooperation between the police and the community as a whole is not widespread enough because the community is not fully committed despite their choice to join VPS and instead let the police alone deal with crime problems. Therefore, it can be concluded that fear of crime against co-operation cannot be made an instrument in the establishment of community social capital.

The relationship between fear of crime and the communication in the VPS showed positive and significant correlation with  $r$  values of 0.253. However, the relationship is on the ground level. Drawing on the findings of the analysis it can be said that the fear of crime experienced by the community does not have a big impact on communication in the VPS. Glensor et al. (1998) said that the high level of communication is required in the implementation of community policing to clarify the problems of crime and understand their roles in community policing activities. VPS failure can be said to have positive impact in reducing the fear

---

<sup>8</sup> In-depth interview with police, Department of National Unity and Integration officers of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts.

of crime for failure to establish effective communication between the community and police as well as interfering with the formation of community social capital (personal communication, n.d.).<sup>9</sup> According to Putnam (2000) in his theory of social capital, aspects of communication play a significant role in the formation of social capital because it acts as a bridge that reinforces the social networks through existing relationships (bonding) and built relationships (bridging) with outsiders. In the context of this study the intended outsiders are the police.

Limited communication among communities is also influenced by the fear of crime in the community (personal communication, n.d.).<sup>10</sup> The lack of communication in the community exists because the people tend to bring down their social activities in the neighbourhood to moderation. This directly affects the level of communication (personal communication, n.d.).<sup>11</sup> This finding is supported by Warr (1987) who said that the lack of communication between the police and the community arises from the withdrawal of community from social activities in the neighbourhood for fear of crime. This finding was also supported by external researchers such as Taylor (2002), Xu et al. (2005) and Jackson et al. (2007) who said that the limited communication between the police and the community is caused by fear of crime in the neighbourhood. Therefore, it can be said that limited communication between the police and the community is due to the fear of crime experienced by the community. A low level of communication in social networks and community police will affect the formation of social capital. In this context, Putnam (2000) said communication serves as a liaison and consolidate social networking of the community with the police.

In the context of the relationship between perception of crime and participation of the SRS, there is a positive and significant correlation with r value 0.181 (see Table 1.2). However, the relationship is weak. The weak link is translated through the community concerns to leave home for a long time because of fear of their homes being broken into by criminals (personal communication, n.d.).<sup>12</sup> Based on the analysis, it can be said that the formation of the perception of crime in the community is formed by the experience of being a crime victim and by crime in the neighbourhood itself. This finding was supported by Jackson et al. (2007) who said the experience of being a victim of crime created profound impact on the formation of community perceptions of crime in the neighbourhood.

<sup>9</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>10</sup> In-depth interview with Chairman of VPS, Secretary of VPS and Community leader of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>11</sup> In-depth interview with Department of National Unity and Integration officers officer Chairman of VPS, Secretary of VPS and Community leader of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>12</sup> In-depth interview with Department of National Unity and Integration officers Chairman of VPS, Secretary of VPS and Community leader of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah



**Table 1.2: Correlational Analysis between Community Policing and Social Capital (n=1161)**

Hypothesis	Correlation Value	Result
HA <sub>4</sub> : There is a significant relationship between perceptions towards crime with participation.	0.181**	Significant but weak relationship
HA <sub>5</sub> : There is a significant relationship between perceptions towards crime with cooperation.	0.156**	Significant but weak relationship
HA <sub>6</sub> : There is a significant relationship between perceptions towards crime with communication.	0.156**	Significant but weak relationship

Source: Author, 2015

Therefore, it can be said the establishment of the perception of crime is influenced by the experience of being a victim of crime and occurrence of crime in the neighbourhood. Weak correlation between perception of crime with the participation of the VPS shows that the perception of crime is not a major factor in measuring the effectiveness of social capital formation in communities through VPS. As Putnam (2000) in social capital theory says social capital is formed in two ways; through bonding, which means the existing relationship between community members and bridging which means community relations with the police. Drawing on the findings of the analysis conducted, bonding and bridging social capital do not have a big impact to attract the community to join the VPS. This is because the perception that the police are able to deal with crime without the cooperation of the community is still a stigma in the community thinking (personal communication, n.d.).<sup>13</sup> This perception has led to a moderate level of community participation and affects their involvement in the VPS program, compared to crime rate in the neighbourhood (personal communication, n.d.).<sup>14</sup>

The findings of relations of the perception of crimes against cooperation in VPS show a positive and significant relationship with the r value of 0.156. However, the relationship is at the ground level. Based on the findings of the analysis, it can be considered that in the implementation of VPS, the issue of cooperation can be discussed in three segments; first, readiness to cooperate; secondly,

<sup>13</sup> In-depth interview with Department of National Unity and Integration officers, Kedah, 2013.

<sup>14</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah.

cooperation given should be based on current crime situations and thirdly, selective cooperation. Segmentation is done due to the acceptance of VPS by the community is based on their perception of crime in the neighbourhood community (personal communication, n.d.).<sup>15</sup> From the three segments of cooperation in VPS, the community perception of crime is seen from a different perspective and may have influenced on cooperation (personal communication, n.d.).<sup>16</sup> The results of the analysis show that the level of cooperation in the VPS will increase if the community finds that the crime rate in their neighbourhood increases and they feel unsecured. If they do not experience the feeling of insecurity, then their level of cooperation in the community will decrease (personal communication, n.d.).<sup>17</sup> In this context, Fiedler & Chemers (1974) through the theory of contingency stated that the impact of community policing will grow bigger if the community cooperate in implementing it, even though they have different perceptions towards crime.

Drawing on the findings of the analysis, it can be considered that the perception of crime has a weak influence in determining the level of community cooperation in the implementation of the VPS. Jackson et al. (2007) said the perception of crime has affected community cooperation in the implementation of community policing. Therefore, it can be said that community cooperation with the police to maintain neighbourhood security is still at low levels and cannot be used as a measure of cooperation in the implementation of the VPS.

In the meantime, the relationship of the perception of crimes against communication shows that there is a positive and significant relationship but is at ground level, which is affected by low participation and limits the communication happening in the VPS (personal communication, n.d.).<sup>18</sup> Less participation also affects the supply of information to the police and limits the level of communication between the police and the community, causing failure to deliver effectively the actual situation of crime in the neighbourhood (personal communication, n.d.).<sup>19</sup> Communication that took place between the police and the community had formed more positive perceptions of crime and enhance communication with the police because the community has a better understanding of the role of police in preventing crime (personal communication, n.d.).<sup>20</sup> According to researchers such as Warr (1987),

<sup>15</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah.

<sup>16</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>17</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>18</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah.

<sup>19</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>20</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

Jackson et al. (2007), Jackson (2008), Taylor (2002) and Xu et al. (2005), low level of communication between the community and the police is due to fear of crime in the neighbourhood. It can be said that the findings by Warr (1987) & Jackson et al. (2007), Jackson (2008), Taylor (2002) and Xu et al. (2005) shows the effects of fear of crime in the neighbourhood. Research findings by Warr (1987) & Jackson et al. (2007), Jackson (2008), Taylor (2002) and Xu et al. (2005) show that due to fear of crime, communities have a negative perception of crime that affects the level of communication within the neighbourhood. It can be concluded that the findings of previous studies show that the formation of the perception of crime by the communities was done based on mass media and other sources that have a wide variation in the delivery of information to the community.

Studies conducted found that communication between the community and police also plays a role in determining the pattern of perceptions of crime in communities and the level of cooperation in the VPS. Based on systems theory by Haley (1961) communication between the community and the police is a hub of communication processes that shape the formation of the perception of crime in the formation of social capital in order to achieve common goals. Meanwhile, a study conducted by researchers outside found that the establishment of perception of crime have been influenced by various factors that affect the community in decision making, whether to join the policing programmes or reject it.

Meanwhile, the relation of concern about crimes against participation has a positive and significant relationship with the value of  $r$  at 0.572 (see Table 1.3). This finding is supported by Cote S, (2001), and Kerly (2005), concern about crimes plays an important role in enhancing the opportunities for achieving the objectives of community policing in the neighbourhood. Hawden (2003) in support of the finding said that the community concern about crime will establish a high spirit of cooperation and collective action in maintaining the security of the neighbourhood. Therefore, in order to achieve the objectives of community policing, concerns of crime needs to be improved in order to attract people's participation in the VPS. The transformation of policing services applying the concept of community police co-operation is a community policing mechanism in the prevention of crime in neighbourhood activities and requires many community participation (Ahmad, 2011). Skoogan (2006) said that concern over crime is a basic overview of community relations with the police in the implementation of community policing. However, Innes (2004) said that concern over crime in the community will increase when there are behaviours which act as criminal signal detected in the neighbourhood and this situation will increase the level of community participation in policing activities.

**Table 1.3: Correlational Analysis between Community Policing and Social Capital (n=1161)**

Hypothesis	Correlation Value	Result
HA <sub>7</sub> : There is a significant relationship between concerned for crime and participation.	0.572**	Significant with strong relationship
HA <sub>8</sub> : There is a significant relationship between concerned for crime with cooperation.	0.166**	Significant but weak relationship
HA <sub>9</sub> : There is a significant relationship between concerned for crime with communication.	0.243**	Significant but weak relationship

Source: Author, 2015

Thus, based on the findings of the analysis, it can be considered that the concerns of crime have a strong influence on participation in the process of formation of social capital. This finding is supported by Narayan (1997) and Woolcock (2000), who stated that the social capital exists in each community groups participating in neighbourhood activities to facilitate their lives. Furthermore, Fukuyama & Putnam (1995) said that social capital is to encourage community participation in the implementation of the common goal of community policing. Drawing on the findings of studies conducted and the findings of this study, it can be formulated that relationship of concern about crimes against the participation shows a strong relation and can be used as an instrument to measure its contribution to the formation of social capital in neighbourhood communities.

The relationship between concern about crimes and cooperation is positive and significant with *r* value at 0.166 and is at a low level. Dalglish et al. (2004) said that apart from the fear of crime and perceptions of crime, concern about crime is also the catalyst for problem solving activities that increases the level of community and police cooperation in the implementation of community policing. The findings by Dalglish et al. (2004) support the findings of the study, while Atkins et al. (1991), Johnson et al. (1992), Painter (1996) and Jennifer (2005) said this because community policing approach is to involve the community in crime prevention through neighbourhood policing activities. The study also found that those who do cooperate in VPS are those who have concerns about crime in the neighbourhood (personal communication, n.d.).<sup>21</sup> While those with a low level of concern and do not cooperate in the implementation of VPS are found to create

<sup>21</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah.

protected areas and withdraw from social activities held in the neighbourhood (personal communication, n.d.).<sup>22</sup> Cordner (2005) said that community policing is to improve police relations with the community with more systematic cooperation and collaboration in order to maintain the safety of the neighbourhood from criminal threats, stemming from concern for community crime in the neighbourhood.

Drawing on the findings of the analysis and findings of empirical studies carried out, it can be said that the relationship of concern about crimes against cooperation needs improvement. Therefore, the findings and analysis of previous studies found that the relationship of concerns about crime against cooperation in the formation of social capital is not compatible because the relationship that occurs does not have a strong foundation. According to Putnam (2000) to enable the formation of social capital, existing relationship (bonding) among the communities and relationships with people outside (bridging) in the community need to have a solid foundation to allow for effective cooperation between the police and the community. Therefore, it can be concluded that the relationship between concern for crimes and cooperation cannot be an instrument to measure for the process of forming social capital.

In the meantime, relationship between concern about crimes and communication in the VPS shows that there is a positive and significant relationship with the  $r$ , at 0.243 and is at the ground level. Christopher Davala (2001) said that communication between communities through various community programmes in order to educate and raise awareness about the importance of participating in policing activities is a necessity. Based on the results of studies conducted it can be said that without effective communication between police and the community, VPS cannot be properly implemented (personal communication, n.d.).<sup>23</sup> Weisburd & Eck (2004) said police officer should act according to the needs of the community and can act in concert with communities in implementing community policing. Therefore, the concerns about crime should be accompanied by flexibility to enable it to become a catalyst for communication between the police and the community (personal communication, n.d.).<sup>24</sup>

According to Bayley (1994), community policing is a philosophy of policing the implementation of which involves consultation between the police and community regarding what approaches to be taken for crime prevention. Meanwhile Fiedler &

---

<sup>22</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>23</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

<sup>24</sup> In-depth interview with police, Department of National Unity and Integration officers, Chairman of VPS, Secretary of VPS of Kuala Muda, Kubang Pasu, Kulim and Kota Setar Districts, Kedah

Chemers (1974) said community policing performance also puts the dependency on concerns about crime in determining a community's willingness to cooperate in the implementation of the VPS.

Drawing on the findings of studies conducted and previous studies, it is not possible for the formation of social capital to take place perfectly through the VPS. This is because the formation of social capital requires a strong relationship which is known as bonding social capital and bridging social capital. Coleman (1990) said that the ability of communities to build partnerships to achieve common goals rely on strong capabilities to develop cooperation in the process of forming social capital. The results of the analysis show that in order to enhance communication between the community and the police, participation should be enhanced to improve the level of communication between the police and the community.

In conclusion, it can be said that the relationship between concern about crimes and the communication in VPS cannot be a measure of the community's social capital formation process. This is because although a positive relationship exists but is only at the ground level.

## **COMMUNITY POLICING: BENEFITS TO EXPECT**

In anticipating the benefits to be gained from a community policing program, those who agree with policing program has put forward many reasons why community policing is beneficial to the community. This view is divided into three parts by Ratcliffe & Segrave (2004). First; community policing program will give special advantages to the community such as mobilizing and empowering communities to identify and respond to concerns, to improve the physical condition of the local and social environment, increase the positive response to the police and to reduce the fear of crime and secondly; community policing program will also give special advantages to the police to improve relations with the community, improve community perception of the police force and to increase employees satisfaction with their job.

In addition to the special advantages to the community and the police, community policing program also helps the community and police to be together. Among the advantages of this joint, is it potentially reduces the conflict between the police and the community, reduce crime rates, better dissemination of information between police and the community and both sides of the community and the police will implement the activities of crime prevention and crime control to work together to achieve a common goal (Ratcliffe & Seagrave, 2004).

## **ENHANCEMENT TO COMMUNITY POLICING**

The success of community policing programmes differ from one place to another because it is influenced by the society's acceptance and ability of the police to solve crime problems in particular communities (Skogan, 2000). While the existing community policing is functional is efficient, further improvement can be made to enhance it. According to Peak & Glensor (1999) there are several ways to apply this concept. Among the alternatives to the approach of community policing programmes are: First; problem-oriented policing approach that coordinate concerted action between the police and community groups, external agencies, and government agencies in an effort to solve the problem; Second; Community policing is a reform effort in restructuring the organization structure of policing, improve community relations with the police, improve morale among officers and to promote changes in the organization of policing (Peak and Glensor, 1996).

Nevertheless, this alternative has high tendency to fail in its implementation. Among the factors for the failure are; first, the programmes are not well-planned and hastily carried out, which prevents the subordinate staff of the police from understanding their roles; secondly, addition of problems which obstruct the implementation of community policing program; thirdly, sabotage of unfavoured approach taken in community policing program , and lastly, the approach taken to implement community policing is biased towards changing the organisation of police but not changing the police service. Factors contributing to the failure of this approach to community policing programmes stem from conceptual elements that are not clearly stated. For instance, the policies applied do not clearly explain the level of fear of crime (Peak & Glensor, 1996).

## **CONCLUSION**

It can be concluded that relationship between concern for the crimes and the participation can be used as a measure of the relationship of community policing in the community social capital formation through VPS. This is in contrast to other relationships between independent variables and the dependent variable which was found to have a weak correlation with each other. Therefore, it can be said that weak relationship between independent and dependent variables except for the relationship between the concerns of crime, have created barriers to participation in achieving the objectives of VPS performed in the neighbourhood. As promoted by Radelet (1986) and Larrabee (2007) community policing should be open to better relations between the police and the community. However, these existing obstacles may cause failure to successfully launch community policing program such as VPS in the community.

Therefore for community policing to be successfully implemented will require the best efforts of everyone. One positive step towards expanding the programme would be requiring long term commitment of officers assigned to community policing. Although the police are still responsible for enforcement of the law and response to serious crimes and life threatening emergencies, community policing can become a department wide focus. Realising that the police alone cannot solve the problems of crime can go a long way towards achieving these goals. This can only happen if the community and the police form a partnership of equality.

## REFERENCES

- A.Irvin, Renee and John Stansbury. 2004. *Citizen participation in decision making: Is it worth the effort?* Public Administration Review 64(1): 55–65 2004.
- Asan Kasingye. 2008. *Community policing and the criminal justice cycle*, A paper presented to officers of UPDF, UPF and UPS attending leadership training-Nali, Kyankwanzi, 18<sup>th</sup> August, 2008.
- Ahmad. 2011. *Tubuh CRSM di setiap daerah*, Utusan Malaysia, Isnin, 3 Oktober 2011, m.s: 27.
- Atkins, Stephen, Sohail Husain, and Angele Storey. 1991. *The influence of street lighting on crime and fear of crime*. London: Home Office, 1991. Retrieved from [www.homeoffice.gov.uk/rds/prgpdfs/fcpu28.pdf](http://www.homeoffice.gov.uk/rds/prgpdfs/fcpu28.pdf).
- Bayley, David. 1994. *International differences in community policing*. CA: Sage.
- Cordner, Gary. 2005. *Community Policing: elements and effects*. Prospect Heights, IL: Waveland, pp. 401-418.
- Coleman, J.S. 1988. *Social capital and the creation of human capital*. American Journal of Sociology, vol. 94, pp. S95–S120.
- Coleman, J.S. 1990. *Foundations of Social Theory*. Harvard University Press, Cambridge.
- Chanan. 1999. *Local community involvement*. A Handbook for Good Practice, Luxembourg: Office for Official Publication of the European Communities.



- Cote S, Healy & T. 2001. *The Well-being of Nations. The role of human and social capital*. Organization for Economic Co-operation and Development, Paris.
- Christopher Davala. 2001. *Pedaling in community policing*. Maryland State Police.
- Clarke Ronald V. 1983. *Situational crime prevention: Its theoretical basis and Practical Scope*. The University of Chicago Press. Retrieved from [www.lawandordermag.com](http://www.lawandordermag.com).
- Dalglish, David & Andy Myhill. 2004. *Reassuring the public: A review of international policing interventions*. London: Home Office. Retrieved from [www.homeoffice.gov.uk/rds/pdfs04/r241.pdf](http://www.homeoffice.gov.uk/rds/pdfs04/r241.pdf).
- Fiedler, F. E. and Chemers, M. M. 1974. *Leadership and effective management*, Glenview, IL: Scott, Foresman and Co.
- Fukuyama, F. 1995. *Trust: The social virtues and the creation of prosperity*. New York: Free Press
- Glensor, Ronald W., and Kenneth Peak. 1999. *Lasting impact: Maintaining neighbourhood order*. FBI Law Enforcement Bulletin, March 1998, pp. 1-7.
- Haley, J. 1961. *System Theory*, cited in Haley, J. (1976), *Problem solving therapy*. San Francisco: Jossey-Bass.
- Hawden, J. 2003. *Police-resident interactions and satisfaction with police: An empirical test of community policing assertions'*, Criminal justice policy review, vol. 14, no. 1, pp. 55-74.
- Innes, M. 2004. *Signal Crimes and Signal Disorders: Notes on Deviance as Communicative Action'*, *British Journal of Sociology*, 55: 335-355.
- Ismail. 2011. *Dakwaan Guan Eng tidak benar- KPN*, Mingguan Malaysia, Ahad, 2 Oktober 2011, m.s: 3
- Jackson, Jonathan & Jason Sunshine. 2007. *Public confidence in policing: A Neo-Durkheimian perspective*. *British Journal of Criminology* 47(2): 214-233.
- Jeremy M. Wilson. 2005. *Determinants of community policing: An open systems model of implementation*. Unpublished report prepared for the United States Department of Justice. 2005.

- Johnson, Knowlton W. and Stephen L. Merker. 1992. *Crime Prevention*. Ohio: Anderson Publishing Company, 1992: 63–86.
- Kelly, K. and T. Caputo. 2005. *Case Study of Grassroots Community Development: Sustainable, Flexible and Cost-effective Responses to Social Needs*. *Community Development Journal* 21(2): 234-245.
- Kerley, K.R. 2005. *Policing and Program Evaluation. 1st Edn.* Pearson/Prentice Hall, Upper Saddle River, N.J.
- Knack, S., and P. Keefer. 1997. *Does social capital have an economic pay-off? A cross country investigation*. *Quarterly Journal of Economics*. 112.4 pg: 1251-1288.
- Larrabee. 2007. *Law enforcement: Robert Peel's concept of community policing in today's society*. West Publishing Company. Retrieved from [www.usdoj.gov/crs](http://www.usdoj.gov/crs).
- Lee Lam Thye. 2011. *Kes jenayah kebimbangan utama rakyat*, Utusan Malaysia, Isnin, 19 September 2011, m.s: 28
- Lissenden, P. 1996. *Bank Robbery: A Target for Community Policing*. *Law Enforcement Bulletin* 65(9):16-20.
- Ludman, D. 2000. *Reflection on the move to community policing*. A policy paper revised for the Regional Community Policing Institute at Wichita State University.
- Muhyiddin. 2011. *Jenayah seluruh negara menurun*, *Mingguan Malaysia*, Ahad, 2 Oktober 2011, m.s: 3
- Narayan. 1997. *Voices of the poor: Poverty and social capital in Tanzania*. World Bank. Washington D.C, USA.
- Painter, Kate. 1996. *The influence of street lighting improvements on crime, fear and pedestrian street use, after dark*. *Landscape and urban planning* 35 (2–3) (1996):193–201.
- Peak & Glensor. 1999. *Community policing and problem solving: strategies and practices*. 2 end. Prentice Hall, New Jersey.

- Putnam, R. 1995. *Bowling Alone: America's declining social capital*. Journal of Democracy, 6: 65-78.
- Putnam, R. 2000. *Bowling alone: the collapse and revival of American community*. New York.
- Radelet, L. 1986. *The police and the community, 4<sup>th</sup> ed.*, New York, NY: Macmillan Publishing Co.
- Ratcliffe & Segrave. 2004. *Community Policing: A descriptive overview*
- Skogan, Wesley G. 2000. *Public involvement: Community policing in Chicago*. Chicago: Northwestern University.
- Skogan, Wesley. 2006. *Police and community in Chicago: A tale of three cities*. Oxford: Oxford University Press.
- Taylor, Ralph. 2002. *Fear of Crime, Social Ties, and Collective Efficacy: Maybe Masquerading Measurement, Maybe Déjà Vu All Over Again*. Justice Quarterly 19 (2002): 773–792.
- Trojanowicz, Robert C., Richard Gleason, Bonnie Pollard, and David Sinclair. 1987. *Community Policing: Community Input Into Police Policy-Making*. Michigan State University.
- Warr, M. & Stafford, M. 1987. *Fear of victimization and sensitivity to risk*. Journal of Quantitative Criminology 3:29–46.
- Weisburd, David and John Eck. 2004. *What Can Police Do to Reduce Crime, Disorder, and Fear?* American Academy of Political and Social Science
- Woolcock, M. 2000. *Why should we care about social capital?* Canberra Bulletin of Public Administration, pp17-19.
- Xu, Yili, Mora Fiedler, and Karl Flaming. 2005. *Discovering the impact of community policing: The broken windows thesis, collective efficacy, and citizens Judgment*. Journal of Research in Crime and Delinquency 42 (2005): 147–186.

