



UGANDA POLICE FORCE

STRATEGY FOR COMMUNITY POLICING

January 2017



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LIST OF ACRONYMS

CA	Crime Analysis
CBOs	Community Based Organisations
CCTV	Closed Circuit Television
COAs	Constitutive Output Areas
CPs	Crime preventers
CPA	Community Policing Area
CPO	Community Policing Officer
CPSN	Community Partnerships for Safer Neighbourhoods
CTs	Crime Tracts
DCLO	District Community Liaison Officer
DISO	District Internal Security Officer
DPC	District Police Commander
DSP	Dispute Settlement Programme
FGDs	Focus Group Discussions
FTO	Field Training Officers
GoU	Government of Uganda
IGP	Inspector General of Police
LCs	Local Councils
MPs	Members of Parliament
NGOs	Non-Governmental Organisations
PAT	Problem Analysis Triangle
PO	Probationary Officer
RPC	Regional Police Commander
SAFE	Safety Awareness for Every One
SARA	Scanning, Analysis, Response, Assessment
SMART	Specific, Measurable, Attainable, Relevant, Trackable
SOPs	Standard Operation Procedures
TQM	Total Quality management
UHRC	Uganda Human Rights Commission
ULS	Uganda Law Society
UPF	Uganda Police Force

GLOSSARY

Accountability: Police accountability means that police activity - ranging from the behaviour of single police officers to the strategies for police operations, appointment procedures and budget management - is open to observation by a variety of oversight institutions.

Beat: Is an area which a particular constable or group of constables is detailed to patrol during a single tour of duty. It may be a precinct in a city or town embracing a small couple of streets, roads, or as large as a kilometre radius, depending on the density of the population, the known rate of crimes, the economic or administrative importance of the establishment or building in the area. In the rural areas, it may be a collection of villages or hamlets or a stretch of kilometres.

Business Watch: Is a Crime Watch Association that is comprised of members of the local business community who work in conjunction with a UPF officer to enhance crime prevention efforts and learn strategies to use within their business operations and physical layout to deter crime.

Career Criminal: A habitual offender, a recidivist - one who returns to prison over and over again, a "hardened" or "hard core" criminal - such offenders lead lives of crime.

Citizen Dispute Settlement Programme: This programme can be designed as a mediation agency to help parties work out problems of a civil or minor criminal nature prior to use of the court system. The programme can be developed for, and operated by, the State Attorney.

Coactive Policing: Policing in partnership with the community and other community service providers to improve the overall quality of life within the neighbourhoods in a community.

Community Alliance: The purpose is to establish and maintain communication among the community members; identify community problems pertaining to employment, small business, education, governmental representation, housing, urban environment, drug and alcohol abuse, and youth; and to determine how the problems can be solved, either by existing community groups that can and will accept responsibility for solving these problems, or, if deemed necessary, by Alliance action.

Community Policing Area: The geographic area in which a Community Policing Officer is assigned.

Community Policing: A philosophy and organisational strategy that promotes a partnership-based, collaborative efforts between the police and the community to more effectively and efficiently identify, prevent and solve problems of crime, the fear of crime, physical and social disorder and neighbourhood decay in order to improve the quality of life for everyone.

Community police Council: A representative group of community residents who meet on a regular basis with the Police Officers to discuss police policies and operations.

Community: A body of people living in the same area or having interest of work, etc in common; a society at large or a general public.

Crime Analysis: The scientific, systematic, data-driven analysis of crime and patterns of crime that helps devise effective strategies to prevent future crime and apprehend suspects.

Crime Prevention Through Environmental Design: This is a training programme geared toward business owners and managers, city planners, building codes personnel, fire personnel, police personnel and landlords that provides information about and strategies designed to minimise the potential for crime in a building. For example, store layout and shelving can be designed in such a way as to prevent or minimise the opportunity for crime.

Crime Tract: A specific geographic area used to group crimes and track calls for police services. Several Crime Tracts may fall within an area assigned to be patrolled by a specific police officer.

Crime Watch: Associations of neighbourhood residents which, working together with the UPF Community Liaison Officers, engage in crime prevention activities such as Block watch, and provide information to the police.

Cultural Diversity Training: Training modules designed to provide cultural interactions, crisis intervention, conflict management, community organising skills for all employees of the UPF especially those assigned to community policing.

Field Training: A Post-Police Academy training programme that newly sworn police officers attend for their first weeks with the UPF. The new officers, on probationary status in their early days of employment, work alongside experienced officers who are responsible for their orientation to duties of police officers.

General Orders: The rules, policies and procedures that regulate the duties, responsibilities, standards of behaviour, and professional standards of the members and employees of the UPF.

Landlord/Tenant Training: A training programme for landlords, tenants and homeowners to develop responsible property management and ownership. It deals with chronic drug dealing and other illegal activities which can reduce the quality of life for a neighbourhood. It promotes the coordinated effort of police, landlords and neighbours in their partnership as a community.

Neighbourhood Warden: Civilians in the Community who assist the police with non-emergency calls.

Police-Public Partnerships: A synonym for community policing for the purpose of facilitating a better translation and interpretation of the term community policing into different languages.

Proactive Policing: A mode of police operations that strives to prevent crime or other undesirable activity from occurring. Examples include early intervention, crime watch and drug education.

Public: A body of people and institutions. The public comprises both the governmental and administrative sector as well as the private sector, including individuals.

Quality Leadership: A style and philosophy of management that facilitates the implementation and practice of Community Policing. It is based on listening, participation, cooperation, service, and empowerment of employees and citizens. It challenges the traditional, hierarchical, command structure of Police departments accustomed to operating a paramilitary mode which is not conducive to community-oriented policing.

Reactive Policing: The traditional, call-driven mode of police operations. The police 'respond' or react once something has happened or a call for police service has been made.

Sentinel: Individuals who in a locality are specifically sensitive and well attuned to the biography of the neighbourhood and the occurrence of the problems therein.

Staff Inspections: This is a routine, systematic review of Police operations, policies, and procedures by unit in order to analyse departmental efficiency and effectiveness.

Standard Operation Procedures: These are procedures that govern the specific duties, rules, policies and procedures for each unit within the UPF.

THE EXECUTIVE SUMMARY

The composition, ethos and structure of the Uganda Police Force (UPF) have long historical origins. Current changes in structure and approach to policing away from authoritarian top-down approach to a more consensual community policing approach must therefore be seen within a historical perspective. Both internal and external pressures related to political governance and the economy, are largely responsible for changes that are currently shaping both the form and substance of policing in Uganda.

The trend of events in Uganda between 1966 and 1986 that have had a profound influence on the police and its approach to policing include, political turmoil and illegitimate or unpopular governments. As a result of the generalised insecurity and political strife, the government's ability to combat crime and maintain law and order was crippled. Another arena of discontent that influenced the government's ability to comprehensively address crime in the country relates to the poor economic prospects and massive unemployment that motivated crime among different groups.

The decay of government machinery and degeneration of public morals crippled the institutions and process of social control. Thus, the capacity of the Uganda police to deal decisively with this level of crime was inadequate in terms of logistics and trained human resource. By 1986 the need to involve communities in combating crime had become more urgent both as a way of winning back public trust and confidence in the police force and also as way of forging meaningful public / private partnership to fight crime. These realities formed the basis for the initiation of a more pro – active approach to policing known as community policing in 1989.

It was not until 1993 however that the programme was re-introduced as a national programme with the following specific objectives to:

- Establish an effective and efficient policing system with the assistance of the public to prevent crime.
- Sensitise the communities on crime and its control.
- Promote open and honest relations between the police and the public.
- Enhance greater accountability in policing to members of the public.
- Ensure that policing priorities tally with community or local security needs
- Help promote and foster respect for human rights by the police.
- Improve the quality of police services and integrate them into community life.

Since its re-introduction, the Uganda Police Force has worked to refine and popularise the use of community policing as a viable approach to prevent crime and promote a more consensual approach to policing in the country. In part, the change in policing approach

is due to the need to maximise available resources to facilitate the police to carry out their mandate. The changes are also due to the need to proactively deal with crime particularly at a time where an economic downturn potentially increases the incidences of crime and insecurity.

Community policing as a strategy to tackle insecurity, detect and prevent crime is, under the country's current political and economic realities, a policing imperative with a number of benefits. Firstly, due to its collaborative approach, implementation of a community policing strategy will consequently result in savings on some of the financial, physical and human resources currently committed to general policing, especially on patrols and in criminal intelligence gathering. Resultant savings arising from the implementation of this strategy will be available for reallocation to other priority areas in the security sector, particularly in areas which will impact positively to the economy. In addition, the participatory nature of community policing, will make the public more informed of their obligations in maintaining law and order and improve their understanding of the operations of the Uganda Police Force.

Secondly, the implementation of community policing will not only improve the general security, but will also institutionalize the collaboration between Government and the public in matters of crime management and law enforcement. Recent experience shows that one cannot effectively fight crime from a desk at the headquarters. It makes a big difference if one meets and talks every day with the residents and business owners who know where their security problems lie and who might have some ideas on how to solve them. Thus, community policing has emerged as a major strategic complement to traditional policing practices.

With its focus on establishing police-public partnerships, where the entire police force, all government agencies and the community actively co-operate in problem-solving, community policing presents a change in practice, though not in the general objectives of policing. These objectives continue to be the maintenance of public safety, and law and order; the protection of the individual's fundamental rights and freedoms, particularly right to life; the prevention and detection of crime; and the provision of assistance and services to the public to reduce fear, physical and social disorder, and neighbourhood decay. Police-public partnerships do, however, provide a strategy to achieve these objectives more effectively and efficiently.

In terms of principles, community policing is premised on the level of community participation in enhancing safety and social order and in solving community-related crime. This level should be raised since the police cannot single-handedly carry out this task. In order to achieve such partnerships, the police must be better integrated into the community

and strengthen its legitimacy through policing by consent and improving policing services to the public. They should, therefore:

- Be visible and accessible to the public;
- Know the public and the public knows them;
- Respond to community needs;
- Listen to community concerns;
- Engage and mobilise the community; and
- Be accountable for their activities and the outcome of these activities.

This document outlines the key strategies for translating these principles into practice. Based on existing literature on community policing as well as the tested programmes currently being implemented in different parts of the country, the aim of the strategic plan document is to place community policing at the heart of police reform agenda so as to strengthen trust, partnership and accountability between police and the public.

The key strategies for the translation of the community policing principles include:

- Creating fixed geographic neighbourhood areas with permanently assigned police officers.
- Introducing visible and easily accessible police officers and facilities.
- Re-orienting patrol activities to emphasise non-emergency servicing.
- Engaging communities.
- Introducing a proactive problem-solving approach.
- Involving all government agencies and services.
- Involving all police branches.

The document outlines the following four key stages of implementation of community policing programmes: the preparatory stage, the implementation stage, the evaluation stage, and the modification stage.

At preparatory stage, the following steps are essential for the implementation of the community policing programme:

- Winning the support and commitment of all key stakeholders, political, administrative and community level to the UPF as an institution.
- Conducting an independent survey in order to understand the local context in the implementation area.
- Involving all key stakeholders in discussing the appropriate strategies for implementing community policing.
- Developing a vision and mission statement to explain the police's goal.

Designing a strategic development plan that considers local conditions, clearly defining consistent objectives, practices and implementation benchmarks that can realistically be achieved within a sufficient timeframe and in view of available resources

- Selecting a core implementation group or lead agency tasked with supervising and coordinating the implementation process, creating mechanisms for communication, supervision and evaluation of the implementation process and bearing the overall responsibility for implementation.
- Identifying community policing sites and key players, and preparing them for their special tasks in the implementation process.
- Creating the necessary legal foundation, framework or implementation policy for an effective and sustainable implementation process.
- Coordinating external donors and facilitators in order to ensure the building of synergies and consistent approaches in implementing community policing.

The implementation stage has three measures: those relating to the UPF, the government agencies and the community. The measures relating to the community are:

- Establishing pilot stations and foot patrols in pilot neighbourhoods, in line with the strategic development plan, ensuring visibility of and easy access to the police as well as improved two-way communication between the police and the community members.
- Avoiding the impression that community policing is a special unit function having little in common with “real” law enforcement.
- Educating the entire police staff about the concept of community policing and demonstrating the benefits of community policing to the officers.
- Training all staff in all training phases, mentoring, supervising and evaluating them with regard to their community policing performance.

Measures relating to other government agencies are:

- Reaching a broad consensus and commitment with all agencies concerned within a community environment with regard to their share of the responsibility and the need for close cooperation
- Educating the officials of other agencies on community policing, its main techniques and their roles in co-operative problem solving.

Measures relating to the community are:

- Developing trust in the police.
- Complementing crime-preventive problem-solving activities with immediate,

intensive and more traditional law enforcement.

- Establishing public forums, following a problem-solving approach in dealing with all aspects of quality of life in the neighbourhood, with clear procedures and regulations, and chaired by widely respected individuals.
- Empowering members of public forums.
- Complementing community forums at the local grassroots level with community forums at a higher administrative level in order to coordinate efforts of local forums and facilitate their exchange of experiences and lessons learned.
- Creating alternative occasions for meetings and exchanges of views, such as police open days, visits to schools, invitation of community groups to police stations, and information campaigns.
- Developing sound cooperation with the media, including creating guidelines for media contacts, creating clearly defined roles for spokespersons and providing media training for officers.
- Establishing stringent and clear regulations and policies to deal with potential ethical dilemmas or negative impacts of close community-police relations.

At evaluation stage, community policing needs regular evaluation which should be linked to the policy cycle, enabling the strategic level to systematically and continuously improve the quality of the police service. The general criteria for evaluating community policing implementation processes is their relevance, efficiency, effectiveness, impact and sustainability, and the extent of organisational transformation of police agencies. This will be assessed by focusing on the following:

- The level of autonomy in decision-making.
- The level of decentralisation of patrol, crime analysis and investigation units.
- The level of internal co-operation and communication.
- The modifications in recruitment to reflect the skills and characteristics required from community-assigned police officers and the extent to which training curricula convey community policing skills.
- The individual performance evaluation.
- The level of job satisfaction of the police staff.

The performance of other government agencies will be assessed by focusing on:

- The level of their commitment to and participation in problem-solving.
- The amount of their resources provided for problem-solving activities.
- The level of inter-agency co-operation and communication.

The development of police-public partnership could be assessed by:

- Conducting public perception surveys and focus group discussions on police performance and the safety and security situation in the community.

- Conducting internal and public oversight reports on the police.
- Analysing media reports.
- Keeping records of police-community activities.
- Analysing the sustainability of formal and informal public forums.

These qualitative criteria should be complemented by quantitative criteria such as crime statistics, crime clearance rates, and/or victimization reports. The public should be informed of the results of the evaluation, and opportunity for reflection and celebration of problem-solving success should be provided to further mobilise community participation and strengthen the police-public-partnership.

Finally, the modification and expansion stage is where, based on the evaluation and review of the implementation process, successful pilot site programmes will be expanded in addition to other sites. However, the best practices in one pilot site still need to be adapted to fit another site's environment given the uniqueness of each region.

1. INTRODUCTION

Introduction

The composition, ethos and structure of the Uganda Police Force (UPF) have long historical origins dating back to the colonial period. Current changes in structure and approach to policing away from authoritarian top-down approach to a more consensual community policing approach must therefore be seen within a historical perspective. Both internal and external pressures related to political governance and the economy, are largely responsible for changes that are currently shaping both the form and substance of policing in Uganda.

During the precolonial period, Uganda like most of the many and diverse states and societies of sub-Saharan Africa generally did not have a professional full-time law enforcement organization. In some instances, centralized rulers maintained a small group of armed men to enforce societal norms and judicial decisions. In most cases laws and rules, which were remembered and communicated orally given the lack of a written script, were enforced by community pressure and councils of elders. With the colonial rule came written laws that were imposed and a dedicated police force to enforce them was created.

The early colonial police forces were mostly paramilitary occupation armies, which violently enforced new requirements involving forced labor and taxation. Gradually as the colonial society and economy took shape during the 1920s and 1930s, and the system of indirect rule placed the maintenance of daily law and order in the hands of traditional rulers, colonial police forces shed some of their paramilitary ethos and transformed into professional law enforcement organizations. This transition involved a more consensual approach, better-educated members, and an expanded crime prevention mission involving new scientific methods such as fingerprinting and forensics. With decolonization, the post-independence police was "Africanized" in the sense of removing some of the hierarchies in the force based on race and the creation of national police force. In real terms, however, despite the efforts to widen recruitment beyond certain ethnicities, police forces often continued their authoritarian and somewhat paramilitary approach to law enforcement. In Uganda, the police of the 1970s and 1980s remained an extension of the state; their role in politics was to violently suppress political opposition to the state.

External pressure for democratization and liberalization and internal pressures of a society demanding greater personal security and the respect of fundamental rights after the breakdown of law and order created the conditions for rethinking the structure and approach to policing. It is against this background that policing in Uganda since the mid-1980s to date has been re-conceptualized of security to mean 'an entitlement of citizens, and more widely of human beings, to protection from violence and other forms of existential risk'. Since the IGP's unveiling of the new community policing strategy, policing has come to be understood as a form of governance, comprising processes whereby various actors are

involved in the production of security, with varying degrees of success. In sum, community policing in Uganda has a historical context dating back to the pre-colonial period. However, in its current form, community policing largely subscribes to the idea of a partnership and governance model through which individuals and state officials interact to express their interests, exercise their rights and obligations, work out their differences and cooperate to produce public goods and services.

1.1 Trends and Influences on Policing: 1966-1986

The trend of events in Uganda between 1966 and 1986 that have had a profound influence on the police and its approach to policing include, political turmoil and illegitimate or unpopular governments. As a result of the generalised insecurity and political strife, the government's ability to combat crime and maintain law and order was crippled. Another arena of discontent that influenced the government's ability to comprehensively address crime in the country relates to the poor economic prospects and massive unemployment that motivated crime among different groups.

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is due to the need to maximise available resources to facilitate the police to carry out their mandate. The changes are also due to the need to proactively deal with crime particularly at a time where an economic downturn potentially increases the incidences of crime and insecurity.

1.2 The definition and purpose of Community Policing

For a long time, police departments in the world operated under what is generally referred to as a “professional” model of policing. Under this model, local police departments were organised around strict hierarchical lines, utilised standardised operational protocols and emphasised responding to serious crimes when they occurred. This strict emphasis on professionalism did not, however, diminish social disorder as crime rates have not waned. The authorities began to re-examine the role of police departments in public safety management and craft new reform that would reduce crime through improved relationships and direct partnerships between the community and the police. These efforts have centred on a new philosophy of law enforcement known as “community policing.”

Community policing, is both a philosophy and a practice that stresses more direct officer involvement with the community and is organised around less rigid hierarchies and protocols¹. For the purpose of this Strategy, we adopt the following definition:

Community policing is a philosophy and an organisational strategy that promotes a new partnership between the people and their police. It is premised on the principle that both the police and the community work together to identify, prioritise and solve contemporary problems such as crime, drugs, fear of crime, social disorder and overall neighbourhood decay, with the goal of improving the overall quality of life.²

In the transitional democracies of Africa, the state is weak and lacks the capacity to enable the functioning of its critical agencies, which generates organised crime that cannot be handled by the police alone³. Thus, attempts to address the root causes of neighbourhood crime need the assistance of the larger community. It is for this reason that states are adopting community policing strategies. The aim of community policing model, therefore, was to:

1. Establish close relationship with community by maintaining ongoing consultation with all segments of the public.

1 Diamond and Weiss (2009). *Advancing Community Policing through Community Governance: A Framework Document*. US Department of Justice

2 Trojanowicz, R.C and Bonnie Bucqueroux (1998:2): *Community Policing: How to get Started*, 2nd ed. Cincinnati, Ohio: Anderson Publishing company.

3 Bayart, et al (1999). ‘From Kleptocracy to the Felonious State?’ Bayart et al (eds.). *The Criminalization of the State in Africa*, Oxford, James Curry/ Indiana University Press.

2. Mobilise the community in preventive actions.
3. Focus on proactive problem-solving and preventive rather than reactive and overaggressive policing.
4. Recognise that the police should reorient to the new approach.

The philosophy and practice of community policing is becoming the norm worldwide. Since the 1970s, police departments have gradually adopted it as a strategy to cope with rising crime. In Uganda, community policing was introduced in 1989 but the community policing approaches popularised with experiments at Old Kampala Police Station in 1993. Since then the philosophy and practice has been extended to other regions in the country. There are a number of successful initiatives in Muyenga in Kampala, Bunyarigi in Bushenyi, Walukuba in Jinja and in Nyendo in Masaka. In these areas, the police work hand in hand with communities to fight crime.

Components of Community policing

At its core, community policing is a philosophy consisting of several interrelated components that need to be operationalised. Some of the components that distinguish community policing from traditional policing are:

i) Results versus Process. Community Policing focuses on results, as well as the processes used to achieve those results. Incorporated into all routine police operations are the techniques of problem identification, problem analysis, and problem resolution.

ii) Values. Community policing relies heavily on the articulation of a mission statement and declaration of values that incorporate citizen involvement in matters that affect the safety and quality of neighbourhood life. The culture of the police must become one that recognises the merits of community involvement, but also seeks to organise and manage departmental affairs in ways that are consistent with such values.

iii) Accountability. Because different neighbourhoods have different concerns, needs, and priorities, it is necessary to have an adequate understanding of what is important to a particular neighbourhood. To acquire this understanding, community officers must interact with residents on a regular basis. As communication builds, a cooperative and mutually beneficial relationship develops between the police and the community.

iv) Decentralisation. The decentralisation of authority and structure is another component of Community Policing. The authority to participate in the decision-making process expands significantly. This empowers individual officers and citizens alike and enables them to take part in decision-making on the neighbourhood level.

v) Partnership. The police and the community share meaningful partnership - one that not only enables but also encourages active citizen involvement in policing efforts. Active

participation is essential because citizens possess vast amounts of information that the police can use to solve and prevent neighbourhood crime.

vi) Beat Design. Community Policing Areas are drawn to coincide with natural boundaries, rather than in an arbitrary fashion based only on the needs of the police department.

vii) Innovative Problem Solving. Community Policing officers are encouraged to initiate creative solutions to neighbourhood problems. They work with resources within the police department and upon other neighbourhood organisations.

viii) Empowerment of Community Officers. Neighbourhood officers are encouraged to initiate creative responses to neighbourhood problems. To do so, officers become actively involved in community affairs and events. Empowerment reflects the trust that police leaders have in their officers' ability to make appropriate decisions and to perform their duties in a professional, productive and efficient manner.

ix) Training. Officer training is changed under Community Policing to provide information on the dynamics and skills needed to practice Community Policing - communication, interpersonal skills, community organising, crisis intervention, problem-solving, cultural awareness, etc. Supervisors and managers must also be trained in how to facilitate the problem-solving process.

x) Performance Evaluation. Rather than simply counting numbers, performance quality is based on the officer's ability to solve problems and involve the community in crime prevention efforts. The criterion for evaluation, then, becomes the absence of incidents.

xi) Managing calls of service. Inherent in the Community Policing philosophy is the understanding that all police resources will be managed, organised and directed in a manner that facilitates problem-solving. Alternate response methods will be used whenever possible and appropriate. Every effort will be made to provide more time for the officers on patrol to engage in problem-solving and community organising activities that lead to improvement in the quality of neighbourhood life. At the same time, the need for emergency response will always remain a priority.

Operationalising the Philosophy of Community Policing

The UPF community policing philosophy is embodied in a set of operational components that aim to:

- Build partnership with the community.
- Empower police officers and citizens to engage in effective neighbourhood-based problem solving.
- Embrace the ideal of community service.

- Maintain integrity through mutual accountability that recognizes the responsibility of both the police and the citizens to neighbourhood quality of life.
- Develop management practices that recognise this philosophy of providing the flexibility needed to ensure its successful application.

In order to meet these operational needs, the UPF is committed to a set of core values that define its organisational culture, articulate the UPF's expectations of each member, and forms a basis for each member's actions. The UPF values all its members, both sworn and civilian, and through its community policing problem solving efforts, will strive to achieve police excellence.

The UPF mission statement is supported by the following Declaration of Values:

Professionalism: The members of UPF are professionals who obey the law and place their highest priority in protecting human life and human rights.

Quality Service: The UPF delivers quality service to the community by developing a partnership with citizens to solve neighbourhood problems and improve the quality of life.

Trust: The UPF treats every citizen with respect and courtesy, and facilitates positive communication with the citizenry to develop mutual trust and respect in the community.

Commitment: The UPF is committed to the prevention of crime and is sensitive to the victims of crime, while pursuing criminal violators until they are apprehended and successfully prosecuted.

Policing excellence: The achievement of policing excellence by the UPF will be determined by its ability to operate effectively and efficiently along the entire policing continuum. The policing continuum includes reactive functions, proactive functions and coactive functions. Policing excellence applies to the entire spectrum of police operations, of which community policing operations are a component. The philosophy, underlying values and strategies of community policing can be applied to all police operations and encourages each individual to strive for excellence in each job assignment. Policing excellence is defined as a productive partnership between the UPF and the community to mutually identify and resolve community problems which will enhance the safety and quality of life.

The Community Policing Strategy and Strategic Priorities

This Strategy focuses on a number of priority areas that will strengthen the UPF to fully embrace both the philosophy and practice of community policing. The first priority of this strategy will be to implement key steps to restructure the UPF to increase operating efficiencies and continue the strategic planning process to more fully involve all Police employees and citizens in the organisational changes required to support Community Policing. Community policing officers will be deployed throughout the police regions and districts of Uganda.

The second priority area will be recruitment and training. In order to support the deployment of Community Policing officers, the highest initial priorities are training, alternate response strategies, a comprehensive information and referral database, and development of a problem-solving field guide book (that will be organised by the department for community policing). Progress toward meeting each of these objectives is already underway. The UPF will then begin to expand the foundation of Community Policing. Actions include revising personnel recruitment, selection, training, performance evaluation, award system, expanding and updating the information and referral network, and problem-solving strategies. In addition, the UPF will continuously review recommendations from other departments, the media and the stakeholders for ways of improving and operating efficiency.

The in-service training will be expanded to incorporate cultural diversity training and provide the skills needed by Community Policing officers in interpersonal communication, problem-solving, information and referral, and community organising. Community outreach efforts; the development of liaisons with other districts and other departments, service providers, and the criminal justice system; and enhanced marketing efforts will complete the targeted priorities for the transition period.

The third priority area will be the institutionalisation of the police / community partnership. Building on the foundation laid in the first year work, the UPF will continue to restructure, refine its processes and retool the new structure while maintaining the core functions of the police. The UPF will institutionalise the values of community and employee participation, initiative and empowerment. Resources from the community will be thoroughly engaged and team efforts enhanced. Thus, an ongoing strategic planning process has begun to enable the UPF to change in line with community expectations and conditions⁴. Yearly outcomes will be identified, activities and strategies initiated, resource requirements specified, impacts measured, and effectiveness evaluated. Internal and external reporting procedures and feedback will ensure accountability and continuous input.

The form is as important as the function of the police in this community-driven process of organisational development. The community and UPF will jointly determine what is needed and what works best in that environment. The UPF anticipates reduced patrol officer workload, increased operating efficiencies and available blocks of time for meaningful Community Policing, activities.

Community Review of the Strategy

The community involvement is an important component of the Community Policing philosophy. That involvement must be an integral part of the process of police planning. A panel of interested members from the community will be chosen by the Steering Committee for community policing to review the Strategy. These are eminent persons in

⁴ A number of districts are now engaged in community policing or aspects of it. Gulu Central Police Station has a fully-fledged community policing programme.

the community. They may include mayors, current and former, of urban councils; attorneys; business owners; school board members; bank representatives; local community members (residents of particular communities); and religious leaders.

However, there is concern for the level of commitment in some districts for Community Policing. Doubt and lack of commitment may jeopardise the ability of the UPF to realise perfect implementation of the Strategy. Fiscal constraints may prohibit funding in the future for the long term strategies contained within the plan.

1.3 Objectives

The main objectives of this strategy are to:

1. Enhance the community's formal collaboration in achieving public safety, to enable the Police Department to maintain working relationship with community-based organisations; the general public; other government departments, such as local governments; civil society organisations; and professional associations.
2. Support for mediation programmes to solve minor conflicts. The UPF envisages working with the community to solve neighbourhood conflicts. These mediation programmes allow residents and institutions to resolve minor disputes without reliance on the cumbersome traditional legal system. Police officers will refer persons to these programmes to promote cooperative problem solving.
3. Enhance residents' formal collaboration in achieving public safety. The Police will be encouraged to maintain working relationship with a number of community based organisations, local governments and other government departments.

1.4 The Process and Methodology

This strategic plan was developed through a participatory process that involved consultation with a number of key stakeholders, such as the UPF, academia and civil society organisations. This was preceded by a documentary review, where relevant written materials were consulted. Consultation workshops and roundtable discussions were also held, interviews with key informants conducted, and focus group discussions held with the various segments of stakeholders.

1.4.1 Documentary Review

This involved a review of various documents and literature. Two sets of literature were reviewed. The policies, laws and practices that govern community policing in Uganda and the literature on community policing practices in other countries, cities and regions that have used this approach successfully to fight or significantly reduce crime. The review covered material and human resources, strategies employed and their operating circumstances that are relevant to the development of a strategy for Uganda.

1.4.2 Interviews

The country was divided into 24 Constitutive Output Areas (COAs) for purpose of interviews. A socio-demographic profile for each of the COA was constructed. Each COA was divided into neighbourhood sentinels. Each sentinel was profiled and made available to the research team. With the help of a semi-structured questionnaire, interviews were held with the respondents. The respondents in each sentinel included the Resident District Commissioner (RDC), District Security Officer (DISO), District Police Commander (DPC), LC 5 Chairman, the District Criminal Investigation Officers (DCID) at least three members from the business community, three members from civil society and a religious leader. In the Kampala Metropolitan area, the questionnaire was administered to 30 civil society organisations and 40 respondents from the business community. The same was repeated for the police officers. The survey covered a random, stratified sample of about 170 police officers who were selected from the 17 police districts of Kampala, covering all the three regions. The respondents were drawn from all departments and sections of the police.

1.4.3 Round Table Discussions and Consultative Meetings

The participants in this category were purposively selected. Roundtable discussions with the academia were held on what would be the best strategic community policing plan appropriate for Uganda.

1.4.4 Focus Group Discussions

23 Focus Group Discussions were held in every district that was sampled. The respondents were identified with the help of the DCLOs. The respondents were sourced from community based organisations (advocacy groups, faith based organisations, rotary clubs), private sector, private security organisations, individual community members and government agencies at the local levels.

2. COMMUNITY POLICING, THEORY AND PRACTICE IN UGANDA

2.1 Community Policing in the Global Context

Community policing is understood as an organisational philosophy and strategy that promotes actions based on partnership and cooperation between police and community. The aim to achieve efficiency and effectiveness in problem solving, prevent crime and other negative aspects that afflict society. The overall purpose of community policing is to improve the quality of life for all members of society and their property. As a philosophy and practice of police actions, is based on the idea that police officers and citizens work together and in different creative ways to solve actual problems at a local community level. They have to solve problems that are related to crime, fear of crime, social and physical disorder and neighbourhood conditions⁵. Thus, the basic philosophy of community policing is increasing the quality and quantity of contacts between citizens and police, working together, to resolve community concerns and enhance community life.

For community policing to be successful, the police should react quickly and positively to the urgent demands of the community, engage and empower them to deal with their own problems and collaborate with them to address the general community concerns⁶. In general, the public should be seen along with the police or working hand in hand with the police as co-producers of safety and order. The implementation of the community policing philosophy has many benefits:

1. Creation of a modern culture of management, which will change current approach of work in police with dynamic and proactive planning.
2. Police can provide quality in delivery of service but needs the support in contemporary infrastructure in legal, technical and institutional aspects as well.
3. It taps into community-innovated practices that often attract a high degree of local support and can help to convey greater legitimacy for UPF programmes.
4. It ensures strong local ownership of safety, security and justice by making the community a key partner in their delivery.

5 Trojanowicz, R. C and Bonnie Bucqueroux (1998). *Community Policing: How to get started*, 2nd edn. Cincinnati, Ohio: Anderson Publishing Company.

6 Wilson, J. M (2006). *Community Policing in America*. New York/ London, Routledge.

5. It builds locally owned policing approaches that are likely to be sustainable in the long run.
6. Complement state policing and extending the limited resources of the state.

2.2 Policing in Uganda

Community policing in Uganda begins with the philosophy that is premised on developing new relationship with law abiding citizens for the purpose of bettering their lives through fighting or reducing crime in their environments. By these actions the citizens get the opportunity to define their priorities and to engage in various activities with the aim of improving the general quality of life in areas where they live. This way, the UPF is shifting from reactive to proactive approaches towards problem solving. In Uganda just like elsewhere, the main charge of the UPF is to maintain public tranquillity, and law and order; to protect the individual's fundamental rights and freedoms, particularly life; to prevent and detect crime; to reduce fear; and to provide assistance and service to the public.

The Uganda Police Force (UPF) was established under Article 211 of the 1995 Constitution. Specifically, Article 212 mandates the police to protect life and property, preserve law and order, prevent and detect crime, and in so doing, cooperate with civilian authority, other security organs and with the population generally. The Constitution already allows partnership with other authorities in protecting the lives of the people. Since its inception, the UPF has been partnering with some organisations such as Action Aid (Uganda), the Uganda Human Rights Commission (UHRC), Uganda Prisons, district local governments and the media for the purpose of educating and sensitising the public about criminal behaviour and their duties and responsibilities as citizens. This partnership has recorded some success in fighting such nuances as domestic violence.

The Constitution, Article 214, empowers Parliament to make laws pertaining to the organisation and administration of the Uganda Police and to regulate its operations. The Police Act not only restates the core functions of the UPF stipulated in the national constitution, but also provides for the organisational and operational needs of the Force. According to Section 4 of the Act, the Police should perform the following functions:

- a) Protect the life, property and other rights of the individual.
- b) Maintain security within Uganda.
- c) Enforce the laws of Uganda.
- d) Ensure public safety and order.
- e) Prevent and detect crime in society.
- f) Perform the services of a military force when empowered to do so by the police authority.
- g) Perform any other functions assigned to it under the Act.

The police are a law enforcement institution. They have to ensure stability and security for everyone. This requires not only engagement and professionalism but also the creation of appropriate legal framework, development of efficient police structure, modernisation of equipment and partnership with the citizens and civil society. Community policing aims not only to create a positive impression of the police, but also to improve the safety of citizens and their trust in the police as an institution responsible for their safety. It also raises citizen awareness, and increases the number of reports and information given by citizens, which enables more effective identification of problems and solutions to those problems. These problems are often too many and overstretch the police. Therefore, to accomplish its mission of fighting and preventing crime, the Police needs the support of other actors. Thus, improving trust and cooperation with citizens is essential in realising this mission. Uganda is not beginning from scratch. There are community level initiatives undertaken by the UPF, such as the Neighbourhood Watch Scheme where community groups, community leaders, students, drivers, herbalists, street children and civil servants have been trained in a range of civic duties and basic human rights in the context of crime prevention and mitigation. In areas such as Muyenga, a residential area of approximately 25,000 residents in an area of two square kilometres, community policing based on zoning and mapping has recorded significant success. This model uses a number of approaches, such as community meetings, the promotion of personal security, neighbourhood watch, effective information flow, establishment of a crime prevention week involving door-to-door policing every first week of the month with all stakeholders. These strategies have been part of a comprehensive strategy to address insecurity and crime in the area.

2.3 Relevance of Community Policing in General

Community policing has become an ideal form of policing. If it is implemented successfully, both the public and the police will enjoy benefits that include the following:

- The communities will be able to convey their concerns to the police and become partners in finding solutions tailored to their problems, which, in turn, can lead to improved crime prevention, and improved physical and perceived safety.
- The police- public partnership will lead to improved relations between the police and the public, thereby increasing public trust, particularly important for the relationship between the police and community members that have, in the past, been burdened by conflict.
- Other government agencies too will benefit from their participation in community policing. By building synergies with other agencies and complementing their work, they will save resources while addressing social problems. Addressing social problems successfully saves a great deal on costs that arise out of things like vandalism and neglect.
- The police will receive more information and general moral support for police action – even for robust action – if the communities understand why the action is being taken, and respect from the law-abiding public, even in those communities

which have refused to co-operate with the police in the past because of its strained relationship. Eventually, this support can also lead to assistance in disruption of more serious organised crimes, and criminal markets or economies.

- The concept of community policing adds new options for information gathering, new interpersonal skills, the benefits of technology-based problem-solving and preventive action to the more traditional elements of reactive policing (including the ability to respond to immediate crisis). Police activities become more effective and efficient, even contributing to solving complex crimes. In contrast to the misperceptions that are sometimes voiced, community policing is thus not soft on crime at all. Besides, it is only through combining traditional police efforts with the community policing philosophy that long-term safety and security can be achieved.
- Community involvement leads to the strengthening of social bonds as well as informal social control within communities. Communities which have come together with the common goal of achieving improved safety and security can very quickly begin to establish long-term relationships, regardless of ethnicity, race, religious and even political differences. These relationships can also enhance the ability of communities to withstand social problems and pressures that could lead to crime or disorder in the future.
- Police officers who experience more positive encounters with the public as a result of their police-community partnerships have a much greater sense of job satisfaction. They are much less likely to face the “us against them” mentality and can enjoy the improvements of police community relations as much as the communities do. As police officers get to know their communities better, they become aware of potential hot spots and thus are better able to assess real dangers, which may give them more self-confidence and enhance their own feelings of personal safety. A good personal relationship with community members may also mobilise law-abiding people to lend their support or even give direct help, if they see “their” police officer in danger.
- Shared department-wide responsibilities and enhanced communication and cooperation between departments as well as between frontline officers and their supervisors lead to a general improvement of the working climate in police agencies.
- The greater variety of tasks and expanded responsibilities make the job more interesting and offer more avenues to career development because personnel are valuable in more ways.

3. SWOT ANALYSIS OF COMMUNITY POLICING IN UGANDA

3.1 Importance of SWOT Analysis

There is general agreement that conducting a complete in-depth environmental scan is essential as a first step in the strategic planning process. Private industry has successfully used this technique for decades to gain a competitive advantage. Police departments, although a monopoly, can use the approach to improve performance, and seek and establish an advantage over criminals and criminal activity.

Environmental scans can be undertaken using various approaches or formats but some of the most common approaches centre on the SWOT approach. SWOT is an acronym for strengths, weaknesses, opportunities and threats. The strengths and weakness aspects deal with issues internal to the organisation and look at things such as size, training and level of commitment of the workforce, status of leadership within the organisation at all levels, and adequacy of existing policy. The opportunity and threats analysis examines issues such as synergies, partnerships and working relationships that could be developed along with threats to the organisation. As indicated in the table below, a SWOT analysis concentrates on identifying internal and external factors that are either helpful or harmful to goal achievement.

SWOT ANALYSIS MATRIX	Helpful to goal achievement	Harmful to goal achievement
Internal	Strengths	Weakness
External	Opportunities	Threats

3.2 Harnessing Strengths

Experiments show that calls to report crime may increase considerably during the early phases of community policing implementation. As community confidence in police capability rises and community trust increases, the emergency calls are most likely to decrease over time. This provides a quantitative measure of the strategy's effect.⁷ The issues of interest that make community policing strong are:

Stronger community involvement is needed in developing a community/police partnership that is more broadly representative of the population of Uganda as a whole, reaching out beyond local business, civic, and political leaders. However, a certain amount of opposition to community policing is anticipated, both from inside and outside the UPF. Elected officials especially may be too impatient to await the results of a community policing effort or may prefer to have a newer version of current policing procedures.

⁷ Trojanocz, R. C (1983: 417). 'An Evaluation of Neighbourhood Patrol Programme', *Journal of Political Science and Public Administration*, 11.

Some groups within the community may be suspicious of the concept in general. Resistance within the agency is inevitable as restructuring occurs. During the implementation of any change, employees may feel threatened and seek ways to resist⁸. This will be especially true if community policing is incorrectly perceived as being “soft on crime” and as making social service activities the patrol officers’ primary responsibility. In the community, the concept may be misunderstood. Already the issue of crime preventers in Uganda has been politicised. They are viewed as extension of the National Resistance Movement (NRM) agenda. In addition, some of them have not been educated on their role, and see themselves as an extension of the security services.

3.3 Addressing Weaknesses

- 3.3.1 Accountability - weighing the benefits of providing officers with more autonomy and discretion in order to facilitate more effective problem solving against the increased risk of corruption and abuse of freedom.
- 3.3.2 Community policing training will be made comprehensive and reach everyone, from newly recruited police officers to experienced officers to supervisors, employees in government departments and private organisations, managers and the community members. The training should be comprehensive enough to cover most if not all societies of Uganda. In particular, it will cover societies where such officers are going to be deployed. It is important that they understand the culture and language of such societies, hence the need for training in sociology and anthropology.
- 3.3.3 Educating the public and carrying out public relations campaigns that clearly address the goals, objectives and values of community policing.
- 3.3.4 Clearly identifying the roles of the Community Policing officers, patrol officers and detectives.
- 3.3.5 Public support- the methods by which various segments of the community are approached will depend on the demographic composition of the various neighbourhoods, identifying their needs as they themselves define those needs and substantively addressing their concerns about relations with the police.
- 3.3.6 Stronger community involvement is needed in developing a community/police partnership that is more broadly representative of the population of the community a whole, reaching out beyond local business, civic, and political leaders.

8 Cordner, G. W et al (1991). ‘Research, Planning and Implementation’. In Geller, A. William (Ed.). *Local Government Police Management*, Washington DC: International City management Association.

3.3.7 The senior police officers, those at the highest level of command, will be made aware of the concerns of mid-level officers who may be particularly sensitive to the shifts in decision making and responsibility and to the wider discretion accorded patrol officers. Teamwork, flexibility, mutual participation in decision making and citizen satisfaction are concepts that initially may threaten the supervisor who is more comfortable with the authoritarian role and *routinised* operations inherent in traditional policing. Thus, the education of supervisors in new styles of leadership and management will be given a high priority if they are to carry out their responsibility for the success of community policing.

3.4 Leveraging Opportunities

Opportunities are those events that throw the spotlight on police policy and provide a 'case in point' justification for a reform proposal. Since some opportunities often come as crises, supervisors will have to resist the instinctive impulse to think first of damage control. The supervisors will embrace such crises and make the most of them.

Care and timing are important factors in the implementation process. The implementation process will not move too slowly as to dampen enthusiasm and reduce momentum and at the same not too quickly as to create confusion and resentment and threaten the success of the project through the use of hurried and ill-conceived methods. For that matter, community policing will require major changes in police operations. The UPF will start by decentralising activities and facilities and changing the roles of most personnel. The UPF will institute new training and revise the curriculum. The curriculum will be organised by a number of experts, professionals and members of the community. These changes require careful consideration and coordination.

The changes instituted in the UPF will have to follow order of inherent logic, because it makes sense to undertake some changes after making others. The ordering of some of the objectives will vary from region to region and, if possible, from district to district. Uganda being a multicultural society, there are criminal behaviours which are unique to particular regions. The changes for which it is possible to build the broadest base of support will come first. Meeting some of the easier goals will help prepare the officers for the more difficult ones at a later stage. The Police management will always be ready to take advantage of any opportunity that can champion the cause of community policing.

3.5 Confronting Threats

In anticipation of a move to community policing, the Inspector General of Police (IGP) will encourage all the police units and departments to move away from traditional methods of policing, redesign evaluation systems to give credit for contributions to the nature and

quality of community life, expand training to include community partnership and problem-solving strategies, and establish new communication channels with other public service organisations, including civil society.

The IGP and other high ranking police officers will keep all the personnel well informed, involve them in ongoing planning and implementation, solicit their input and suggestions, and encourage feedback in all areas of implementation. This is essential in obtaining support of, and ownership by, the entire Force.

The management of the UPF will work hard to inculcate into the UPF a new spirit of trust and cooperation that will be carried over into the relationships between the UPF and its community policing partners. The early cooperation and influence of management is key to gaining support throughout the ranks of the UPF.

The heads of departments and units will invest time and energy in assessing and responding to the honest attitudes of supervisors. The supervisors will be provided with the appropriate training they need to effectively implement change. The heads of departments, supervisors and first line officers all need each other for successful implementation of the strategic plan.

Besides building a formidable force in the police to carry on the mantle of community policing, the IGP will build a strong external constituency. The IGP will make a public commitment to community policing and elicit from special interest groups a statement of their concerns. The IGP may be able to support the work of commissions and committees that support ideas for change. These efforts would allow the top management to approach the UPF backed by a public mandate for community policing.

In confronting the threats, there is a need to identify key strategic areas that need to be strengthened and the value addition of community policing as an approach to address rise in crime and also as a way of building police community relations. The following sections highlight the direction of a strategy aimed at streamlining community policing using best practices.

3.6 Goals and Objectives of Community Policing in Uganda

The Strategic goals and objectives include:

3.6.1 Organisation Transformation

This is about the transformation of the UPF. Community Policing will provide police service through a focused approach to the people of Uganda, with the establishment of partnerships, in order to increase resources of the community in problem solving, to prevent crime, to decrease the fear of crime, to catch persons involved in criminal activities and to improve the quality of life of communities. This requires a transformation in the police organisation. The transformed approach in community building is when the police and members of the

community achieve mutual trust to understand each other and to recognise each other in the participation process. The information from police and community will be treated with balancing between the services with legal mandate and to the police services that are considered important for inclusive parties in improving the quality of life.

In practice, organisation transformation will involve the following:

- Support to senior management in the implementation of the strategy.
- Harmonisation of the Standard Operating Procedures and job description in support of the strategy.
- Strengthening of capacities within the UPF, relying on transforming approaches of policing in community.
- Drafting and implementing a communication strategy to support implementation of the strategy.

3.6.2 Partnership-Oriented Policing

Partnership-oriented policing involves developing a partnership with the community, local government administration and other government departments, service agencies, and the criminal justice system in an effort to fight crime and criminal behaviour. The dominant mode of action in the criminal justice system has been and continues to be reacting to the consequences of problems, rather than attempting to address those conditions that give rise to problems. Increasingly, enforcement practitioners are recognising that reactive policies and procedures are ineffective.

Crime rates continue to escalate; the fear of crime continues to affect law-abiding citizens. Therefore, local law enforcement agencies must begin to build, nurture, give credibility to and act in partnership with residents of communities. The law enforcement professionals, working with law-abiding citizens, can adopt preventive and proactive strategies to identify existing and potential problems in neighbourhoods, design measures to address the root causes of those problems, mobilise the resources needed to implement those measures and work to improve the overall quality of life in each neighbourhood within a community.

Partnership will be facilitated by Community Policing officers in the following ways:

- Understanding one's assigned neighbourhood - its natural boundaries, residents, businesses, schools, churches, other institutions and physical conditions - by developing a profile of the area and its people.
- Communicating – asking residents about their perceptions of their neighbourhood, its problems, strengths and weaknesses; building open lines of communication; getting to know residents, their families, patterns of behaviour and values; and understanding the informal controls that exist within the neighbourhood or the lack thereof.
- Educating neighbourhood residents about crime prevention, drugs and identifying and solving problems about the availability of other community resources and about how to build trust and share information.

- Participating in neighbourhood meetings and actions such as clean- up of the environment and developmental programmes which are close to the people etc.
- Partnership with the community that serves to provide transparency, equal access to the police, increase public confidence and police accountability through proactive communication, coordination and cooperation.
- Use of intelligence products to set the priorities in prevention of negative aspects in the community.

Community partnership emphasises working with the community to weed bad elements out of the community. Partnerships are enhancing, positive, supportive, meaningful, and hopeful. Partnerships provide the community atmosphere needed to sustain real opportunities for a better quality of life. The partnership will be developed in order to routinely bring interested parties to interact on a particular problem. This partnership will be developed and maintained in order to have maximum efficiency and effectiveness in problem solving. This partnership will develop confidence and will allow the community to contribute on a regular basis; networking of partnerships, focusing on crime prevention and problem solving, will increase the social wealth available to address the problems in the community.

3.6.3 Service Orientation

To be service-oriented is to be other-oriented. This is not in the sense of sacrificing one's needs for someone else's, but rather, in consideration of needs that are inclusive of both one's and other's. This is a win-win proposition. To serve is to seek to include, rather than to exclude. It is the awareness of and respect for diversity, individual differences and basic human rights.

Communities are made up of many different kinds of people, all of whom desire to participate fully in the benefits the community offers, and all of whom have a responsibility to see to it that the opportunities to participate are indeed available to all residents of the community. The values of service include:

- Moral and ethical behaviour.
- Embracing the human rights of all individuals without regard to race, ethnicity, gender, age, socio-economic status, religion, sexual preference or physical and mental challenges.
- The search for a common ground, mutual respect, empathy, compassion and responsibility.

An orientation to service compels Community Policing officers and neighbourhood residents to create solutions to neighbourhood problems that expand the capacity of every individual in the neighbourhood to benefit from the neighbourhood's quality of life.

The provision of services offers the components of a quality of life. The services can include:

- Cleaning up yards, alleys, streets and walkways in the cities and urban places.
- Fixing street lights or lighting alley ways.
- Planting trees and flowers to keep the environment clean and healthy.
- Painting and fixing older or deteriorating homes.
- Providing recreational opportunities for neighbourhood youth, the elderly and other groups with special needs.
- Providing information and referrals to people in need of other social, healthcare or public services.
- Anything that addresses a need identified within the neighbourhood, enabling residents to participate more fully in the life of the community.

The UPF will be committed to serving its employees, creating an organisational climate that is responsive to employees' needs, focusing on positive reinforcement of good performance and encouraging participation in decision-making. The provision of services and the values of a service orientation provide a framework within which effective, long-term problem-solving activities can make a realistic impact on a neighbourhood's quality of life.

3.6.4 Problem-Solving

Effective problem-solving looks into the future, anticipating the consequences of actions and the end results of conditions if left unattended. Problem-solvers seek to put into place strategies that facilitate the resolution of present problems and the prevention of future ones. In the traditional sense, the police only engaged in reactive problem resolution; that is, taking action after the fact. It should be realised that crime is a culmination of a series of incremental events that create conditions needed for crime to occur. Taking action only after crime occurs may not necessarily address those conditions that precede crime, such as neighbourhood disorder, decay, vulnerability, economic and social deterioration and family dysfunction among others.

A proactive approach to solving problems focuses on earlier intervention, prevention of future problems and lasting positive change. It is long-term, rather than short-term; flexible and multi-dimensional, rather than rigid and one-dimensional; open, rather than closed; dynamic, rather than static; innovative and risk-taking, rather than conservative and risk-averse. Problem-solving provides vehicles of change that are designed to enhance a neighbourhood's quality of life for all of its residents, so that all have an equal opportunity to participate and realise their highest potential. When guided by values that embody service, the problem-solving process seeks to implement those solutions that create the greatest public good.

The problem solving process will, therefore, involve:

- Identification and prioritisation of issues and problems that are perceived by both the community policing officers and the area residents to impact the neighbourhood's quality of life.

- Analysis of those issues and problems.
- Finding solutions to problems and strategies that address problematic conditions within the neighbourhood.
- Mobilisation of resources needed to implement solutions and strategies.
- Implementation of solutions and strategies.
- Prevention of crime and negative aspects through the exchange of information and cooperation of the community.
- Evaluation of the effects of actions taken to ensure that those actions led to the desired results.

3.6.5 Accountability

Forming partnerships, empowering individuals, embracing a service ethic, and solving problems are all laudable goals. However, if Community Policing officers and neighbourhood residents all look to someone else to either make it all happen, to accept responsibility for ensuring results or to make necessary adjustments when things either do not go according to plan, conditions change, or unanticipated problems arise, then not even the best of intentions will lead to Community Policing success. Every individual involved in the life of any given neighbourhood - officers and residents alike - must accept personal accountability for results or the lack of results!

Being accountable means:

- Responsibility for the quality of my life and, therefore, the quality of life in my neighbourhood.
- The quality of my life, however, is no more or no less important than that of my family members, friends, co-workers and others in my neighbourhood.
- Accepting personal responsibility for improving the quality of my life and the overall quality of life in my neighbourhood.
- Accepting personal responsibility for participating in the development of partnerships in my neighbourhood.
- Empowering individuals to act as agents of change in their neighbourhood and acknowledging and respecting the empowerment of others.
- Accepting personal responsibility to participate in solving problems in my neighbourhood to the best of my ability to do so.
- Respecting the rights of others in individual's neighbourhood and expecting them to respect the rights of others.

Accountability, then, means we are all responsible for making our neighbourhoods better places to live. Only when we each accept this responsibility on a personal level and conduct our lives accordingly, will the ideals of Community Policing and potential for the highest

quality of life in our neighbourhoods be realised. Within the UPF's management staff lies accountability to measure the progress being made to achieve the goals of Community Policing implementation. An evaluation model must be planned and put in place to ensure that the actions are achieving the results expected and to provide the feedback needed to adjust actions being taken in order to ensure successful results.

In sum, based on the above identified areas of intervention and strategies, it is important to follow through the strategic planning process by developing an intervention framework. The aim of the intervention framework is to analyse the basis for different models and some of the best practices that have been identified in different regions. Scanning these programmes and the practices provides an ideal platform to identify key interventions to bridge existing strategic gaps for a more robust and sustainable community policing strategy.

4. INTERVENTION FRAMEWORK

4.1 Strategic Approaches and Intervention Framework

The UPF will endeavour to apply the following key strategies:

- The creation of fixed geographic neighbourhood areas with permanently assigned police officers.
- The introduction of visible and easily accessible police officers and police facilities.
- The reorientation of patrol activities to emphasise non-emergency servicing.
- The engagement of communities.
- The introduction of a pro-active problem-solving approach.
- The involvement of all government agencies.
- The involvement of all branches of police.

The UPF will create fixed geographic neighbourhood beats. This will allow continuously assigned police officers to focus on the communities, including those considered vulnerable within the designated neighbourhoods with their specific characteristics and concerns and will also demonstrate the officers' feelings of territorial responsibility and enhance their feelings of accountability. Continued assignment will also allow for mutual recognition and foster communication with the community, as the police officers and the people will have the opportunity to meet each other on a regular basis. In this way the police officers will acquire adequate understanding of what is important for the community- both individuals and groups - and will be able to provide the public with information about their activities. The officers assigned to the neighbourhood will act as the direct link between the public and the police agency, other public administration agencies or private organisations that can offer help.

However, communication will only improve if police officers are easily visible and accessible. This will best be achieved if the officers patrol on foot or any simple means of transport that can make the police officer accessible. The creation of sub-stations and mobile stations with community contact points, or high traffic contact points in schools, universities, community centres, public parks or shopping malls, staffed with officers, who are representative of the communities in the locality, will also facilitate the contacts between the public and the police. The appearance of patrol officers and the atmosphere at the police (sub) stations will be more friendly and non-threatening so that the public does not hesitate to get in contact with them.

The UPF will reorient patrol activities to non-emergency servicing. The officers conducting foot patrols will still respond to emergency calls and make arrests but will seek other ways to get in non-emergency contact with the public and develop long-term cooperative initiatives with the public to prevent crime and improve the overall quality of life in the

community. Responses to non-emergency calls will be organised differently to free more time for long-term problem-solving activities. Thus, instead of routinely sending patrol cars, for instance, the police might suggest ways for managing minor concerns without police involvement or to report concerns in alternative ways. These can be by sending e-mails, reporting on the telephone or making appointments at the police facility.

In addition to maintaining individual contacts, the police will facilitate occasions and forums where they can exchange views with the community on issues of mutual concern. Some examples of formal or informal interactive forums for communication are community advisory boards, joint police-community workshops, public meetings and police open days. In order to elicit a broad range of views and to reach as many community members as possible, these public forums will be open to all segments of the community. Specific efforts will be needed to ensure that groups such as women and young people actually become involved in these processes.

The public forums will permit police actions to be discussed - including sharing of personal experiences by police officers and members of the public, and empower the population to engage actively in the issues related to their safety and security. This will create an opportunity for community members to give input on their concerns and priorities and on how they think their neighbourhood should be policed – for example, where and when police patrols might be necessary. The communities will be allowed to participate in this decision-making process unless the law expressly grants that authority to the police alone.

The promotion of cooperation will mobilise communities to become actively involved in crime prevention activities and develop a sense of shared responsibility for enhancing public safety. Examples of active involvement of community residents are:

- activities to enhance informal social control
- the creation of neighbourhood watch groups
- the development of “Community Service Officer” programmes, allowing civilians to assist police officers in their non-emergency activities
- the adoption of self-protection measures, or
- the use of mediation to settle local disputes⁹

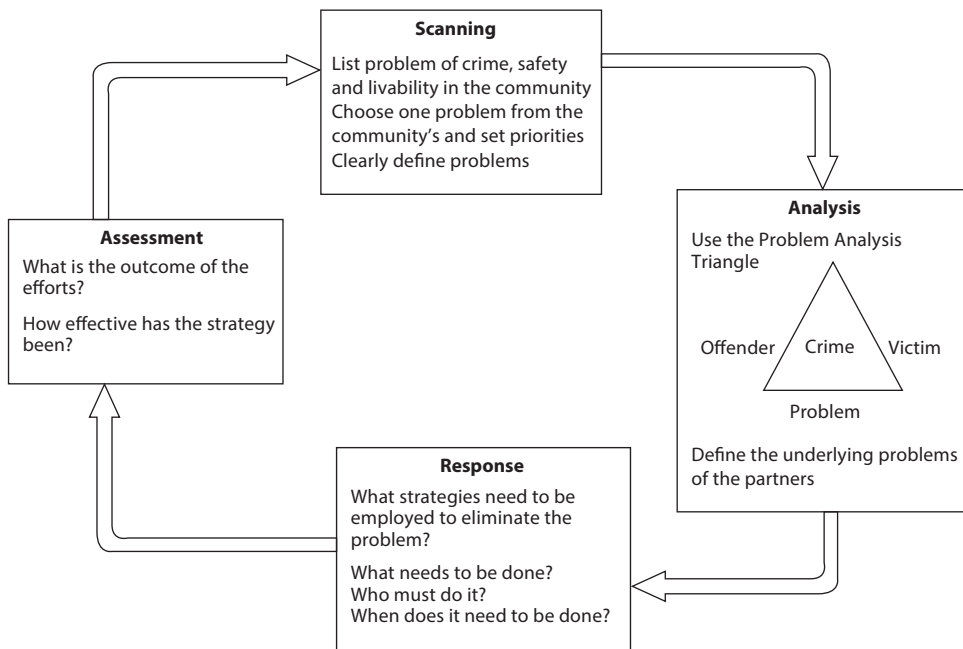
Another important aspect of community policing that can complement the traditional (reactive) enforcement activities is the problem-solving approach to reducing crime and increasing safety. The key feature of this strategy is the systematic analysis of social problems by focusing on recurring patterns of incidents rather than on isolated incidents, treating them as a group of problems; and by determining the underlying causes of crime and

9 Skogan, G W (1994: 16-17). “Partnerships for prevention? Some Obstacles to Police- Community Co-operation”, Presentation at the 22nd Cropwood Round-Table Conference *Preventing Crime and Disorder: Targeting Strategies and Community Responsibilities*, Cambridge University, Cambridge 1994.

disorder¹⁰. The examples of analytical information gathering are conducting victimisation surveys, mapping of crime hot spots, or canvassing social and health facilities or schools or all public places. Since this information can only be gathered from the community, close and trusting co-operation is very essential. As a first step, problems and incidents are scanned, identified and then analysed. In the next step solutions are developed and implemented. Finally, the results of that implementation are clearly assessed. All of these steps are carried out in close co-operation between the community and the police.

The different steps are systematically dealt with by problem-solving models such as “SARA” (Scanning, Analysis, Response and Assessment) or the “Problem Analysis Triangle at the analysis stage. To formalise the problem-solving process, community safety plans will be developed to include a “clear statement of the problem; the steps agreed upon to address the problem; the allocation of tasks to individual working group members; objectives and indicators of progress; and regular review dates”¹¹.

The SARA Problem Solving Model



10 Brown, L.P (1989: 5). *Community Policing: A Practical Guide for Police Officials*, US Department of Justice, Office of Justice Programmes, Washington DC.

11 Saferworld (2006: 11). *Creating Safer Communities: Lessons from Southern Europe*.

The model emphasises the following:

- Scanning, identifying and prioritising problems with community input.
- Analysing information about offenders, victims and crime locations.
- Responding to and implementing strategies that address the chronic character of priority problems by thinking outside the box of traditional police enforcement tactics and using new resources that are developed by the community to support problem solving efforts.
- Assessing and evaluating the effectiveness of any strategy to combat crime through self-assessment to determine how well they have been implemented and what they have achieved.

4.2 Strategic Focus

The main focus will be all government agencies and all branches of the police and the community.

- 4.2.1** All government agencies will be involved in problem solving activities. Local governments and administration, courts, the prosecutor's office, as well as social, health and environmental services will be actively involved as they may offer complementary resources for resolving certain crime- and safety related issues.
- 4.2.2** Involvement of all branches of the police: In order to make a police public partnership approach to problem-solving successful and sustainable, all branches of the police need to adopt the philosophy of community policing and be committed to following the crime preventive, problem-solving and co-operative approach in dealing with the public and with other government agencies as well as with all other police units.
- 4.2.3** For the success of community policing, the community and civil society organisations and professional associations must form strong partnership with the police. Not all problems will require a police or legal solution. There are problems which can best be handled by religious leaders, cultural institutions and professional associations.

5. STRATEGIC GOALS AND OBJECTIVES

Goals, Strategic Objectives and Strategies

Overall, there are five strategic goals with specific objectives and strategies. These are presented below.

5.1 Strategic Goal One: Partnership

Develop external partnerships with the community, local government administration and other public and private service agencies, the criminal justice system and civil society organisations. Also develop internal partnerships amongst the departments, sections and units that comprise the UPF, and between other organisations.

Objective 1: Calls for Service Referral

Refer calls for service to the appropriate agency when not best served by the UPF. Develop systematic coordination with other public agencies, local governments, private organisations and civil society. There are problems that can best be solved by other institutions other the police. Domestic problems, customary land disputes can be best solved by the family or the clan, while others like alcoholism may need counselling. The police would come in as the last resort.

Strategies:

- Develop an automated comprehensive information and referral system, establishing contacts with public agencies and local governments.
- Train all employees in use the information and Referral System.
- Expand training of the emergency call takers to better screen police service calls.
- Maintain the current strength of the Offence Reporting Officer Unit (telephone reports), and evaluate periodically for continued expansion of responsibilities and manpower.
- Develop better coordination and identification of joint problems and strategies with other public and private service organisations.

Objective 2: Criminal Justice/ Law Enforcement Coordination

The UPF will seek to maximise communication and coordination with the criminal justice system and other law enforcement agencies. Crime problems often cross jurisdictional boundaries. The UPF will endeavour to maintain a liaison with other law enforcement agencies at all levels and actively participate in joint enforcement efforts and interagency

investigative units. Police officers must know how to access and effectively use these resources in applying problem-solving at the neighbourhood level.

Strategies:

- Inform court administration and judges of community policing goals and objectives, and request their input and provide them with feedback.
- Put Juvenile Diversion programmes in place.
- Explore with the police officers the feasibility of additional diversion programmes: first time offender, prostitution sentencing, multiple drug users and others.
- Work with other departments within the UPF and Justice Law and Order Sectors (JLOs) to encourage multijurisdictional programmes based on community policing programmes.
- Establish a citizen Dispute Settlement Programme (DSP)
- Create an interagency investigators' liaison.
- Educate police personnel in use of interagency task forces.
- Establish a plan for residential drug treatment programmes. Work with the courts to establish a programme for referring first time drug offenders to these treatment facilities in lieu of serving jail.

Objective 3: Community Participation

The UPF intends to maximise communication and coordination with other public and private agencies. The UPF should be viewed as the primary or coordinating public agency for crime prevention and reduction. Community Policing requires full utilisation of each public agency resource that can help eradicate those conditions that give rise to opportunities for crime. The result of this coordination will support the development of comprehensive approaches to solving community safety problems and enhancing community quality of life.

Strategies:

- Evaluate the possible use and role of fire personnel and facilities.
- Train other Community members to recognise and report criminal behaviour and be alert as to conditions in need of improvement to reduce the opportunity for criminal behaviour (Community Watch).
- Encourage resource sharing between the police and other departments where feasible.
- Create an interagency task force to help resolve neighbourhood problems and disputes.

- Coordinate efforts of all agencies working through varying means to the same ends, for example, planning, engineering, police, fire, code enforcement etc as they work on problems in their areas of expertise to improve the quality of life in the various neighbourhoods.

Objective 4: External Agency Coordination

The UPF seeks to maximise communication and coordination with other service agencies. In addition to community involvement, there are a number of social service providers and regulatory agencies that respond to persons victimised by criminal activity or that regulate activities or establishments where criminal activities may occur. Closer coordination with these agencies can assist in problem-solving strategies and greater efficiency in use of Police resources.

Strategies:

- Establish a liaison and effective working relationship with Health and Rehabilitative Services.
- Re-evaluate the system for dealing with the disadvantaged in society such as the mentally ill and homeless; develop useful strategies to resolve those problems.
- Improve liaison with public and private service providers; utilise these providers as a resource for the development of the Information and Referral system.
- Utilise local institutions, Colleges and Universities as resources for information, technical assistance, and consulting in the formation of partnerships within the community. In particular, the Department of Political Science and Public Administration, the Department of Sociology and Social Anthropology and the School of Law.

Objective 5: Neighbourhood Participation

The UPF shall maximise communication and coordination with neighbourhoods and neighbourhood organisations. The focal point of Community policing is the neighbourhood or business district with its unique mix of characteristics, attributes, demographics, and safety problems. This plan will require both individuals and the collective group to express their priorities and concerns regarding police services, crime strategy development and order maintenance problems.

Strategies:

- Assist crime and the neighbourhood associations in increasing resident participation in community watches and crime prevention activities.

- Enhance neighbourhood association and Crime Watch through more village/ block watches, phone trees, neighbourhood patrols and property identification participation.
- Develop methods for communicating major neighbourhood problems to the appropriate agency. The assigned Community Policing Officer will facilitate the flow of communication by utilising a variety of Community Policing and organising strategies. The Community Resource officers can provide assistance, as well, through established networks within Neighbourhood and Crime Watch Associations.
- Coordinate with the Neighbourhood Associations to increase the use of mediators to resolve neighbourhood disputes.
- Use established faith-based resources to resolve neighbourhood issues and needs when appropriate.

Objective 6: Police-Private Sector Partnership

The UPF seeks to improve communication and coordination with businesses and private security representatives. Many businesses are developing in-house security operations and private security companies are proliferating. The UPF must work with the community to maximise their input and utility in the reduction of crime and fear throughout Uganda.

Strategies:

- Form a task force of representatives from the Attorney General's Office, law enforcement and private security to find ways to expedite the arrest and complaint process.
- Continue and enhance the liaison with private security and loss prevention associations.
- Coordinate through Business Watch the implementation of the Crime Prevention through Environmental Design crime prevention strategy.

Objective 7: Intra-agency Communication, Coordination and Cooperation

The UPF seeks to enhance partnership and teamwork between all units that comprise the UPF and enhance the partnership with other associations and organisations that fight crime.

Strategies:

- Allocate physical space that will support better inter-unit communication and teamwork.
- Form the steering committee for policing excellence and meeting.

- Develop team concept to facilitate a cooperative work environment among teams of Community Policing officers, Patrol officers, detectives and supervisors assigned to work together within a common neighbourhood to solve problems, enhance community safety and quality of life and reduce crime and fear of crime.

5.2 Strategic Goal 2: Transformation of the Uganda Police Force

The UPF wishes to develop an organisational structure and environment that reflect and support community values and facilitate joint citizen and employee empowerment.

Objective 1: Public Affairs and Information

Enhance the image of the UPF, information exchange and public awareness of Community Policing. Community Policing is a significant change from traditional policing activities, although various elements of problem-solving are presently used. Change can cause anxiety and uncertainty, both internally and externally. It is important to maximise employee and public information about the transition to Community Policing. This effort will minimise anxiety, project and reinforce a positive Community Policing image to the public and to potential police officer applicants. Additionally, Community Policing will maintain a high visibility profile in the neighbourhoods, and inform the media, employees, and the public about significant events during the transition.

Strategies:

- Publicise the mission statement and accompanying Declaration of Values of the UPF based on a Community Policing philosophy.
- Expand the use of Crime Watch and Community Resource officers as a resource for public speaking programmes.
- Coordinate the efforts of the Public Information Manager and the Community Resource Officers for the dissemination of public information on Community Policing.
- Improve communication with the local media to provide access to Community Policing information.
- Develop media and education programmes targeted towards ethnic and other special needs groups within the city regarding Community Policing values, activities and goals, and solicit feedback from the community.
- Provide the media and community with examples of Community Policing success.
- Establish a media/information library on Community Policing.
- Develop, administer, analyse and report the findings of periodic surveys of public attitudes and perceptions of Community Policing, quality of life issues, and Police Department service in general.

Objective 2: Recruitment and Hiring

Develop recruiting, hiring, and training practices consistent with community characteristics and needs of the community. Under a Community Policing orientation, police officers will reflect the community's demographics and cultural diversity; have analytical ability, interpersonal and communications skills, and a problem-solving orientation. As a service agency, policing is heavily dependent on adequate pool of qualified applicants. A formalised system will be put in place for recruiting, selecting and training police officers with the backgrounds, skills and attributes appropriate for Community Policing.

Strategies:

- Survey UPF employees to gauge their attitudes, perceptions, and experiences of Community Policing and police service in general.
- Continue to recruit minority and female police officer applicants.
- Enhance the role of the UPF, via its Training Division, in the UPF's recruiting, psychological screening, background investigation, and hiring of police applicants to ensure an adequate pool of candidates with those attributes and values necessary for effective Community Policing. The time lag between initial receipt of police candidate applications and actual hiring must be reduced.

Objective 3: Increase Community Operational Input

The UPF seeks to increase community involvement in its operations. The community is a fully-fledged partner only if it has a voice in police resource allocation, service delivery, and policy making. The UPF desires appropriate input consistent with safe and efficient police operations, adherence to confidentiality of information concerns, and data privacy legal restrictions.

Strategies:

- Determine, through the Attorney General's office, the legal limits of citizen involvement in the review of police policies, procedures, and internal operations while maintaining confidentiality, data privacy and officer safety.
- Develop community education programmes to increase citizen participation in Community Policing.
- Educate citizens to help them identify and address criminal activities and neighbourhood quality of life issues.
- Utilise and enhance the role of both the Community/Police Council and the Community to encourage citizens to participate in the review of police policies and procedures.
- Recommend some type of limitation in the length of time a citizen can serve in these organisations or rotate terms to encourage broader participation.

- Develop methods that make these groups more broadly representative of citizens and accountable to the community. It will be the Community/Police Council's responsibility to keep the IGP and his staff informed about citizen input.

Objective 4: Structure and Functional Decentralisation

The UPF shall decentralise the Police Department in function and structure where and when possible. Most traditional police departments are highly centralised with all functions performed by sworn police officers. Community Policing is based on allocating and distributing resources to specific areas with identified problems. Neighbourhoods, business districts and police officers must be able to easily access police resources without diminishing availability to other areas and problems.

Strategies:

- Integration of some of the departments, i.e. employing civilians and other professionals as deemed necessary, especially in technical areas.
- Analyse the feasibility of decentralising Criminal Investigations sections.
- Explore the advantages and disadvantages of specialist versus generalist detectives.
- Review the General Orders and Standard Operating Procedures.
- Determine the optimal number of Community Policing officers to be deployed and where they should initially be deployed.
- Determine the number and distinct character or composition of discrete neighbourhoods that exist in various police zones.
- Redeploy personnel to be consistent with Community Policing and service needs.
- Evaluate which police services, units, activities and positions should be decentralised to the neighbourhood level.

Objective 5: Decentralise Police Decision Making Department when and where Possible

Decision-making is largely centralised and follows the chain of command structure traditional to police and paramilitary organisations. Community policing, however, encourages problem-solving by empowering the police officers and citizens to work together to solve the problems of the community. This can only occur when police officers have the authority to undertake commitment of resources and a course of action. The UPF will develop guidelines and create conditions to empower police officers and citizens without usurping authority, discipline and order in the UPF operations.

Strategies:

- Define the appropriate levels for decision making in specific situations.
- Renew the General Orders/Standard Operating Procedures to give police officers greater latitude, discretion, and authority in decision-making, within reasonable limits.
- The coordinating office for Community Policing, with its representation of both sworn and civilian personnel from all units, and inclusive of all ranks and grades, will provide a forum for input from employees concerning decisions, policies, and procedures. This committee will facilitate a flow of information from many perspectives upon which good decisions will be based.

Objective 6: Review outside Reports

Analyse for possible implementation all recommendations formulated by external reviews of UPF operations and management. Periodically, competent groups or individuals outside the UPF will examine its operations to identify possible areas of improvement, which should be thoroughly evaluated by the UPF.

Strategies:

- Analyse recommendations from internal review committees for possible implementation.
- Analyse recommendations from other state departments for Public Safety.
- Review recommendations from outside consultants or other law enforcement practitioners brought in to observe and/or evaluate UPF's Community Policing efforts.

5.3 Strategic Goal 3: Service Orientation

The UPF shall develop a customer orientation in provision of services to citizens and responsiveness to employees.

Objective 1: Internal Employee needs and Satisfaction

Be responsive to employee needs, performance, and participation. Before an organisation can successfully motivate employees to be oriented toward the customers it serves, management must serve its employees. If the UPF is to value community participation and position itself to better meet citizens' expectations, then the UPF must fully demonstrate its concern for its employees and be responsive to their needs, problems and expectations. It must be recognised and affirmed that the UPF's human resources are its most important asset. This internal customer service orientation should be reflected not only in words, but in the actions of UPF employees.

Strategies:

- Create an employee recognition and award programme to include specific accomplishments in the application of Community Policing philosophy and values, for both sworn and civilian personnel.
- Create awards given by the UPF to citizens, recognising their participation in enhancing neighbourhood quality of life, their crime prevention efforts, and contributions to the success of Community Policing.
- A stress-reduction programme will be developed.
- Institute career development plan, aimed at job enrichment and career paths/options, consistent with the values and philosophy of Community Policing, within Policing Continuum guidelines. Develop alternate career paths that provide lateral mobility and the opportunity to achieve a special professional designation. Identify alternatives to monetary incentive.
- Expand alternatives for the use of permanent and temporary light duty officers.
- Develop an alcohol abuse rehabilitation programme.
- Develop a personal fitness/wellness programme
- Begin quality leadership training.
- Develop a peer counselling service.
- Develop retirement counselling.
- Develop family counselling.
- Develop day care/after school care service.

Objective 2: External- Employee Community Policing Training

Train all department personnel in the Community Policing philosophy and problem-solving strategies to implement an effective customer service orientation. Community policing, over the course of the next several years, will change the police institution from a reactive law enforcement and crime suppression agency to a coactive, problem-solving organisation. Subsequently, the Force will grow increasingly responsive to the unique crime and order maintenance problem assessments and quality of life issues of varied neighbourhoods and business districts, as identified by area residents. Empowering employees to make decisions (providing both the responsibility and authority) is the essence of exemplary customer service philosophy. Employees will need some initial training to convey this new role. Topics will include: human relations; crisis intervention; problem-solving; community organising; communications; citizen satisfaction; information; and referral.

Strategies:

- Develop a comprehensive training curriculum on Community Policing concepts and strategies, and Community Policing applications for all personnel.

- Integrate Community Policing training into the existing Training Division schedule.
- Cultural diversity training for all employees will begin as soon as possible. This training encompasses training modules on: values/ethics; cultural diversity including language; human relations/ interpersonal communications; inter-cultural communication, crisis intervention/conflict management; instructor enhancement; and substance abuse.
- Define and develop criteria for the initial selection of Community Policing officers and supervisors. Provide training for these persons. Subsequent Community Policing officers' training can then be augmented by coaching provided by existing Community Policing officers.
- Re-evaluate the Field Training Programme to add performance ratings based on Community Policing strategies and provide training for all Field Training Officers on Community Policing values, problem- solving, and quality leadership. Incorporate a training phase within the Field Training Officer programme that places Probationary Officers (PO) with Community Policing Officers (CPO) to facilitate the Probationary Officers' orientation to Community Policing values and strategies, and provide an evaluation of each PO by a CPO.
- Train all newly hired personnel in Community Policing; develop an employee orientation programme.
- Develop a plan to facilitate cross-training of sworn personnel within the Department to enhance the attainment of multiple skills and increase the flexibility and effective use of our human resources.
- Train supervisors and managers to be "trainers" or coaches for Community Policing.
- Train officers in the use of codes and ordinances that are helpful in Community Policing strategies.

Objective 3: Marketing Plan

Develop a marketing plan that details and publicises Community Policing services, goals and objectives to the community members.

Strategies:

- Establish a newsletter about community policing matters. Its purpose is to cover topics of interest to police employees and recognise achievements at every level among both sworn and civilian employees.
- Coordinate with the public to disseminate information to the media publicising Community Policing values, strategies, events, and successes. Initiate press releases and assist in the coordination of media coverage for special events.
- The media will be invited behind the scenes to gain a broader perspective and understanding of UPF operations. The UPF will cooperate with the media in filling

their data needs and provide true life examples of Community Policing work.

- Update all UPF pamphlets and brochures that are used to communicate with the public. Develop channels of distribution for these materials in the community. Get the information about community policing to the public.
- Prepare posters etc., for use within the UPF highlighting the principles of the Community Policing philosophy, the Declaration of Values, customer service, quality leadership, the policing continuum and the elements of policing excellence.
- Develop an Information and Referral Guide to services offered in the cities and other service providers that can be easily used by officers in the field.
- Implement ongoing internal public relations by doing the following: publicising the UPF's participation in various fundraising and community service events; displaying employee photographs in the Headquarters of the UPF and other high ranking police stations; include features highlighting a UPF employee in each issue of the news letter and investigating the feasibility of producing baseball cards, caps and T-shirts of UPF officers and canine partners for distribution to the youth.

5.4 Strategic Goal 4: Problem Solving

Enhance community quality of life through the use of coactive, problem-solving approaches for reduction of crime and fear of crime and facilitation of crime prevention.

Objective 1: Laws and Ordinances

Identify modifications needed to existing laws and ordinances or create new ones to help facilitate Community Policing strategies. Enactment of new legislation or bylaws is an available option for constricting or regulating activities, practices or conditions that contribute to neighbourhood safety problems, or place a disproportionately high work load on police officers.

Strategies:

- Review the current codes, state laws, ordinances and by-laws, seeking revision to solve neighbourhood and law enforcement problems.
- Expand the vice-related investigations.
- Examine the private security industry and continue to work with it toward establishing standards.
- For urban areas, develop and institute a programme for land lord/tenant training to enhance the participation of landlords in addressing community quality of life issues, reducing crime, and engaging in effective crime prevention strategies.

Objective 2: Planning Function

Planning is an integral part of the administrative process. The Police command staff and supervisors are regularly involved in planning to meet the operational objectives of their units. This frequently encompasses day-to-day tactical planning activities in Patrol, Investigations, Special Events, and major incident responses. Improving or changing policies, practices, and procedures and applying them in actual operations also require planning. But this type of planning will be formalised to also take a broad view of long range organisational needs such as staffing, training, budgeting and operational requirements. The resources available in the Planning & Research Unit can assist all other units in devising the most effective methodology for their planning and evaluation efforts. Strategic planning is the most effective method of managing the dynamics of change.

Strategies:

- Coordinate requests for technical assistance from the Planning & Research Unit through the Staff Inspections Officer.
- Utilise local institutions, colleges and universities as technical assistance resources for planning and research projects.
- The coordinating office for Community Policing is an integral component of the planning process.

Objective 3: Crime Reduction

Reduce crime, fear of crime and conditions that contribute to crime and disorder in the community. Reduction of the incidence and fear of crime is the central element of the UPF's mission. Patrol units should respond to the scene of emergency calls for service as rapidly as possible to make arrest, minimise injury or property loss and resolve the incident. Proactive measures directed at prevention of and resistance to crime, are equally important under Community Policing. Crime prevention addresses eradication of crime-causing conditions while crime resistance focuses on reducing vulnerability to crime. Crime prevention includes the targeting of career offenders and locations that breed crime. Crime resistance includes target hardening, public education and security improvements to reduce vulnerability to crime.

Strategies:

- Expand and continue Crime Watch and Community Resource programmes.
- Determine the feasibility of following up on Crime Reports with specific information mailed to the complainant.
- Examine increasing criminal investigative support. Develop case screening methods which focus on continuing investigations based on solvability factors. Cases without leads will be referred to Crime Analysis for pattern analysis and the

formulation of action plans.

- Operationalise the Career Criminal Unit.
- Train officers, the public, and the Business community on the use of Crime Prevention through Environmental Design. A specially trained police officer will be added to the other public agencies involved in reviewing plans for new developments in the cities and the country side - Fire, Building Codes, Planning and Engineering.
- Analyse repeat calls for service to determine locations where multiple calls originate. Develop a plan to identify and address the underlying problem(s) and execute the plan to resolve the problem (s).

Objective 4: Neighbourhood Problem Analysis

Establish a neighbourhood problem analysis function and identify solutions. The central focus of Community Policing is the neighbourhood in the country-side and peri-urban environments and the business districts in the urban areas. Jointly empowered, police officers and citizens will work together in problem-solving. A country-wide citizen survey will be administered to yield data on citizens' perceptions of the most urgent problems facing their neighbourhoods. A Community Policing Team can then compile for each problem area a comprehensive list of applicable problem-solving resource agencies, strategies and techniques. Further refinement into a Problem-Solving Guide, with training on its use, will form the basis for analysing, targeting and resolving identified problems at the neighbourhood level.

Strategies:

Administer a country-wide citizen survey.

- Develop a Problem-Solving Guide and train Community Policing officers and neighbourhood residents in its use.
- Coordinate efforts of Community Policing officers, Patrol officers and the Crime Analysis Unit to analyse information and programmes necessary to address neighbourhood problems.
- Evaluate and implement the most appropriate patrol techniques for neighbourhood problem-solving.
- Institute the Police Athletic League (PAL) and Recreation And Police (RAP) programmes.
- Start the School Resource Officer programmes.
- Publicise the activities of the Police Athletic League and encourage support of PAL programmes within the community and from other public agencies, including local governments. Pursue private and corporate financial support and equipment donations.

- Through the School Resource Officers, start the Drug Abuse Resistance Education. Drug abuse has been reported in some schools in Uganda and in some districts, some of it is produced locally and is, therefore, easy to access. Officers will be given specific assignments to refer at-risk youth and families to appropriate community, religious and social service resources.
- Start the Drug Abuse Resistance Education programme in schools and other institutions of higher learning.
- Create a drug awareness/ education programme for use by Community Policing officers in their neighbourhoods and areas of jurisdiction. Emphasise getting parents involved in ongoing programmes in their children's schools and enhancing awareness of other neighbourhood adults of drug education and drug use prevention. Coordinate community education with desensitisation of citizens to neighbourhood residential drug treatment homes for rehabilitating addicts, enhancing efforts by the Narcotics Section of the police to reduce the number of repeat drug-use offenders.
- Community Policing officers will work to create a cohesive identity in neighbourhoods presently lacking such an identity. Officers will revitalise existing identities in neighbourhoods where an identity had been established, but may be unknown to newer neighbourhood residents.

Objective 5: Workload Reduction

Reduce individual and unit workloads wherever possible to facilitate innovation and problem-solving opportunities. The availability of blocks of time sufficient for meaningful activities is critical to the success of Community Policing. This can occur by increasing the number of police officers, reducing existing officer workload, civilianisation or some combination of these factors.

Strategies:

- Institute the Telephone Report Unit.
- Expand alternative response strategies and the No Report policy to free reactive resources that will concentrate on reducing response time to emergency calls for service, and proactive/coactive resources to expand Community Policing efforts.
- Incorporate technology that saves officers time or utilises human resources more efficiently. Examples are the Mobile Digital Terminals, direct report entry, and computer-assisted scheduling model.
- Market the UPF's nonemergency telephone number for non-life threatening and late reported calls for service. De-market the 999 system and educate the public as to the inappropriate use of the 999 system. An important part of de-marketing 999 is to convince citizens that, while some police responses will be delayed, selectivity of response to non-emergencies will yield better service and time for attention

once police do arrive.

- Examine feasibility of mail-in/walk-in reports.
- Increase the responsibility of private alarm companies and alarm owners for reduction of false alarms.
- Analyse calls for service to target nuisance complaints, such as barking dogs, and develop strategies for solving these problems that do not require a police officer's response in person, whenever possible. Coordinate efforts with Code Enforcement and other public agencies.

5.5 Strategic Goal 5: Accountability

Foster a sense of accountability for public safety resources and strategies among the UPF management and employees, heads of public agencies and their employees and the community.

Objective 1: Fiscal Practices and Policies

Review all fiscal practices and policies and revise as needed. Most management decisions have a financial impact. The budget process is necessary to identify the funds needed for planning, implementation and ongoing operations of UPF functions. As the UPF moves into Community Policing, it is important to integrate line item and internal operating unit costs into specific activities and resources of Community Policing. The UPF will actively pursue all available outside sources of funding for Community Policing including foundations, government and local grants, service fees and/or revenue enhancements and corporate or private sector donations.

Strategies:

- Investigate information on grant funds and prepare and submit requests for proposals as appropriate.
- Fiscal Services,
- Staff Inspections,

Objective 2: Management Practices and Policies

Make a transition to new management practices and policies consistent with the mission of Community Policing. Direction and control in a police agency is essential in maintaining order and consistency. It adheres to administrative and procedural law while protecting civil rights. The IGP sets the administrative tone through a management style, values, policies, and written communications. Decision-making follows a hierarchical rank structure that is guided by those policies and the UPF's General Orders. Successful implementation of Community Policing requires open and frequent communication at all levels of the UPF with management practices and policies that embrace the mission of Community Policing.

Strategies:

- Since the IGP has expressed his personal vision for the future of the UPF, he is willing to communicate the core values, philosophy and basic implementation process of Community Policing.
- The Coordinating Office for Community Policing will oversee the implementation process.
- Quality Leadership training will begin as soon as possible.
- Establish and maintain spans of control that facilitate effective management/supervision within the context of Community Policing.
- Review and revise General Orders and Standard Operating Procedures to help decentralise decision making and empower employees.
- The UPF will encourage and provide the support necessary for decision-making and innovative problem-solving to occur at the lowest effective level.
- Improve the UPF's response to recommendations made by employees.
- A forum will be developed, in which representative groups from within the different departments of the UPF will periodically be scheduled to meet directly with the IGP in order to communicate with him and provide their input on topics under review by the IGP.
- The UPF will work closely with the police employee bargaining units to explore ways to stimulate peer participation in decision-making. Peer input will be built into in-service training following a seminar style format in which all participants will be encouraged to exchange ideas.

Objective 3: Programme Evaluation

Enhance productivity through continued evaluation and necessary revision of UPF programmes. The strategies for Community Policing involve innovation and an element of risk-taking. It is not possible in advance to accurately predict their success or failure in contributing value to the concept of Community Policing. A formal evaluation system would be in place to qualitatively and quantitatively measure the organisational impact of internal and external resources and effort expended. It must provide sufficient flexibility to allow revisions to programme content and structure and to allow for changing conditions in the community and the UPF organisation.

Strategies:

- Develop UPF service delivery performance measures that are both qualitative and quantitative.
- Establish ongoing Community Policing evaluations to assess the UPF's transition to Community Policing.

- Develop performance measures based upon citizens' assessments of police officers' ability to solve community problems.
- Develop evaluations that are flexible enough to provide a constructive response to ineffective outcomes of risk-taking.
- Create a Quality Assurance Subcommittee, utilising the expertise of existing Department personnel, whose responsibilities will include provision of technical assistance on evaluation methodologies, analyses and report writing.

Objective 4: Personnel Appraisal System

Revise the present personnel appraisal system to continually evaluate all the UPF personnel to ensure attainment of goals. Current periodic evaluation of employee performance is important to provide feedback on the quality of their work. Performance evaluations also assist in testing and ratings for promotion. Community Policing will place emphasis on personal attributes and job skills not currently evaluated or rewarded. It also places a high value on rewarding community-oriented police behaviour. A performance evaluation system should be in place to encourage and reward appropriate Community Policing behaviours. However, effective Community Policing performance should not preclude opportunities for traditional career path development and promotion.

Strategies:

- Revise the UPF's performance evaluation system for all positions within the departments to be consistent with the goals and values of Community Policing, working within the guidelines of the Policing Continuum.
- Revise promotional practices based on demonstrated performance and testing measures which embody the Community Policing philosophy and quality leadership principles.
- Develop a response to inadequate performance that focuses on improvement rather than punitive measures.
- Develop a process for subordinates to evaluate their supervisors.
- Incorporate networking for problem-solving into every department job description.
- Establish control and disciplinary policies that are consistent with the values of Community Policing and Quality Leadership. Accentuate the positive and deal with individual problems on a personal basis.
- Establish standards for public behaviour that both encourage innovation and responsible risk-taking, but also recognise and control for potential corruption. The UPF's emphasis on values and commitment to integrity are its strongest elements against corruption. Dissemination of UPF's value statements and a continuing culture of professional integrity provide the basis for dealing with potential corruption hazards.

Objective 5: Community Accountability

The UPF will develop community accountability processes and procedures. Community policing is a process for creating greater accountability of citizens and community organisations for criminal activity and conditions impacting on the safety of their neighbourhoods and the business districts. They become joint stakeholders with the UPF and other agencies in neighbourhood vitality and quality of life.

Ugandan cities are developing at a very fast rate and so are the neighbourhoods. Organisations such as the Business Watch and Crime Watch associations too are coming up. They will form partnership with the Police. These organisations are a logical base for the UPF accountability but they can also provide accountability for disorderly citizens' behaviour management and referral of individuals and problem locations or conditions to appropriate agencies.

The UPF values the active participation of citizens in the planning stages of Community Policing. To ensure continued direction, counsel, and feedback by the community during this transition period, the UPF will activate an ongoing advisory group of citizens broadly representative of the country.

Strategies:

- Create methods to obtain better community input in all police operations.
- Encourage the Community/UPF, Community Alliance and other community groups to provide feedback, suggestions for improvements, and input into the planning of police policies and procedures. Secondly, such lines of communication offer citizens an opportunity to develop a deeper understanding of the role of the police and sensitivity to the demands placed on individual officers.
- Educate citizens about their responsibility in achieving Community Policing.

6. IMPLEMENTATION OF THE STRATEGY

This Community Policing strategic plan has three phases. These are preparation, implementation, and evaluation.

6.1 The Preparatory Stage

6.1.1 Commitment of the Stakeholders

The first step for the successful implementation of community policing is the commitment of all key political stakeholders in the government and relevant government agencies to adopting this new policing approach. Without a publicly stated commitment at the highest level, subordinate officials may either not dare or not be motivated to introduce community policing-related reforms within the police. The most effective strategy to win their support is to present to them the benefits of community policing – the improved relationship between the police and all communities, resulting in increased effectiveness and efficiency of the police's crime prevention and crime reduction efforts. The key political stakeholders should be motivated by the benefits that accrue from community policing.

The police and political leadership must understand from the beginning the operational requirements and initial costs of the implementation process. The external proponents of community policing, such as field operations, international NGOs, foreign and national actors must emphasise that their goals and strategies will fit into the national cultural context in the area and that no external concepts that are not appropriate and adaptable to local conditions will be imposed.

6.1.2 Understanding Local Contexts

To understand the local conditions of each police region, an independent survey will be carried out backed by the political and police leadership. This will focus on:

- The state of policing
- The public perception of policing
- The victimisation issues
- Social and administrative structures

The survey will cover representative samples of police staff and members of the community, civil society, social, public services and administrations, religious leaders or religious communities, the business sector and the media among others, as well as relevant documentation (written policies, legislation and other written assessments). The social, political and economic conditions in the society will be assessed in view of their potential for causing conflict between and within communities. The quantitative and qualitative information gathered in the survey will be used for developing benchmarks and criteria in the operational plan to evaluate the success and/or impact of the implementation of community policing.

All the key stakeholders will be involved in discussing the appropriate strategies for implementing community policing. These include the goals, priorities and the steps to implementation to ensure that strategies are appropriate for local conditions.

6.1.3 Development of a Vision and Mission Statement

The first step in developing the strategy should focus on formulating a vision and a mission statement, which should explain to all stakeholders involved, in a few succinct words, the goal that the UPF is trying to achieve with the introduction of Community Policing. Adapted to the local context, the mission statement should be closely linked to the core business that the police is expected to conduct by practicing community policing.

6.1.4 Designing a Strategy that considers Local Conditions of the Region

The Strategy will have clear, consistent objectives and practices that can, realistically, be implemented within a given time frame, with the given resources and with due regard for local conditions. The Strategy will emphasise as the ultimate goal, the integration of community policing throughout the entire police agency thereby making it a national strategy. All stakeholders will sign this plan or memorandum of understanding to demonstrate commitment.

An operational plan will be developed describing in detail how different steps of implementation are put into practice. This plan will identify the required organisational changes and resources (personnel, material and financial) for the different steps. With respect to resources, emphasis will be put firmly on the most efficient use of available resources, rather than provision of new hardware.

The operational plan will include a timetable and set benchmarks to be achieved within a given time frame, defining criteria for the later evaluation of the process. The criteria will be "SMART" (specific, measurable, attainable, relevant, and trackable). The timetable will have to reflect the local state of policing and police-community relations and provide for more time since the conditions for implementation may not be the same in all regions of the country.

A core implementation group will be selected whose task is to supervise and coordinate the implementation process and create mechanisms for communication, supervision and evaluation, and bear the overall responsibility for implementation. This core group will be headed by a senior police officer and mandated with sufficient authority to initiate, design and carry out required institutional changes in the face of inevitable resistance. Care should also be taken to recruit, train, support and reward officers of sufficient competence and skill to staff this group. The Commissioner in charge of Community Policing will take control of the implementation process.

At the political level, a community policing steering committee will be established to oversee the implementation of Community Policing among ministries and their administrative bodies. In addition to its role in overseeing changes within the police service, this committee

will be responsible for establishing appropriate links between the police reform programme and other political and governance reform processes, most obviously within the justice sector. External consultants from the wider criminal justice system, the academia and civil society, with significant experience in implementing community policing, will be useful in advising the core implementation group.

6.1.5 Identification of Community Policing Sites

Community policing pilot sites will be identified, and representatives of the communities and other administrative agencies, as well as police officers and managers responsible for implementing the pilot project will be selected and prepared for their special tasks. The pilot sites will be determined in cooperation with the communities living in potential pilot sites that are willing to develop the new police-public partnerships. This will boost local ownership of the implementation process. Further, community awareness campaigns will be initiated to inform people about the aim of community policing and how to get involved. The UPF staff responsible for implementing community policing will need to be prepared in advance, following a standardised curriculum, in order to avoid inconsistent implementation approaches.

The implementation will begin with the introduction of the pilot sites and the pilot staff. Since the implementation of Community Policing strategies is a demanding endeavour, influenced by numerous factors within and outside of the police, the possibility that there might be shortcomings or failures cannot be ruled out, especially at the beginning of the implementation process. The pilot projects will allow for some negative experiences without having a disastrous impact on the image of the entire police agency and discrediting the concept in general. Furthermore, the focus on rather small pilot project areas will allow for early identification of difficulties, early corrections and an easier assessment of the outcomes of these corrections.

The boundaries for pilot sites will be demarcated along geographically manageable lines and distinctive neighbourhood beats. A special focus in the selection process will be on less-privileged and vulnerable groups as these groups might be those most in need of better community-police relations and improved problem-solving.

With respect to the lessons learned process, several pilot sites, covering different community environments and different degrees of challenges to implementation will be selected. This will allow for evaluating how successful specific implementation strategies and tactics prove to be under different conditions. Alternatively, several pilot sites with similar characteristics will be selected but Community Policing will be implemented only in some of them, and the other communities will be used as 'control sites'. This will allow one to evaluate whether community policing really makes a difference in crime prevention, crime reduction and problem-solving. Positive results will make a good case for further promoting community policing.

Within the police agency, officers who are motivated to take this new approach to policing and who have the basic skills for this challenging task will be selected. The other important step will be taken to win the trust and support of the local communities that will participate in community policing. For those communities that may previously have experienced biased and repressive treatment by the police, an important step in winning their trust will be to integrate some of them into the police throughout all ranks and in all functions. Their integration will serve not only as a confidence-building measure, but also provide the police with a wide range of knowledge and skills required for working in a multicultural environment—such as language, specific traditions, norms and customs.

The other government agencies selected to pioneer will also appoint suitable candidates with the required skills and motivation. In order to select key players in the community, existing social structures and the advice of people with influence and a high level of legitimacy within the community will be considered. All public officials will be encouraged to participate in Community Policing, and so, will representatives of civil society. They will be motivated by their desire to reduce crime and increase safety in their community. The positive experience and the success they achieve will later help to sustain this motivation.

6.1.6 The Creation of a legal framework and implementation policy

The laws governing the implementation and operation of community policing will have to be enacted. Without the legal foundation that clearly promotes community policing, the implementation of the concept may not be effective and sustainable. Therefore, legislative support will be wholly given, where needed, to prepare such a foundation.

Once legal mechanisms have been put in place, the implementation policies and guidelines will be adopted and distributed throughout the entire police to make all police employees familiar with the concept, the steps to implementation and the roles and responsibilities expected of every staff member. They will, for instance, address staffing and operations of facilities, chains of command, accountability procedures, recordkeeping, problem-solving, and criteria for performance evaluation. The policies will formally commit each member of staff to the successful implementation of community policing.

These formal commitments will be requested from all other state agencies and departments that are involved in community policing.

6.1.7 Coordination of External donors

The UPF will organise a coordinating office for external donors and actors in community policing. The co-ordinating office will organise multidisciplinary meetings of all relevant actors on a regular basis to discuss activities and initiatives taking place nationally to ensure reduced duplication and increased effectiveness. These meetings will be used to remove barriers to initiatives that might face challenges. This is because the involvement of several external actors may pose a big challenge to coherent and consistent community policing implementation. Uncoordinated efforts by different donors and project implementation

agencies may lead to a waste of resources because of project duplication, incompatible equipment donations and missed opportunities for developing synergies. Even worse, un-coordinated activities may lead to considerable confusion and frustration among the programme beneficiaries - state agencies as well as civil society - if different approaches follow conflicting goals and strategies.

6.2 The Implementation Stage

6.2.1 Police Organisation

The development of pilot sites and stations: Model police stations, established in line with the strategic development plan, and foot patrols, whose staff is representative of the community they serve will be created in the pilot neighbourhoods, ensuring visibility of and easy access to the police as well as improved two-way communication between the police and the community members of all backgrounds and social groups. Community-assigned police officers are regular police officers and should, thus, still be involved in detecting criminal action and arresting offenders and criminals if they witness a crime. However, as the sound establishment and maintenance of cooperative structures will demand a portion of their work time, these officers could be released from handling calls for service for several hours per shift to focus on community-police related activities. In the very beginning, until the first co-operative structures are established, they might focus exclusively on this task. In the absence of emergency calls for service, community-police activities need to be given as much priority as most others, since, in contrast to the short-term impact of reactive policing, community policing has a long-term impact on safety and crime-solving.

The police stations will have special community-contact points providing a friendly atmosphere where community members feel free to state their concerns, make requests and lodge complaints. The police stations will be equipped with the technology required for enhancing telephone or internet-communication with the public, for giving presentations to public audiences, and for conducting computer-based problem-solving methodology. However, since in many cases, available funding to fulfil all those needs will be scarce, emphasis will be put on a more efficient use of available resources, always with a view to improved service delivery.

Police open days will be organised and community groups and the media will be invited to police stations to see the new service-oriented, friendly, and partnership-based style of policing. These public relations activities will, however, only be used as a supportive tool to raise awareness within the communities. The police will not fall into the trap of focusing primarily on public relations activities, thereby neglecting the considerably more important tasks of changing the organisation and improving the performance of the police.

Care will be taken not to create or even deepen divisions or rivalries within police departments, especially between patrol units and investigative units which sometimes have poor records of cooperation and exchanging information. The impression that community

policing is a special unit function having little in common with "real" law enforcement must be avoided, especially if police officers have to co- ordinate the demands and priorities of the communities with diverging tactical demands from other (investigative) units. Such misperceptions would significantly hamper the department-wide integration of the concept at a later stage. Thus, it is important to ensure that police officers whether assigned to patrol, community policing, investigations or other specialised units, meet regularly and are briefed together and that information is passed on between shifts through log books or beat books.

Structural and managerial challenges to reform: comprehensive education for the entire police staff about the concept of community policing will solve the misconceptions about community policing. However, as community policing may imply significant changes to traditional police cultures and tasks, resistance to these changes and ignorance about conveying the new philosophy might occur within all ranks of the police. Officers may feel that their life's work has been put into question, might feel threatened by the new demands and duties imposed on them and worry about their careers if new criteria for performance evaluation are being introduced, especially if these indicators are not immediately understood. Officers might become particularly cynical, if they have the impression that these new philosophies, demands or "unrealistic goals" have been formulated by civilians at the headquarter level and have not been developed by police practitioners on active frontline duty.

The supervisors will be encouraged to devolve authority and responsibilities to their subordinates. They should not fear loss of command and control ability or inefficiency among their subordinates or worry about the need for additional personnel because of the labour intensive approach of community policing. This will be catered for by the plan. However, they might feel uncomfortable with the new tasks demanded of them - coordinating services of different agencies, evaluating performance in accordance to new criteria. The front-line officers may worry in particular about the new work load, the requirements of facilitating close communication and the new responsibilities given to them.

The political and police leadership will emphasise their continuing support and commitment to community policing if they are to counter resistance against it. The police officers and their supervisors will be shown the benefits of community policing for themselves. The management will lead by example, encouraging intensive communication and exchange of views among all ranks of the police, and including lower ranks in the decision making process. A bottom-up flow of information and easy access by lower ranking officers to their supervisors is essential for considering the needs and demands of the communities in the internal police decision-making process. The spoilers within the police, obstructive to this new way of management, need to be identified and either brought on board with the new policy or thoroughly educated on the potential benefits of community policing.

Training: the specific additional skills required for community policing will be taught in basic training for cadets as well as in field-training and on-going for in-service police officers and managers. In this way, all police officers will be taught how Community Policing can assist all departments in reducing and preventing crime, thereby making police work more effective and efficient, and without at all being soft on crime. In addition to training, police managers will need assistance and mentoring from external consultants to help them adopt their new roles. Civilian external trainers and representatives of civil society will be invited whose ideas, experiences, drive and ability will help to spur the progress of community policing. Consideration will be given to joint trainings of police officers, representatives of other government agencies and members of the communities engaged in community policing projects that can facilitate the breakdown of stereotypes and distrust between groups, and promote positive and effective interpersonal and cross-cultural relations. Joint trainings will focus, for instance, on conflict management, consensus building, cultural diversity and anti-bias education. Furthermore, training will include study tours abroad on community policing for both police managers and police trainers to show them good practice and positive results of community policing in other countries and to share experience.

Supervising, Evaluating and Mentoring: Meaningful performance evaluation will be linked to assignments, promotions and salaries. A good evaluation system will describe the expectations of the officer and will be reinforced by ongoing mentoring. Performance evaluation will focus on an officer's ability to address community problems and to involve the community in this effort using primarily qualitative evaluation criteria. However, the shift from incident-related work to the solving of clustered problems may lead to difficulties in measurement, especially if the public sets priorities that are not considered by the police agencies' information systems. Police management will, therefore, be open to modifying the measurement system in the implementation review phase. The evaluation will be an on-going process.

6.2.2 The Government Agencies and Departments

Solving community problems is a task that involves all relevant state agencies and departments. A broad consensus will be reached with all agencies present in a community environment about their share of the responsibility and the need for close cooperation. Incoherent policies across the criminal justice sector and other state agencies related to solving community problems will be harmonised.

Competing agendas and priorities, differing views about the scale of problems or rivalries over scarce funds may hamper this co-operative approach. In this case, the political leadership will have to commit all agencies and departments to cooperate with each other and with the community. The management and oversight bodies for police reform, such as the suggested coordination office for community policing steering group and core implementation group, will ensure that official structures and procedures for co-operation are established, that the responsibilities of different actors are clearly defined, and that barriers to effective inter-agency co-operation are dealt with.

The administrative authorities will be obliged to participate actively in local community forums. They will also be involved in the analysis phase of the problem-solving process to ensure that a clearer understanding of the underlying conditions can be achieved. Finally, with respect to making cooperation most effective and efficient, the officials of the other agencies need to be educated about community policing and taught about its main techniques and their roles in cooperative problem-solving, to the same extent as their colleagues from the police agency. Thus, joint training sessions for members of government agencies, the police and community members will be necessary to boost future interaction.

6.2.3 The Community

Community policing focuses on the creation of occasions and forums for active participation of the population in the problem-solving process. To create public forums, the key players within the communities which have been identified in the planning stage should be involved in the identification and mobilisation of the different communities at the pilot site. The project coordinator will see to it that all segments of a community are actually addressed and that community groups with a low public profile are not neglected.

However, mobilising communities might be a difficult task for different reasons. The communities might be reluctant to co-operate with the police because of:

- Bad experiences that they have had with the police before, for instance, either being mistreated or not given protection.
- Fear of retaliation from criminals or certain community members if active participants are considered to be police collaborators.
- A high degree of disorganisation, especially in disadvantaged communities.
- Local social structures and traditions that are not familiar with and, therefore, do not have such types of public gatherings.
- Ideological barriers towards cooperation with the police by certain segments of the community.
- Community members do not see any immediate personal gain from their voluntary participation.

The UPF and the government in general will have to make efforts to win community support. This might depend on the general relationship between the public and the police and the level of democratic policing in a society. Winning trust and support may take a long time depending on the relationship the police have cultivated with the local people. Trust in the police will be developed if the police demonstrate on a daily basis their willingness and competency to deliver professional quality-based service to all community members. Immediate activities that could speed up confidence- building will be carrying out intensive and more traditional law enforcement actions, as well as community work , such as clean-up actions to deliver some quick results of police action and improve the public's subjective feeling of safety. These intensive reactive activities will continue to complement the crime-

preventive problem-solving activities that might need more time to lead to concrete results. Otherwise communities might become disappointed and frustrated, which could result in a loss of interest in further cooperation.

For confidence-building, the police will endeavour to reach out to communities in a non-threatening way through police open days and visits to local facilities where the community members feel comfortable and safe. On these occasions, the police will listen to the complaints and concerns of the community; educate them about police policies and tasks related to problem-solving. The police will clearly and effectively communicate the reasons for introducing the new policing style and the benefits of community policing for the public or the community. The use of dynamic and effective communicators drawn from the ranks of the police service can be very helpful. When implementing the new policing style, presentation and symbolism are vital in signalling change to the community. Foot patrols conducted by local police commanders would also be highly symbolic, sending a strong message to members of the community about senior-level interest and commitment in community policing.

Since NGOs, especially Community Based Organisations (CBOs) and civil society in general, play a critical role as part of information-sharing networks; they will be involved in the creation of cooperative structures. Some civil society organisations have had tension and controversy with the police in the past. The police will accept them as their 'critical friends' working for the safety of the people and their property. The challenge of selecting the most appropriate civil society organisations can be met by using selection criteria such as their stability, accountability and authentic representation of their constituencies.

The police will reject the tendency to focus too soon only on those communities and groups which have already established public forum structures such as street committees or social activities and which can, thus, be easily persuaded of the benefits of cooperation. Otherwise, the weak and unresponsive communities, those that probably have the biggest problems, might be left alone and continue to cause problems for themselves and other communities.

The Public Forums: The forums such as community advisory boards are the most structured institutions for a two-way dialogue and active community participation in problem-solving. To be able to cover the problems of the entire neighbourhood and to provide the largest number of resources for solving these problems, their composition will be representative of all the communities and agencies working and residing the neighbourhood. They will be composed of representatives from local administrative agencies, courts, the prosecutor's office and the police, as well as social, health and environmental services, educational and religious organisations, business associations, private security companies, human rights and other NGOs, the media, sport organisations and cultural institutions among others. They will also be open to every individual community member interested in their activities.

Since the composition of public forums will be very heterogeneous especially in the urban and peri-urban setting, bringing together participants with considerably different levels of experience and customs with respect to acting in such an environment, the forums will have to be organised and run according to clear procedures which may or may not be codified in regulations or a constitution for the group, in a national community policing strategy or even in legislation. This is important so that decisions can be made transparently and potential disagreements and divergent interests properly managed. At the same time, the police will have to balance the requirement to remain autonomous as an organisation - which must follow national standards of policing as listed in the Constitution and the Police statute and, at the same time, to be responsive to local demands. There will be room to iron out the competing demands on the officers from both their commanders and the community.

The public forums will be chaired by widely respected and acceptable persons to all segments of the community. These persons will also be highly motivated to take on this job voluntarily. In the event that it is difficult to find such a widely accepted volunteer especially in heterogeneous neighbourhoods, elected community representatives, such the LC officials, might take on this chairing role. Their selection will have two positive effects. One, they will enjoy democratic legitimacy, and two, they will also be obliged by administrative policies and directives to devote part of their work to this chair position.

In order to avoid the impression that the police is dominating the arena in the public forums police representatives will be strongly discouraged to take on the chair role and will do so only under very exceptional circumstances. They will only take on a chair role in a situation where it is difficult to identify willing and skilled community members who can chair the forum. Under such circumstances, the police officers may be asked to chair or co-chair the forums in an interim capacity until a suitable person is found.

The chairperson will be a person with skills to organise meetings, bring people together, obtain consensus and instigate action. Heterogeneous public forums may be difficult to be chaired. Diverse communities may bring with them divergent perspectives, values, experiences, needs and demands on the police and the other government agencies. The perspectives and demands may conflict and compete with one another. Diverging interests may exist not only between communities but also within communities or between personalities. This can be a distraction from finding solutions. Further, more vocal groups may have success in using these forums for their own purpose. The wealthier sections of the community may also not accept the majority of resources being spent in the poorer sections. Under such circumstances chairpersons must be able to avoid simple majority decisions or the implementation of resolutions for one community at the expense of the other. The less vocal groups may retreat and accuse the police of being discriminatory and having a too close relationship with the other sections of the community. To avoid such developments, the awareness of shared responsibilities will be strengthened, compromises found and the rights of all respected in accordance with the principles of democratic

policing. As the police might not always agree with the priorities that the communities have with respect to police activities, sharing the perspectives and needs of the police and the public would be essential for developing better mutual understanding and, thus, could lay the groundwork for compromises and reciprocal support.

In the event that some sections of the community are reluctant to convene with other community groups, thematic forums will be established – at least at an initial stage – including only members of the specific group and representatives from government agencies, focusing only on the needs and demands of such a group. Another option will be to hold discussion with these particular groups and to incorporate the results of these meetings in the discussions of the general public forum.

The frequency, time and location of meetings, and the topics for discussion will reflect the needs and expectations of the communities and may, therefore, vary from one neighbourhood to another. The frequency of meetings will depend on the urgency of specific problems and the time-frame needed to address these problems. The time and location of the meetings will put into consideration the concerns of those for whom they are held. For instance, a meeting on personal safety issues will be held within the neighbourhood such as in a local office, church, community centre, and held during daylight hours, because people who worry about their safety will not feel comfortable walking or driving long distances to get to a meeting, especially after dark. If the topic of discussion is sensitive, the location will also be neutral from a political or religious point of view.

The purpose of the meetings is to provide police accountability or transparency, and to focus on problem-solving in which members of the public thoroughly examine problems and jointly act to address them. The topics of the forums will deal with all aspects of quality of life in the neighbourhood, ranging from road safety, concerns about levels of crime, violent behaviour, domestic violence, health and environmental issues- such as drug awareness; or pollution problems and natural disasters), maintenance of public utilities, to specific police activities and police behaviour. These forums will give the police the opportunity to share with the public how they can assist the police - when and how to call the police, how to watch out for each other, how to prevent burglaries, and the importance of watching each other's homes when someone is away from home. Resources of local businesses and retail outlets may be used to provide information through display space, better lighting, and staff who are aware of crime prevention measures and how to summon police assistance when necessary.

Some problems presented might even be beyond police's competencies and resources, but of concern to other government agencies. Thus, taking a multi-disciplinary approach to problem-solving will ensure a greater understanding of the underlying conditions of the problem. It will also help if responsibilities are delegated to other relevant stakeholders, rather than the police acting on their own. All partners will work within their own circle of influence to ensure effective resolution of the problems being addressed. For example, in

the case of domestic violence, which has featured in many Ugandan communities, many partners/institutions are responsible for addressing the problem. A multi-disciplinary approach will be to meet regularly as a working group to include the police, the District State Attorney's office, courts, social welfare, cultural leaders and religious leaders among others. Together, these different agencies will address the problem from multiple angles and in the long run have a greater impact on the results.

Members of public forums will be empowered to make the most effective and efficient use of these structures. This will include capacity- building in the form of workshops and other training formats - including joint trainings with police and other government officials. The other component will be community awareness campaigns at which participants will learn about the overall purpose and proper functioning of the forums and participants' roles, rights and duties in problem-solving. These events will offer participants a chance to develop their skills in problem identification, priority setting and drafting project proposals as well as implementing and evaluating projects. The police will have to agree to a two-way dialogue on an equal footing, based on shared knowledge, and equal decision-making and priority-setting rights. In order to maintain a shared knowledge base the community should continuously be informed about progress in, successes of and shortcomings in community policing. In this case, inaccurate information and rumours will always be corrected as soon as possible. If unattended to, they could lead to misperceptions, frustration and a loss of interest in the whole project of community policing.

An information network will be established that ensures correct and quick transmission of information. In this context the media play a very important role. The decisions of the forums must have an impact on the work of the police and the other public administration agencies. Public officials will be encouraged to have competencies and power to translate the needs and demands into tailored policy and action. If not, communities might lose interest in participating in problem-solving and may use public forums only as an instrument for making complaints, if they continue to attend the meetings at all. Community forums that have developed sound and trusting partnerships between the public and the police will also be invaluable in defusing tensions in crisis situations. In case of police misconduct they will provide the opportunity to discuss the situation at a short notice in well established structures and in a trusting atmosphere.

Once pilot sites have expanded, public forums at the neighbourhood level will be complemented by similar forums at a higher administrative level- whether municipality or district levels- bringing together representatives of the neighbourhood forums, to address problems that are of relevance to more than just one neighbourhood or community. Strategic issues will be dealt with at both the neighbourhood and municipality level. On the other hand, the steps to implementation of problem-solving will usually be handled at the neighbourhood levels. The meetings at the higher administrative level will provide representatives of the neighbourhood forums with the opportunity to exchange their practical experiences in problem-solving. Since meetings at the higher administrative level

require more co-ordinated efforts, the structure of these forums should be more formalised than that at the neighbourhood level.

Alternative occasions for meetings and exchanges of views: Police open days, visits to schools or other high institutions learning and civil society organisations by police officers, invitations of community groups to police stations, information campaigns on billboards, in newspapers or police newsletters, on radio, television or on the internet will be alternative opportunities for initiating meetings and the exchange of views. These events will help to educate the public about official procedures and policies, the community's rights and responsibilities and the benefits of community policing. TV spots that illustrate community policing activities and their positive effects on the life of communities will have a positive and mobilising effect. Another confidence-building activity with a high symbolic impact demonstrating the willingness of the police to communicate with the public will be the introduction of question times on the radio or TV or in newspapers where high ranking police officials such as the RPCs, DPCs or heads of specialised units. These public relations activities will, however, only be used as a supportive tool to raise awareness within the communities. The much more important focus of action does remain on organisational changes and the improvement of police performance.

Uganda is a multicultural society: Different communities do not have the same infrastructure for organisation. In communities with no traditions of public community gatherings, the police will use the available infrastructure, either families or clans to involve these groups in problem-solving activities. The police will serve as mediators or facilitators in co-operation with traditional and informal conflict resolution mechanisms to solve conflicts between such clans. Care will be taken not to co-operate with groups and institutions that are opposed to human rights and the rule of law, that is, those which contradict the constitution of the republic of Uganda. The police will have to ensure that the traditional clan structures are able to promote the opportunities for democratic participation for those who may traditionally have subordinate positions within the clan structures. The police will make an effort to reach out to and empowering women, who in some cultures often have been excluded from participation and may lack confidence and skills.

The Neighbourhood Watch Schemes will be appropriate instruments for involving communities in problem-solving process. The neighbourhood schemes could contribute to supporting the police, fostering routine communication between the public and the police, and enhancing the communities' spirit of responsibility for their own safety. In order to avoid the risk that members of a neighbourhood watch scheme might try to take the law into their own hands and turn to vigilantism, or be exploited by influential community groups for their own purposes, it will be made clear from the beginning that they only have a reporting role to play. The monopoly of the use of force remains in the hands of the state, in this case the police. The UPF will put clear and strict regulations in place on neighbourhood schemes and a police officer installed who would act as their supervisor and co-ordinator, taking responsibility for their actions.

Another instrument for actively involving neighbourhood residents in problem-solving will be “Neighbourhood Wardens” or “Community Service Officer” programmes. These programmes will allow civilians to assist police officers in their non-emergency activities. They can deal with non-emergence cases such as littering, street parking, etc or non-emergency report-taking. The most important activity in building trust and exchanging views, however, will remain the daily positive routine contacts between the police and the people in the community. Cultivating close police-public partnerships with communities could, however, result in ethical dilemmas for police officers if they are offered (and indeed accept) gratuities by members of the communities. This could easily be interpreted as crossing the blurred line to corruption. The police will put anti-corruption policies and codes of conduct for the correct, honourable and proper performance of police officers, as well as effective measures to implement those policies at all levels of the police. An effective solution will target not only the root problem of low incomes, and in particular opportunities in certain types of policing for receiving bribes, but will also enhance the efficacy of the discipline and sanctions systems. In turn, there will be some kind of merit system or positive reinforcement for those officers who have risen above the temptations of corruption. Ethics training for police officers will provide officers with additional tools when placed in a challenging ethical situation.

6.2.4 The Media

The most effective and efficient way of informing the public about police activities and progress with police reform, and thereby also complying with the democratic policing principles of accountability and transparency is to involve the media. The police will target the media as a friend with the right and obligation to provide the public with accurate information. However, policies have to be developed that govern what information will be released. The information that raises public confidence or gives a feeling of safety or general facts about the objectives of the police and how the police work will be released. On the other hand, information that must not be publicised includes that which would compromise police investigations and confidential information relevant to maintaining public security or the presumption of innocence. For sound co-operation with the media, guidelines for media contacts clearly defined roles for spokespersons and media training for officers will be drawn.

An often unanticipated effect of improved police-public partnerships is the rise of reported crimes, because community members have more trust and see more value in reporting crimes to the police. Police leaders and the media should, therefore, be prepared to interpret this rise correctly.

6.3 Measuring Success: Indicators and Monitoring Plan

The indicators of success of the plan will be measured on its relevance, effectiveness, efficiency, impact and sustainability.

6.3.1 Relevance

On relevance, the extent to which the community policing measures are suited to the priorities and policies of the target groups, the recipients and the donors. The relevance will address the following questions:

- The extent to which the objectives of the programme are valid.
- Whether activities and outputs of the programme are consistent with the overall goal and the attainment of its objectives.

On effectiveness, the extent to which community policing projects have attained their objectives. The questions to address are:

- The extent to which the objectives have been achieved or the objectives are likely to be achieved.
- The major factors influencing the achievement or non-achievement of the objectives

6.3.2 Efficiency

On the efficiency, the measurement will be if the qualitative and quantitative output in relation to the inputs. This will require comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted. The questions to be addressed are:

- If the activities were cost-effective
- If the objectives were achieved on time
- If the programme or project was implemented in the most efficient way

6.3.3 Impact

On the Impact, the positive and negative changes produced by a community policing initiative, directly or indirectly, intended or unintended. The questions to be addressed are:

- What has happened as a result of the programme or project
- The real difference the activity has made to the beneficiaries
- The number of people that has been affected

6.3.4 Sustainability

On sustainability, the measurement of whether the benefits of an activity are likely to continue after donor funding, external advice and supervision have been withdrawn. The questions to be addressed are:

- The extent to which the benefits of a programme or project continue after donor funding or external advice has ceased
- The major factors that influenced the achievement or non-achievement of sustainability of the programme or project.

6.4 Organisation Transformation

The organisation transformation will be assessed basing on:

- The level of autonomy in decision making
- The level of decentralisation of patrol, crime analysis and investigation units
- The level of internal cooperation and communication
- The modifications of recruitment to reflect the skills and characteristics required of community-assigned police officers and the extent to which training curricula (for basic, field and in-service training) reflect the conveying of community policing skills
- The individual performance evaluations
- The level of job satisfaction of the police staff.

The basic questions that will be answered during the assessment of the transformation of the UPF are:

- If the community policing department has implemented a comprehensive strategy to educate all stakeholders about the benefits, trade-offs and risks of Community Policing before, during and after implementation.
- If the department developed a strategy for soliciting and analysing formal and informal feedback from the community.
- If everybody in the UPF is receiving special training in Community Policing.
- If beyond the initial training, there is follow-up training.
- If the recruitment and selection guidelines have been changed to reflect the new commitment to Community Policing.
- If the performance evaluations been changed to reflect both a quantitative and qualitative assessment
- If the top command communicated to everyone within the department what is expected of them with a department-wide commitment to Community Policing.
- If the top command developed and implemented a plan to empower front-line employees,
- If the top command structured and implemented a plan to reduce internal friction, particularly between officers assigned to communities and motor patrol officers.
- If the top command developed and implemented a system to measure community policing's impact on crime, fear of crime, and disorder.
- If the top command communicated its willingness to give officers the "freedom to fail" and to tolerate well-intended mistakes.
- If the top command has structured a means of promoting and monitoring co-ordination among community policing efforts and the activities of other divisions and units.

6.4.1 Other Government Organisations

The performance of other government agencies will be assessed basing on following:

- The level of their commitment to and participation in problem solving.
- The level of resources they provide for problem-solving activities.
- The level of inter-agency co-operation and communication.

6.4.2 Police –Public Partnerships

The development of police-public partnerships will be assessed by:

- Conducting public perception surveys and focus group interviews on police performance and safety and security situation in the community.
- Conducting internal and public oversight reports on the police (accessibility and responsiveness of the police).
- Analysing media reports.
- Keeping records of police-community activities.
- Analysing the sustainability of formal and informal public forums.

The basic questions to answer on the development of police-public partnerships will centre on:

- If police officers initiate proactive efforts to reduce crime, drugs, fear of crime and community disorder, including neighbourhood decay.
- If police officers tailor their response to local priorities, needs, and resources in the communities.
- If average community members allowed input into the process of setting local priorities.
- If officers promote informal conflict resolution among residents.
- If officers address the needs and problems of vulnerable groups.
- If officers work with the community on prioritising and addressing problems with social disorder.
- If officers serve as catalyst to integrate the interest of the communities with those of other government agencies.
- If officers avoid efforts that favour one group over another.
- If officers express respect for racial, ethnic, religious, cultural, and sexual differences.
- If officers are free of political bias.

In general, community policing is long-term process and it is required to be evaluated in periods that are in accordance with the Community Policing strategy. The evaluation will include the following elements (application field):

- Increase in efficiency and effectiveness performance for the police officers (at all levels) during police activities and coping with challenges, problems of the citizens and other institutions subject to the identified problems.
- Individual evaluations of the performance of police officers.

- Assignment of police officers in conjunction with the crime trend indicators.
- Development of surveys with the citizens about the perception of citizens for order and public safety.
- Analysis of the sustainability of public safety forums.
- Analysis of media reports (TV, electronic and written media)
- Evaluation of the strategy implementation will be made periodically, in periods of every 6 months by the senior and executive leadership and all the stakeholders.

A measurable public perception survey will be conducted at the planning stage of community policing implementation then the results of that survey would be measured against the results of the later one after the implementation. In order to assess crime control and prevention activities, quantitative assessment tools, such as crime statistics, crime clearance rates, or victimisation reports, should complement the mix of qualitative and quantitative assessment methodologies.

6.5 The Modification Stage: Expansion, Revision or Change

The evaluation process and results will present an opportunity for a review. The review process will be on the basis of results and will involve all the stakeholders, focusing on all stages of the implementation process from inception to evaluation. If there are any structural, organisational and strategic activities that may have not proven to be successful in improving police-community relations, in fostering active community participation in problem-solving and reducing crime and in enhancing the community's feeling of safety over a longer period of time, these will be thoroughly examined and redesigned.

If pilot site programmes prove to be successful, they will be expanded to additional (pilot) sites throughout a region, and later, the country depending on availability of resources for implementation - the number of project coordinators, the number of police officers and managers trained in Community Policing. The officers involved in the pilot phase will be used as a core team of advisers explaining the strategy to their colleagues in other departments and geographical areas.

However, it should be noted that Uganda is a multicultural society, with variations in identity, language, culture and even geography. Therefore, the UPF will keep in mind the regional diversities that might influence the implementation of strategies in different ways. What worked in one community might not necessarily work in the other. The best practices of one pilot site still need to be adapted to best fit another environment.

7. CONCLUSION

The Strategy provides a blueprint for those actions deemed necessary to fully implement Community Policing in Uganda. This blueprint will guide the Coordination office for Community Policing as it assigns subsequent tasks to other subcommittees below them. This Strategy is not intended to be cast in stone. The strategies proposed are subject to modification or elimination as subcommittees' action plans may determine; additional strategies may be developed.

Ongoing evaluations of the process and impact of Community Policing implementation will provide the feedback necessary to keep the implementation on track, measure progress toward achieving goals, and measure overall policing effectiveness. There exists no model for what is being attempted by the UPF. However, the system of strategies and a structure that has been put in place is capable of implementing those strategies that will direct the UPF to the most comprehensive application of Community Policing in Uganda.

All the principles of community policing have been dealt with. These are accessibility and transparency of the entire police agency to all segments of the community, including the vulnerable groups, and responsiveness to their needs, concerns and demands, the commitment to crime-prevention and proactive problem-solving in order to address the underlying conditions of problems for long-term solutions and the active participation of all the different segments of the communities and other government agencies in the problem-solving process on the basis of equality.

The Community Policing Strategy charts the course for implementing community-based policing programmes in different geographical contexts in the country over the next five years. However, for this plan to be successful it must be assessed annually and modified as circumstances and situations dictate. To be able to address internal issues that may arise, the community policing department and its management team must be committed to insuring that the workplace environment is one that promotes teamwork, facilitates communication, and promotes police-community relations and collaboration as a continuous obligation.

As a law enforcement agency, the UPF through the Community Policing department must dedicate a significant portion of resources to reactive measures intended to support public safety. To that end, the Department must commit itself to engage in planning that will enhance its ability to serve and protect the citizens in the most efficient, effective and responsible way possible. As technology continues to progress, the role of law enforcement becomes more complicated and dynamic. Through it all, the UPF must strive to provide police officers in all departments but specifically in community policing with cutting edge equipment and resources to increase both efficiency and effectiveness. In an effort to maximize resources, there must be concerted effort to seek alternate funding sources, such as grants, to finance identified projects around community policing. In conclusion, it is envisioned that by tapping into UPF's considerable potential, this

Strategy will contribute to solidifying what has until now been a measured implementation of community based policing in different parts of the country using a Strategy that outlines a defined course is a measurable way of taking this next step. With the support of UPF and the chosen communities for piloting this approach, the goals and objectives of the Strategy are attainable.

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APPENDICES

Appendix 1: Time Line and Expected Impact

Tasks to be accomplished in Phase One

- Inform court administration and the court system of the Community Policing goals and objectives. Request their input and provide them with feedback.
- Inform the Attorney General's Office of goals and objectives of Community Policing.
- Publicise the mission statement and accompanying Declaration Of Values for the UPF, one based on the community policing philosophy and enhance the role of the Community Alliance to encourage citizens to participate in a review of police policies and procedures.
- Determine the optimal number of Community Policing officers for initial deployment. Define and develop criteria for the initial selection of Community Policing Officers and their supervisors. Provide training for these persons. Subsequent Community Policing officers training can then be augmented by 'coaching' provided by existing Community Policing officers.
- Develop a comprehensive training curriculum on Community Policing concepts and strategies, and Community Policing applications for all personnel. Initiate Human Relations/Cultural Diversity training for all persons and especially the police officers to be deployed within the communities.
- Create a Quality Assurance Committee utilising the expertise of existing Department personnel, and others sourced from the civil society and higher institutions of learning whose responsibilities will include provision of technical assistance on evaluation methodologies, analyses and report writing. Encourage the Community, the police and other groups to provide feedback, suggestions for improvements and input into the planning of police policies and procedures.

Efforts and Tasks to be accomplished in Phase Two

- Develop better coordination and identification of joint problems and strategies with other stakeholders (partners). Establish a liaison and effective working relationship with Health and Rehabilitative Services and other professional organisations, such as Uganda Law Society, Uganda Medical Association, Uganda prisons for service provision.
- Utilise the local colleges and universities as resources for information, technical assistance and consulting in the formation of partnerships within the community. Assist Crime Watch and the Neighbourhood Associations in increasing resident participation in community watches/ patrols and crime prevention activities.
- Develop methods for communicating major neighbourhood problems to the

primary agency (agencies). Develop the 'Team' concept, whereby, working within the existing Patrol Community structure, teams of Community Policing officers, Patrol officers, detectives, and supervisors are assigned to work together within a common neighbourhood to solve problems and enhance community safety and quality of life and reduce crime within the specified neighbourhood.

- Carry out a survey within the Police employees to gauge their attitudes, perceptions and experiences of Community Policing and police services in general. Seek advice and determine, through the State Attorney's office, the legal limits of citizen involvement in the review of police policies, procedures, and internal operations while maintaining confidentiality, data privacy, and officer safety.
- Provide training to all supervisors and managers in Quality Leadership principles, which stress the importance and value of individual employee participation and input to quality service in the organisation. Integrate community policing into the existing training schedule of all police officers and employees who work with the partner institutions.
- Re-evaluate the Field Training Programme to include performance ratings based on Community Policing strategies and provide training for all Field Training Officers on Community Policing values, problem-solving and Quality Leadership. Incorporate a training phase within the Field Training Officers programme that places newly recruited officers to work alongside the Community Policing officers to facilitate their orientation to Community Policing values and strategies, and provide an evaluation of each new officer by a Community Policing officer.
- Coordinate efforts of Community Policing officers, Patrol officers, and the Crime Analysis Unit to analyse information and programs necessary to address neighbourhood problems. Community policing officers will endeavour to create a cohesive identity in neighbourhoods presently lacking such an identity. Officers will revitalise existing identities in neighbourhoods where an identity had been established, but may be known to newer neighbourhood residents.
- Establish ongoing Community Policing evaluations to assess the Department's transition to Community Policing. The Quality Assurance Committee will accomplish this in-house. Re-administer citizen survey. Establish standards for public behaviour that both encourage innovation and responsible risk-taking but also recognise and control for potential corruption. Educate the citizens that it is their responsibility to achieve success in community policing.
- Enhance partnership and liaise with the private security and crime prevention associations. Make efforts to coordinate through Business Watch and Neighbourhood Crime Watch associations the implementation of the Crime Prevention through Environmental Design crime prevention strategy and use established faith-based resources to resolve neighbourhood issues and needs when appropriate. Expand the use of Crime Watch and Community Resource officers as a resource for public speaking programme on both public and private functions.

- Improve communications with the local media to provide access to Community Policing information. Provide the media and community with examples of Community Policing successes. Establish a media/information library on Community Policing. Develop citizen education programme to increase citizen participation in Community Policing. Implement utilising Community Resources officers. Define specific problems and appropriate levels for decision-making.
- Develop a plan to facilitate cross-training of sworn personnel within the Department to enhance the attainment of multiple skills, and increase the flexibility and effective use of our human resources. Train officers in use of city codes and ordinances that are helpful in Community Policing strategies. Coordinate with Public Information to disseminate information to the media publicising Community Policing values, strategies, events, and successes.
- Initiate press releases and assist in the coordination of media coverage for special events. The media will be invited to the 'behind the scenes' to gain a broader perspective and understanding of the police operations. The police will cooperate with the media in filling their data needs and provide the real life examples of Community Policing at work.
- Develop and institute a programme for landlord/ tenant training to enhance the participation of landlords in addressing community quality of life issues, reducing crime, and engaging in effective crime prevention strategies
- Establish and maintain spans of control that facilitate effective management/ supervision within the context of Community Policing. Review and revise General Orders and Standard Operating Procedures to help decentralise decision making and empower employees. Develop a forum in which representative groups from within the police will periodically meet directly with the IGP in order to communicate with him and provide their input on topics under review.

Efforts and Tasks to be accomplished in Phase Three

- Enhance Neighbourhood Associations and Crime Watch through more block watches, phone trees, neighbourhood patrols and property identification participation.
- Develop media and education programmes targeted to vulnerable and other special needs groups within the community regarding Community Policing values, activities and goals, and solicit feedback from the community. Develop, administer, analyse, and report the findings of ongoing periodic surveys of public attitudes and perceptions of Community Policing, quality of life issues and UPF general, utilising Planning and Research resources in-house. Educate citizens to help them identify and address criminal activities and neighbourhood quality of life issues.
- Analyse the feasibility of decentralising Investigations section up to the lower levels of the community. Explore the advantages and disadvantages of specialist versus generalist detectives, and using some members of the community for detective work. Review recommendations from outside consultants or other law enforcement

practitioners brought in to observe and/or evaluate the UPF Community Policing efforts.

- Implement ongoing internal public relations, publicising the UPF officers' participation in various developmental and social activities events. Reward those who have participated in these activities, not necessarily in monetary terms by portraying photographs around the Department. Have end of the month recognition of those who have excelled in the community policing. Start a quarterly news letter that will carry stories of successful community policing and investigate the feasibility of producing 'baseball cards' of the UPF and their partners in community policing for distribution to the youth.
- Coordinate requests for technical assistance from the Planning and Research Unit through the Commissioner for Community Policing. Utilise the local Colleges and Universities as technical assistance resources for planning and research projects. With the help of the UPF, engage students on internship programmes to community developmental activities.
- Examine increasing criminal investigative support. Develop case screening methods which focus on continuing investigations based on solvability factors. Cases without leads should be referred to Crime Analysis for pattern analysis and the formulation of action plans.
- Revise promotional practices based on demonstrated performance and testing measures which embody the Community Policing philosophy and quality leadership principles. Develop a process though which even subordinates can evaluate the performance of their supervisors or superiors.
- Create an inter-agency task force to help resolve neighbourhood problems and disputes. Coordinate with the Neighbourhood Associations to increase the use of mediators to resolve neighbourhood disputes. Evaluate which police services, units, activities and positions should be decentralised to the neighbourhood level.

Appendix 2: Implementation Responsibilities

Operations

1. Develop criteria for selecting Community policing officers.

Determine strategies for the initial deployment of Community Policing officers.

- Place, where to be deployed
- Number of officers to be deployed
- Distribution of supervision
- Training
- Initial Responsibilities
- Division of responsibilities
- Supervision

- Performance evaluation
- Develop the “neighbourhood team” concept. Facilitate the coordination of Patrol/Community Policing/Criminal Investigation Section operations.

2. Outreach and Intervention

Establish liaisons and communications about Community Policing plans and operations with:

- Local Government
- The JLOs
- Community policing partners, both public and civil society
- The business community
- Civil society
- The community
- The Media

3. Continue to coordinate ongoing programmes

- School Resource officers
- Neighbourhood Watch

Explore the feasibility of developing additional diversion programmes.

4. Marketing

Let the word community policing get to the public. Develop a marketing/ public relations plan for community policing:

- Media coverage about Community Policing
- Meeting with Neighbourhood associations and other associations
- Develop news letter for the police to deal with community policing and other issues
- Develop an in-house marketing campaign on Community Policing

5. Productivity and Fiscal Analysis

- Efficiency studies
- Fiscal/ economic impact analysis
- Review and revise Standard Operating Procedures as needed to facilitate the transition to community policing
- Develop costing of programmes encompassed with the strategic plan

- Develop staffing models
- Explore the availability of availability of grants, donations, and other alternative funding sources. Pursue whenever possible.

6. Quality Assurance

- Design, implement, analyse and report the findings of all citizen surveys, opinion, evaluations among others that are done by the police
- Provide technical assistance as needed to all other units and Committees within the UPF
- Assist with periodic progress reports on community policing implementation to IGP and all the stakeholders

7. Training

- Develop and schedule training for Community Policing officers
- Evaluate Community policing training and modify for the entire UPF
- Incorporate Community Policing training into the Curriculum of police training and in-service training
- Develop schedule for multicultural training
- Develop and schedule Quality Leadership training for all supervisors and managers
- Review and revise criteria for recruiting, screening, selecting and training police officer applicants
- Implement the Career Officers Plan for Success - a process for career development
- Develop a new employee orientation programme that presents the philosophy and values of Community Policing.
- Review and revise the performance evaluation process to reflect the Community Policing philosophy and practice
- Review and revise the promotional process to recognise community-oriented achievements
- Coordinate the publication of the UPF quarterly news letter.

Appendix 3: Committee Operation Model

Reaching the Tasks and Report the Findings.

1. Identify the problem.

- What have you been asked to do?
- What is the nature of the problem?
- Who/what is affected?
- What are your assumptions about what is causing the problem?

2. Set goals and objectives.

- What solutions will solve the problem?
- How will you go about achieving these solutions?
- What results do you expect and why?

3. Gather information and decide how to measure your progress.

- What kinds of information do you need?
- How can you get that information?
- What does your information mean?
- How can you measure where you are and where you want to be?

4. Decide upon alternatives that are possible solutions.

- What does your information tell you?
- What are realistic solutions?
- What are your limitations?
- Who benefits from each solution?
- Who bears the cost?

5. Draw a conclusion and make recommendations for action.

- What was the problem you wanted to solve?
- What information was gathered?
- What did the information tell you?
- What solutions did you develop?
- Why?
- How will you implement your solutions?
- How long will implementation take?
- How much will implementation cost (source of funding)?
- What results do you expect?

6. Evaluate.

- What happened after your recommendations were put into place?
- How did you measure success or failure?
- What changes need to be made?



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