ACTIVE CITIZENSHIP AND
COMMUNITY POLICING IN TURKEY

A THESIS SUBMITTED TO
THE GRADUATE SCHOOL OF SOCIAL SCIENCES
OF
MIDDLE EAST TECHNICAL UNIVERSITY

BY

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IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR
THE DEGREE OF MASTER OF SCIENCE
IN
THE DEPARTMENT OF POLITICAL SCIENCE AND PUBLIC
ADMINISTRATION

DECEMBER 2006

Approval of the Graduate School of Social Sciences

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ABSTRACT

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December 2006, 114 pages

In this study, it is aimed to examine the community policing model in the active citizenship and civil renewal context.

The study begins with investigating basic concepts and theories of citizenship, good governance, crime prevention, policing models and interconnection of concepts.

Community policing relies on the concept of active citizenship that requires active involvement of citizens into decision making mechanism of public institutions to tackle the problems of community.

Community policing is also supposed to be a police reform in the light of governance principles. The structure and working principles of police organization should be reviewed according to these principles.

In this framework, community policing efforts of Turkish police, its reflections in society and the needs of police organization are analyzed.

It is tried to reach a comprehensive explanation about the implementation of community policing model. To reach the goal of the study interviews held with citizens and police officers. The results of interviews provide an opportunity to comprehend the facts and to determine the view of public on the possible related changes in practice.

At the end of the study, it can be said that community policing has democratic policing and problem solving functions but the core element of this model, participation, is a complex and dynamic process that is highly unpredictable and difficult to control.

In addition, citizen-focused policing requires a cultural and operational reform. That is why, it is not an easy transformation process. It is concluded that community policing is an applicable model for Turkish Police with its challenges.

Keywords: Active citizenship, police reform, community policing, crime prevention

ÖZ

AKTİF VATANDAŞLIK YAKLAŞIMI VE TÜRKİYE'DE TOPLUM DESTEKLİ POLİSLİK UYGULAMALARI

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Aralık 2006, 114 sayfa

Bu çalışmada, toplum destekli polislik modelinin aktif vatandaşlık ve sivil yeniden yapılanma bağlamında bir polis yönetişim reformu olarak incelenmesi amaçlanmıştır.

Çalışma, temel kavramlar olan vatandaşlık, iyi yönetişim, suç önleme teorileri ve polislik modellerinin incelenmesi ve bu kavramların karşılıklı ilişkilerinin incelenmesi ile başlar.

Toplum destekli polislik, vatandaşların içinde yaşadıkları toplulukların sorunlarının üstesinden gelmek amacıyla aktif olarak kamu kurumlarının karar alma ve kontrol mekanizmalarına katılımını öngören aktif vatandaşlık kavramına dayanmaktadır.

Toplum destekli polislik, iyi yönetişim ilkeleri ışığında bir polis yönetim reformu olarak da kabul edilebilir. Polis örgütünün yapısı ve çalışma prensipleri yönetişim prensiplerine göre gözden geçirilmelidir.

Bu çerçevede, Türk Polisinin toplum destekli polislik çalışmaları, bu çalışmaların toplumdaki yansımaları ve polis örgütünün ihtiyaçları analiz edilmektedir.

Toplum destekli polislik modelinin hayata geçirilmesi konusunda konuyu kavramaya yardımcı olacak bir sonuca ulaşılmasına çalışılmıştır. Çalışmanın bu amacına ulaşmak için vatandaşlar ve değişik rütbelerdeki polis görevlileri ile mülakatlar yapılmıştır. Görüşmelerin sonuçları, söz konusu olgunun kavranması ve uygulamada muhtemel değişiklikler konusundaki görüşlerin tespit edilmesine imkan sağlayacaktır.

Bu çalışmanın sonucunda, toplum destekli polisliğin polislik hizmetleri konusunda demokratik polislik ve problem çözümüne yönelik fonksiyonlara sahip olan fakat bu modelin temel bileşeni olan katılım öğesinin karmaşık ve kontrolü güç, önceden tahmin edilmesi imkanı bulunmayan dinamik bir süreç olduğu söylenebilir.

Ayrıca, vatandaş odaklı polislik uygulamada kültürel ve operasyonel reform gerektirmektedir. Bu nedenle kolay bir geçiş süreci olmayacaktır. Toplum destekli polisliğin Türk Polisi için içerdiği zorluklarla birlikte uygulanabilir olduğu sonucuna varılmıştır.

Anahtar Kelimeler: Akif vatandaşlık, polis reformu, toplum destekli polislik, suç önleme

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INTRODUCTION

Community policing programs have been putting into action in some countries such as England, USA and Australia since 1970's to enhance the accountability and responsiveness of police departments. In addition, administrative reforms have been held by Home Ministries parallel to these programs in the social and political realm.

A similar governance reform project for Turkish Police has been in the agenda of Ministry of Interior since 2003. This project is called as community policing and aims to change the known policing policy in use in Turkey (EGM, 2003). Turkish policing policy can be defined as event driven policing. The favorite sections and/or departments are reactive policing units such as anti terrorism or anti smuggling units. These units start to work after a crime takes place. The general aim of units is to catch the offenders and as parallel to the known policy success in policing has been measured by catching offenders after a crime and sending them to prison. The weak side of the classical policing policy is the focus on following the criminal cases but not diminishing the criminal activities. Classical policing understanding is not totally acceptable today. The new policing policies aim controlling and decreasing criminal rates with the support of community. The new measure of success in police service is crime prevention and crime reduction. This proactive policing approach is important because the people in jail bring a financial and social weight to community. Fear of crime spreads affects everyone and the negative effects decrease the life quality. Then, a fundamental

change would be necessary which is held by community policing project.

Community policing as a democratic policing approach, is also reflected to European Union accession process of Turkey in a project approved in 2005, "Strengthen the Responsibility, Productivity, and Affectivity of Turkish National Police", with Spain. Thus, EU makes Turkey prepared for the domestic reforms and democratization. Turkey has taken both political and administrative steps in order to develop its standards for the political and administrative accountability.

According to this project it is accepted that crime is not only the problem of police and police can not solve the crime problem of society with its own resources. Crime must be accepted as a problem of community and the solution covers a social project that offers a solid relation between police and citizens.

Community policing project is also relies on the concept of active citizenship, because community policing projects require gaining the support of community. Moreover, citizens should involve police or security system by participating decision making and controlling process. As a result participation is the key concept of the projects.

In addition community policing means a police reform in the light of good governance principles. Police organization structure and working principles should be reviewed according to the governance principles.

The subsequent matter of this thesis is to examine the facts about public participation into policing service. The participation term in this study means that citizens can play a role in the public services in decision making process. The participation concept would be held from two points of view: first from the institutional view, organizational characteristics, professional values, policy

expertise, and bureaucratic structure; second from the environment and/or the citizens' side. In the study both sides of relation are going to be examined.

The first aim is to find the answer of the question "is participating into police service in Turkey necessary and/or possible?" If the answer is yes, then the question of "what kind of changes should be realized and how?" will be the second.

In this meaning, community policing efforts of Turkish police and its reflections in society and police organization needs to be analyzed. What are the other factors that have the positive and negative effects on participation process? What kind of requirements of community policing understanding has been met until today? What should be done by police organization, by citizen and by government? What are the obstacles in front of the community policing project?

To reach these aims the basic indicators about community policing policy tried to be determined. The first determinant or pre-requirement is accepted as trust towards police organization. Therefore, it is necessary to know the trust level of community. First of all, it is questioned how the citizens see the police and how the police see themselves. The evaluation is made to find the answer of the question: "how do the police gain the trust of community?", "which mechanisms should be built to develop trust between police and the citizens?"

Other questions are related to determine the necessities of community policing projects that affect the trust level such as the feeling of criminal threats, the protection of victims in criminal procedure, fairness of the police or in other words the outside effects on the police, police complaint mechanism or internal investigation system.

The interviews have been held with a sample constituted civilians, police officers as well as academic staff of the Police Academy. The answers for these questions are evaluated from police and civilian sides.

Before starting the examination of some key concepts or terms in detail, a general view should be explained to understand community policing. Community policing concept can not be comprehended without active citizenship, preventive and/or restorative approach in criminal justice system and good governance background context. So, it is necessary to draw the general theoretical framework. The ideological and scientific background of this project can be understood by comprehending three major roots. In general, these projects have been driven by political, social and administrative bases. From the political perspective, the current emphasis on active citizenship has become apparent with the concern at the continuing decrease in formal political participation. The number of people voting in the general elections decreased in the last years in several countries. It is feared that this is calling into question the legitimacy of democratic institutions. Not to lose of public trust in decision-making a strong emphasis made on civil renewal policy about increasing citizen participation, particularly in relation to the management and re-examination of public services. The solution is seen as regaining the trust of citizen to the democratic system as a whole.

From social perspective, the stress of liberal approach on individual brought the egoism of persons to the fore that made the criminal activities easier. The more criminal activity caused more police force on the streets and more repressive criminal justice system. The result would be the millions of prisoners in jail. However, the repressive justice system has not solved the

criminal problem of society. So, a change in the criminal justice system was necessary. The solution is offered by responsive communitarians. According to this perspective, the citizen should be built by the communitarian view. In this way the citizen would be leaded to the common good of community. Citizen should be more responsive to the community lived in. In shortly, the solution is shown by communitarian approach as restorative justice system against liberal traditional view.

From the administrative perspective, police administration is a semi-closed bureaucratic structure. Bureaucracy is an obstacle in front of the implementation of community policing policies. In addition security services are generally local services in America and European countries but not in Turkey. So the administrative structure of police departments and the bureaucratic understanding of the personnel should be changed according the needs of active citizenship, good governance and civil renewal perspective. These efforts can be called as police governance reform. In fact the governance reform of the police is a part of restorative criminal reform. So, the criminal system must be introduced. The capabilities of the criminal actors should be known to comprehend the whole picture and the place of the police in the picture easily. Restorative criminal approach and criminal solutions to police administration stressed the priority areas on the connections between human rights and transparent, accountable and, participatory government.

As it is seen, the community policing concept is affected from citizenship, civil renewal, governance, restorative justice and preventive policing concepts. These concepts must be examined individually and the interconnections of these concepts in the civil renewal context are essential to reach a comprehensive view.

This study is going to be carried out by the means of both theoretical explanations of a certain literature and of an empirical analysis. Generally the terms of active citizenship, good governance, crime prevention theories, and community policing concerns are researched from literature. First of all, in order to evaluate the debates on the notion of active citizenship and community policing and the related concerns associated with these topics. It is a great necessity to see how they are given notice both theoretically and practically in the Western liberal democracies. This would also enable one to determine the differences and similarities in the perception of the concept and to observe the different levels of the experiences in Turkey and abroad.

At the end, the study has been structured in four chapters.

In the introduction part, main problematic of the study and its methodology is mentioned. In the second chapter it is tried to draw the conceptual framework and evolution of citizenship theory. It is examined the different dimensions of citizenship and focused primarily on active citizenship as a means of strengthening civil society. The emphasis is on community participation and collective decision-making and governance principles.

The basic concepts of this study crime, criminal justice system; policing and crime prevention are evaluated from a new view. The recent political and administrative attempts within the international community to form norms and the rules for building democratic policing principles are held. The necessities of community policing and community policing programs in the other countries are examined.

The third chapter aims to bring together some of the themes raised in earlier section, making links between the active citizenship and community policing. The perceptions of participants who take part in the research for this study and the wider debates concerning civil participation and community policing are discussed. Then the picture or image of the Turkish police is tried to show by analyzing the responses of interview questions of this study. The perception of active citizenship for police service is expressed in the form of case study with reference to the perspectives of police and citizens. Some statistical facts and figures of Turkey, the practices of Turkish National Police organization to prevent crime are examined. At the last chapter, a critical review and suggestions are made.

However, there are some challenges for this study:

First, there are few studies on this field in Turkey. One of the important studies belongs to Seyhan (2002). In Policing and Crime Prevention: State, Community and Police in Turkey study, Seyhan puts forward basic theoretical perspective and examines practical approaches applied in Britain. Also Alaç (2005) studied to determine the image of Turkish Police in his valuable research, Public Participation to Crime Prevention in Turkey.

Second, public participation term is usually understood as attending political elections in Turkey. There is almost no practice for participation into central governmental public services in Turkish administrative system. The efforts of community policing in American and European countries can be seen because the policing service is under the local governmental umbrella but policing is a central governmental public service in Turkey.

CHAPTER II
THEORETICAL FRAMEWORK

2.1 An Overview to Citizenship Theory

Citizenship appears to offer the possibility of uniting individual freedom, a wide array of rights, increased political participation, and social cohesion. This is of course also the reason why the concept still suffers from a lack of theoretical clarity. Without a project to determine a clearer meaning and structure to the concept, it will become little more than a platitude (Harris, 1997). We will try to review some important theories about citizenship in time.

2.1.1 The Concept

It is clear that a trend throughout the centuries about the concept of citizenship has gradually developed in tune with the times. From the Greek polis and republican Rome to Renaissance Europe citizenship concept has changed from an honor belonged to a distinguished member of Athenian society to a complex moral sense including privileges and obligations for citizens in modern democratic society. Citizenship has evolved from a legal formality to a vital source of individual and communal identity.

In the classical tradition, citizenship can be seen as an activity or a practice. Citizenship might be understood in terms of duties or obligations to the community in this tradition. Practices are the core of the citizenship understanding that empower

individuals to act like citizens. In shortly, practices make individuals citizens.

In the medieval age, the legal and political rights of citizenship were firstly admitted to feudal barons in struggles with absolute monarchs and then to the bourgeoisie in Europe.

In most west European polities, the universalization of rights first appeared in the liberal form by claiming the removal of arbitrary obstruction and equal treatment under the law. The most important claim was getting the opportunities for equal political participation. Democratization was seen often as a part of nation-building process. Strategic interests of bourgeoisie and the development in the obligations of citizens leaded the citizenship concept to go hand to hand ideologically with nationality (Meehan, 1999).

> For a long time, …, the concept of citizenship has not played an independent normative role in modern political theory. In the post-war orthodoxy of most political theory the two fundamental normative concepts were democracy and justice. Democracy has been the normative setting for evaluating procedures; justice the normative point for evaluating outcomes. The citizen had been seen as someone who has democratic rights and claims justice (Poduvanac, 2003).

However, in last two centuries, the concept of citizenship has changed dramatically. It is necessary to accept that citizens have also changed, while our notions of citizenship have yet to reflect those changes (London, 1993).

The principle of citizenship became one of the basic institutions of the modern state. The importance of citizenship was stressed because the modern state has put much emphasis on the term of citizens/non-citizens because of the definition of legal status. The principle of citizenship described as a kind of social contract that shaped the structural boundary of the citizens to state authority. In this meaning, citizenship went beyond a legal

status and covered the rights that the individuals hold against the state (Poduvanac, 2003).

T.H. Marshal's historical thesis about modern state and citizenship is very useful to analyze this concept. Almost all the analyses of the modern notion of citizenship in the literature refer to Marshall's classical work. Marshall points out three dimensions of citizenship: civil/legal, political, and social.

> Firstly civil/legal rights of citizens evolved in the course of the seventeenth century vis a vis the absolutist states. Accordingly, courts and individual legal rights began to appear.
> Secondly, political rights evolved in the course of the eighteenth and nineteenth centuries alongside the evolution of modern parliamentary systems.
> Thirdly, the social dimension of citizenship is a phenomenon of the twentieth century and is related to the welfare state. This dimension had paved the way to certain social rights of individuals, such as unemployment, health, and education. Marshall, then, pointed to a uniform, evolutionary and teleological history of the notion of citizenship. As a result, his citizenship theory has been criticized extensively in the recent literature for failing to account for various types of modern citizenship. Still, the sequence in the emergence of the three dimensions of citizenship can be utilized in accounting for different trajectories towards modern citizenship (Kadioglu, 2006).

From the starting point of Marshall's formula of civil, political and social rights, the liberal tradition emphasized individual rights. In the liberal tradition the emphasis is upon universalistic approach. Accordingly, citizenship is the legal status defined by a set of rights and responsibilities. It is accepted that the recognition of equal rights, rather than moral values, binds the citizens to their constructed political community.

Citizenship implies universality, particularity and, difference. The differences of citizens, their inequalities of wealth, status and power in everyday activities in civil society are not important.

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Citizenship gives everyone the same status in political power. The personal life of citizens or their commitments may be very different, but they are all equally citizens. As citizens they can make claims in the public realm and evaluate the claims made by others. Citizenship is seen as an undisputed monolith within modern societies. Citizenship is a fixed structure both defining the individual membership within modern state and guaranteeing that the same individual's central position within the political and social life of the nation. (Poduvanac, 2003)

From other side communitarians concentrate mainly upon the membership element within citizenship concept. The idea of participation is stressed as a traditional way of thinking in civic republicanism and/or communitarianism.

> *In the 1980s, Robert Bellah and his associates, Charles Taylor, Michael Sandel and Michael Walzer, they criticized the excessive individualism of classical liberalism for its failure to realize that people are socially embedded, overlooking that people can have a strong attachment to their societies. They lamented liberalism's focus on the individualistic concept of self-interest.(Etzioni, 2001)*

Communitarians have argued that a right to participate in decision-making in social, economic, political and cultural life of community is crucial to citizenship. This approach started a development about a more active form of social citizenship than that associated with the post-war welfare state. This understanding of citizenship is also associated with rights and values of citizens for public good. Communitarianism assumes that a good society is based on a balance between liberty and social order. In addition this approach gives more attention to social institutions.

Citizen takes place in political participation, broadly defined to include the kind of informal, community-based politics. To be a citizen means enjoying the rights necessary to be able to

participate as a social and political agent. To act as a citizen refers performing the full potential of citizenship status, and meeting social responsibilities. In this form the emphasis is on the citizen's obligations against their community.

> *Citizenship is first of all identity, an expression of one's membership in a political community; citizenship status is built upon a particularly intense solidarity between the individual and the community or society in question. (Mouffe, 1993:227).*

As communism lost its power in Central and Eastern Europe, a fundamental change also came out in citizenship concept. Civic identities and expectations changed dramatically. Thereby the revolution of 1989 demonstrated that *"the institutions of constitutional freedom are only worth as much as the population makes of them. Thus, both communitarians and liberals have been motivated to stress the active role of the individual citizen"*. (Habermas, 1992:19)

> *From the other side, the issue of national identity in the modern nation-state was being simultaneously affected by globalizing pressures and also by localizing pressures. Ethnic conflict in Eastern Europe leads a redefinition of nation state and the identity. Nationalism is typically a reaction to the feeling of threatened identity, and nothing is more threatening in this respect than global integration. . . . This is what I refer to elsewhere The New Right as the dialectic of globalism and localism.(Beiner,1999:3)*

In the New Right perspective, which is more conservative, each person is a self-sufficient individual but the self sufficient person must not lose the interest from the local community because individualism may lead the form of criminal activity. In this case reassertion of moral values and social responsibility are needed. Thus the citizen can be represented as the person who sticks to the rules of the economic game, while carrying out charitable work in his or her local community.

In recent discussions participatory democracy seem to be viewed as a solution to the problems of democracy. To provide a

'sustainable' solution must be based on some other ways of organizing public space, collective decision-making processes (local government, communities and civic activism), communal life, and local service provision. (Anttiroiko, 1998)

The changes of values and cultural codes, modern institutions and shared authority, create a variety of new ways of societal mediation, interaction and social relations. This is one of the key factors to be taken into account when dealing with the citizens' participation.

However, an important challenge can be seen when the post-modernist approach about citizenship concept is examined in modern political theory. Postmodern approach underlines the idea of participation in western societies. Postmodernists open a new agenda about polarity between active minority and passive majority, suitable and efficient ways of participation, relations between the concepts of participation, influence, power, and community politics matter in real life.

They emphasized that participation does not guarantee that demands and opinions are taken into account in collective decisions. And, the decisions of participation process may not always reflect the ideal solutions. These ideas can be seen as a way to contribute to decision-making processes and services.

According to postmodernists, citizenship needs an institutional framework and the individuals should be socialized in these conditions. It seems that a more sophisticated view of citizenship is necessary to explain the relevant social and political realities. In shortly, postmodern citizenship is almost about the political identity of individual beyond the legal status. It is based on a complex and abstract political framework which consists of a wide range of social relations and subject positions.

In addition a different view about citizenship concept relies on socialization of differentiated individual in different social groups. Cultural pluralists offer that citizenship must take account of social differences in social group level. This means that members of certain groups could be included into the political community not only as individuals but also through groups. Such a conception of citizenship focuses on the idea of differentiated citizenship. That makes the citizenship status a device which produces the common sense of communal purpose.

> *The attempt to realize an ideal of universal citizenship that finds the public embodying generality as opposed to particularity, commonness versus difference, will tend to exclude or put at a disadvantage some groups, even when they have formally equal citizenship status. . . . Different social groups have different needs, cultures, histories, experiences, and perceptions of social relations which influence their interpretation of the meaning and consequences of policy proposals and influence the form of their reasoning.(Young, 1999:182-183).*

Actually, the discussion about citizenship is concerned with individuals, their communities and the institutions of governance. As Vivien Lowndes has showed, the coherence and integrity of these dimensions of citizenship cannot be taken for granted.

> *The integrity of the triangle is threatened by the limited interest and involvement of individuals in local politics and civic life, the loss of relevance and coherence in local communities, and the inaccessibility and unresponsiveness of local political institutions. (Lowndes, 1995: 178).*

2.1.2 Democratic Neighborliness

The new and more conservative ideas about national citizenship, democracy, and democratic participation become popular in Europe. This development in citizenship theory is also called as "democratic citizenship". Democratic citizenship is a kind of reflection of communitarian approach. For this approach

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democracy is primarily about political inclusion. The state has the role about regulating acts and relations while assuring that the voices of interest groups have a place. Being a good citizen means interaction of citizen with other citizens. Entering the public arena can be possible with a membership of a group identifiable by its difference. Democracy is a system in which most of the procedures obtains the policy outcomes that is based on the interests that different people agreed. Thus, democratic citizenship joins a connection between politics and civil society.

Democratic neighborliness means being connected to others in the sense of having a claim upon their friendliness or sense of duty. This might imply a friendly approach about each other's cultures and positive concern about mutual well-being. Shared nationality has been suggested as necessary to peoples' willingness to be charged for the benefit of others. Political activists of both right and left have become interested in a more direct 'neighborliness' in a notion of 'active citizenship. The focus in this approach is not on the relationship between citizens and the state, except as consumers of public services, but on their relations with one another. 'Active citizenship' provides the material security of equal citizenship for citizens and calls for activism either encourage duty and conformism or foster personal autonomy and social interaction of the type found in new theories of democracy (Meehan, 1999).

2.1.3 Civil Renewal and Active Citizenship

The civil renewal is based primarily on fact that citizens in modern Western societies are increasingly disengaged from public life. Political participation was falling lower levels, public trust towards institutions was weakening and membership in political

parties was declining. All these reasons caused for the civil renewal concern.

> *Disengagement is not only seen as posing a threat to democracy, it is also considered as having a negative impact on community cohesion, with individuals progressively losing their sense of common purpose and belonging. The motivation is therefore a desire to re-engage citizens in decisions that affect their lives and the life of their community; restore trust in political and state institutions; and promote social cohesion and social inclusion. The solution is to give citizens more opportunity to participate in decision-making and the skills and support they need to do this. (Jochum, Pratten and Wilding, 2005)*

The concern is about the attempt to recreate more effective relationship between citizen and state. In this way each individual might once again spend more personal contribution on national policy. As a result, every citizen receives the opportunity to participate in public affairs and that makes the citizen love other citizens. Civil society guides the citizen to think about the common good of community, beyond their own good. In a stable democracy a citizen can work for the public benefit.

In simple terms active citizenship is about taking part. Citizenship can be more than putting a cross in elections every few years. Individuals are capable of creating a better society through a direct and positive contribution to their communities. Bryan Turner forwards a classification of the modern notion of citizenship based on the two axes of active versus passive, and the extent of its definition within the public realm. (Turner, 1993).

> *Active citizenship can be defined as citizens taking opportunities to become actively involved in defining and tackling the problems of their communities and improving their quality of life. (Home Office, 2003).*

The strength of the active citizenship drives from the political relationship of citizens with the state but this relationship

is not a consumerist relationship. Active citizenship aims reconnecting citizens to their communities and institutions. Citizens have a collective interest in the wider aims and objectives of policies and their primary social values over and above their self-interest as users of services. In addition citizens can more actively involve in institutions to solve their common problems and enhance the political process.

However, it is difficult to determine the public good among different views of citizens in active citizenship theory. The question of how the public interest is to be determined can not be responded. A secure and independent civil society must provide freedom and equality to realize active citizenship idea. Also, it becomes more and more challenging for democracies to motivate the citizens to be active and interested in society. A democratic society needs citizens that participate in political and social processes to live longer.

Active citizenship is a vital framework for Civil Renewal Projects. Civil renewal aims the development of strong, active, and empowered communities. In this framework citizens are able to do something for themselves. They have also chance to define their problems they face. Citizens can be a part of solutions in partnership with public bodies.

As a political philosophy it has been around for centuries but it is, increasingly, being taken up by public bodies. Active citizens are working in the voluntary and community sector in their own communities as an effective factor to bring about sustainable change and improve the quality of people's lives. By this way, local communities can deal better with their own problems. They can obtain the networks, the information, the sense of what is actually possible, and the ability to take a part in solutions. This type of citizenship approach systemized and applied as a public

program in civil renewal projects that encourage people become actively engaged in the well-being of their communities together with the government and public bodies. (Home Office, 2003).

It is generally accepted that there are three essential ingredients to civil renewal program:

- Active citizenship
- Strengthened communities
- Partnership in meeting public needs (Home Office, 2003).

These are of course heavily inter-related and artificially separated for the purpose of clarity. The principles that lie behind these components include initiatives and programs.

2.1.3.1 Active Citizenship

Active citizenship is primarily about individuals participating in the decisions of public bodies. Citizens should be given more opportunities to tackle the problems of their communities and improve their quality of life. Governments role is removing barriers in front of participation and increasing opportunities in citizenship education, volunteering and civic participation.

2.1.3.2 Strengthened Communities

Communities should be supported to form their own organizations. By this way people deal with their common concerns together. This can be happen through community cohesion programs. A sense of safety is essential to build strong, cohesive and active communities. Without a safe community one can not dream a strengthen community. Promoting active communities and enforcing law and order are mutually reinforcing. Reducing and tackling crime, drugs and anti-social behavior help build confident communities.

Table 1. The Quick Guide to Civil Renewal ([1])

The vision	The practice
Civil Renewal Its three essential ingredients are: • Active Citizenship • Strengthened communities • Partnership in meeting public needs	**Community engagement** Community engagement is the democratic process by which civil renewal is advanced. It operates at three corresponding levels: • Enabling people to understand and exercise their powers and responsibilities as citizens • Empowering citizens to organize through groups in pursuit of their common good • Ensuring state bodies support the involvement of citizens in influencing and executing their public duties
Active Citizenship Citizens to be given more opportunities and support to become actively involved in defining and tackling the problems and improving their quality of life.	• Citizenship education: increasing learning opportunities • Volunteering: increasing opportunities to make a contribution • Civic participation: increasing opportunities to engage with state organizations • Confidence building: intervening to remove obstacles to citizens coming forward with their concerns
Strengthened communities Communities to be helped to form and sustain their own organizations, bringing people together to deal with their common concerns.	• Community capacity: building and sustaining the capacity of community groups • Community development: encouraging and advising on the development of a collective voice and mutual help • Community cohesion: breaking down suspicion/antagonism; supporting shared values and integration
Partnership in meeting public needs Public bodies, within the established democratic framework, to involve citizens and communities more effectively in improving the planning and delivery of public services.	• Feedback: making it easier for citizens to complain and hold state bodies to account for their action • Consultation: seeking citizens views prior to taking action • Shared governance: sharing power with citizens/groups • Devolved decision-making: handing specific powers to citizens/groups to carry out

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[1]- The report *Active citizens, strong communities: progressing civil renewal* [based on David Blunkett's Scarman lecture delivered on 11 December 2003] outlines the three main ingredients of the Government's civil renewal agenda.

2.1.3.3 Partnership in Meeting Public Needs

Public institutions should encourage involving citizens and communities more effectively in improving the planning and delivery of public services. The focus of government policies aims at reforming public services. The services should include greater opportunity of choice and personalization. Partnership between public service providers and citizens aims to improve the quality and responsiveness of public service. The needs and expectations of citizens should be met in the better manner.

Citizens need to be able to express their views and engage in local decision-making process. A consultation process to inform citizens about the service and the policy development become a key feature of increasing involvement. For example crime fighting is to be leaded according to the priorities of communities. This might be in terms of making services more responsive to community needs, by strengthening collective action and community participation. Governments are also increasingly interested in contracting with voluntary and community organizations to deliver specific public services.

As a result, "Democracy, if it lives at all, lives in the everyday practice of citizenship," as David Mathews has said. .

2.2 Crime and Crime Prevention

A crime in a broad sense is an act that violates a political or moral law. In the narrow sense, a crime is a violation of the criminal law and there are many types of crime. In addition, once a person has committed a crime, the law then questions the criminal intent of the actor, in effect inquiring whether the offender intended to cause harm by committing the act or not. (Gennaro, 1988)

Crime is a general event that takes place all over the world in the history. A society without any crime or criminal is only a dream.

Observations worldwide indicate the following as the main causes of crime:

- under-achievement in education;
- economic downturn;
- lack of employment opportunities;
- boredom;
- drug experimentation;
- exploitation by associates with drugs;
- violence and crime committed;
- fear inducing activities;
- racism; and
- alcoholism.

This is not an exhaustive list, but is a collection of causative factors, particularly when the more common crimes are considered. (Hunt, 1991:147)

To fight with the crime is one of the basic duties of governments. However preventing a possible danger before the hazard is always better than recovering the damage after undesired events. Preventive precautions can be more effective than compensation.

> *Criminology is the scientific study of crime and criminal behavior. Although there are several contemporary schools of criminological theory they all share a common goal: the search for the causes of criminal behavior in the hope that this information can be transformed into policies that will be effective in handling or even eliminating crime. (Gennaro, 1988)*

However, it is important to know the general reasons of crime and the preconditions of criminal activities.

2.2.1 General Reasons and Preconditions of Crime

Classical theorists of criminology believe that a rational, person fear to commit a crime because he/she can knows that a particular punishment will almost certainly follow the criminal act. That is why the person would not commit the crime. This thought led people to establish categorical systems in which each crime had a punishment properly.

The biological criminologistic approach stresses the links between learning disabilities, assaultive behavior and crime. Sociologist criminologists have been profoundly influenced by the work of Durkheim and Sigmund Freud and they believe that possible environmental and genetic causes of criminal behavior are the possible causes of criminal behavior.

In the 1930's Edwin H. Sutherland puts forward his theory of differential association. His theory generally regards to the origin of criminality to the social environment of the criminal.

> *Sutherland believed that criminal behavior is learned behavior and that person who live in a social milieu that contains more criminals than law-abiding citizens are likely to become criminals themselves. This line of thought led Sutherland and his followers to the conclusion that some transformation of the social structure is necessary in order to eliminate what they believe to be the root causes of crime.(Gennaro, 1988)*

A series of criminal reasons such as unemployment, defects in family, poverty, lack of education, communication problems accepted as general reasons. Economy, family, school, customs, moral values are the primary crime prevention tools and the functions of these factors are out of police responsibility area. That is why crime prevention activities for security of people must be

performed in cooperation with all social parties. The parties should carry their responsibilities relating to this matter.

Although these factors are important we will deal with the crime concept not only as a criminological concept but also as a policing concept.

There are three ingredients that must be present to commit a crime:

1-Criminal desire or motivation,
2-Criminal skills and tools needed to commit the crime,
3-Criminal opportunity

Criminal desire

In the first place we need some way to protect people against criminal intent. But we have been unable to develop such a cure even for the offenders who imprisoned. There are many criminals have not been caught before. So it is an independent factor of crime from police view.

Criminal Skills and Tools

It is also a practical way to ban some tools that might be applied to criminal activities but it is not possible to ban every tool that is used in crimes. In addition a criminal learns by doing the criminal skill from each other.

Criminal Opportunity

To reduce criminal opportunity is totally a controllable factor in crime control approach. Potential victims can reduce their vulnerability to criminal attack by taking proper precautions. It is not necessary to identify the criminal to take any action directly affect his desire or his skills or tools. What is necessary is that to know the attack methods and necessary precautions for the

possible attacks. When the precautions applied and one can reduce criminal opportunity and by this way criminal desire will also be reduced.

As a result it appears that the attention in criminological studies changed from individual motivation, to the probable effects of criminal-justice practices. The potential consequences of these changes in criminal-law enforcement would be the control of crime or in the other meaning crime prevention.

2.2.2 Crime Prevention

It is generally believed that the criminal justice system can prevent and fight with crime in the perfect way. A person who committed a crime is pursued and prosecuted by criminal justice system of the state. The police detect and investigate crime, the attorneys prosecute, the courts sentence the offenders, and the prison services discharge the sentences. As a result crime will be prevented.

The thought of "the criminal justice system can prevent crime" questioned and it is seen that there are the absent sides of this approach over controlling crime. So we will try to examine the other approaches. However a comprehensive approach that includes all of approaches must be used for a successive policing.

There are three main approaches to crime prevention.

1-Prevention through law enforcement and the criminal justice agencies

2-Opportunity reduction or situational crime prevention

3-Social crime prevention (Bright, 1992:16).

2.2.2.1 Law Enforcement Approach

The criminal justice agencies (the police, public prosecutors, courts, and prison services) obviously have a major role in crime prevention.

The police have been seen as an operational response unit in classic policing. It provides an operational response and act as an armed force to the community by

- Maintaining public order;
- Preventing crime;
- Combating/investigating crime in the service areas of police.

The resources of state are solidly in place and ready to solve crimes after they occur in this approach. While doing so the police carry all cases to a courtroom but still there is a question mark in the minds that is not forgotten: What is better to allocate resources toward stopping crimes or to fight the crime after take place? It is the primary question of police services.

Today classic policing concept is fundamentally challenged and it is seen that classic policing has inability to control crime. Police actions have a cause-and-effect relationship on the level of crime. Police response the calls. However it seems that efficient main police departments are often no more effective in reducing crime than the supportive police departments because main police department investigate cases but they do not feel the need of community support.

Actually, the police are specified a part of the crime-fighting process. We should think of the police as a tool in crime prevention. That is why police forces have been called today as police service but not police force. A tool is a useful instrument

when utilized in accomplishing goals and objectives. The quality of the tool is important only in the context of other necessary materials.

Classic policing is a tactic intended to help the police perform traditional crime fighting more efficiently. Thus other policing approaches rose such as "team policing", "community policing". To gain the support of community or in other word community policing become more important than classic policing today.

We have already discussed the role of the police in criminal justice system in crime fighting. However we do not want to underestimate the role of the police in crime fighting because it is the first and main body of criminal process.

2.2.2.2 Crime Opportunity Reduction

Crime prevention is not only a term applied for any kind of effort aimed at controlling criminal behavior. In this meaning crime prevention is a direct crime control method that applies to before the fact to reduce criminal opportunity. Direct controls of crime include only those that reduce environmental opportunities for crime such as improving security hardware, design codes, implementing technical, informal or formal surveillance, and neighborhood watch.

However, indirect controls include all other measures such as social factors, training of police, police surveillance, probation, court action and etc. It is obvious that we do not control crime if we allow it to occur before taking action so it can also be called as crime opportunity reduction. The efforts of blocking opportunities for reducing crime led to an emphasis on the need for individuals

and agencies to work together at local level. (Felson M., Clarke R.V., 1998)

2.2.2.3 Social Crime Prevention

Crime is a complicated social problem and this problem cannot be solved by any single agency. When we recognize the complexity of the criminal problems; we also accept the police are not solely responsible for the solution of crime. When we realize that it would be unfair to hold an individual officer or a police department responsible for the crime rate. Then a question will arise: who will be in charge?

Social crime prevention shows the family and the community as an answer to the question. While the term "community" may be defined in different ways, its essence in this context is the involvement of civil society at the local level into police services in identifying and prioritizing problems, as well as in solving them as a partner. Community involvement and cooperation are important elements of this approach.

In order to realize its potential much more attention has to be given to supporting families, investing in children, young people, and etc.

Cooperation/partnerships should be an integral part of effective crime prevention, because of the nature and the causes of crime are social roots. This includes partnerships working across ministries and between authorities, community organizations, non-governmental organizations, the business sector and private citizens. (Capobianco L., 2005)

Governments have responsibilities promoting activities and designing crime prevention strategies, to protect socially

marginalized groups, especially women and children, who are vulnerable to the action of criminal groups. The social crime prevention approach requires promoting the well-being of people and encourages pro-social behavior through social, economic, health and educational measures, with a particular emphasis on children and youth, and focus on the risk and protective factors associated with crime and victimization (UNODCP, 2006).

So, crime prevention requires adequate resources, including funding for structures and activities. There should be clear accountability for funding, implementation and evaluation and for the achievement of planned results.

As a perception crime not only damage personal interests also it affects community. From this view there is another important result of criminal activities: "fear of crime". Social crime prevention approach considers reducing fear of crime too.

> *In order to be successful for any of these approaches, it needs to take in to account the many and varied social, environmental and personal factors that may be contributing to the fear of crime. To overcome the fear of crime an absolute isolation can not be applied by the police and the attempts to overcome the fear of crime can also have some unexpected outcomes. So cooperation between the police and community is necessary to take an appropriate action.(Home Office , 2004)*

2.2.3 Criminal Justice System

In this part we will examine how the criminal justice system works. The main ideal of the system is doing justice but according to many important respects, the criminal justice system operates different from idealistic image of law and justice.

With the evolution of systems of justice, the state has gradually gained a dominant role in the process. Specific forms of acts are defined as crimes. In this process it is accepted that

crimes were against the state rather than violations of the victim's rights. The state ultimately took over the responsibility for the investigation of the offence. The prosecution of the suspect and enforcement of the sentence are the other steps of criminal procedures. The system has three principles. First, if one commits a crime he/she deserves suspension of the rights and punishment. Second, the rights of offender and the victim will be protected by law. Third, the offences will be treated fair. Actually, the victim had fewer opportunities to participate the system though it had more loss of interests.

The criminal justice system is a system that is formed by a number of pats and subsystems. Law enforcement organizations (the police, gendarmerie) public prosecutors, courts, and prison services are arguably not a coherent system all over the world. The individual agencies are constitutionally independent, the police and gendarmerie subject to Ministry of Interior, public prosecutors subject to Ministry of Justice and the independent courts, form main bodies of this chain and there are internal relationships between each organization. Although this interdependence is increasingly recognized, they do not share common organizational objectives. Indeed, their performance indicators sometimes lead them into different directions.

A report that is about an inspection in UK clearly announces the results. *The inspection has identified the following potential obstructions to be overcome:*

- *Conflicting inter-agency core priorities;*
- *Conflicting inter-agency financial incentives.*
- *Conflicting inter-agency performance indicators;*
- *Absence of, or incompatibility of IT systems; and*

- *Conflicting interests and priorities of defense lawyers. (Home Office, 1997).*

Each of the organization has its own functions and personnel and act on each case on behalf of society. To know how the system really works, we must look beyond organizational structure because the application or policy of one organization will affect the others.

> *The Criminal Justice Agencies are not islands. Their authority and decision making responsibilities are rightly independent, but this is not true of the systems and the information they use. (Home Office, 1995).*

Decisions in criminal justice system are made in an order. The police must catch a suspect. The police must pass the case to the prosecutor to determine the charges for suspect. The charge rates affect the workload of courts. The prosecutor or judge can not bypass police by making arrest.

In addition, system performs a filtering process. Not all of the suspects are found guilty. At each stage some defendants sent on the next stage but others are either released.

2.2.3.1 The Police

The criminal justice system consists of steps. The process begins when the police believe that a crime has been committed. At this point the investigation is necessary. If the police find enough evidence showing that a particular person committed a crime the police can catch the suspect.

Actually when we look from the crime prevention angle, the police are the primary and first step in criminal justice system. However, if we describe the police as a part of criminal justice

system, it is partly correct, because much police work has nothing to do with crime or criminal justice and not involve the prosecution process.

There are different types of agencies that work with the police at most level of government from local to national from preventing crime to providing social services.

However, we expect from the police to protect life, property and rights and preserve order but these expectations are incomplete because the police have not a single mission. Police organizations have too many different missions and there is no universally accepted mandate for police. Police have been assigned a large array of duties such as aiding individuals, facilitating free movement of people and vehicles, resolving conflict, assisting persons who can not care themselves, protecting constitutional guaranties, and the list goes on.

2.2.3.2 The Public Prosecutors

The Public Prosecutors are responsible for the criminal investigations. They are supported by the police. They charge the suspects and charged ones taken into custody by police. Public prosecutors lead the police accordingly to the criminal events that take place in responsibility area but not before the criminal activities. So, the police are the main authority decides the priorities and methods in crime prevention. It is the first and last preventive body before any crime takes place because the other agencies involve the case after crime occurs.

Public prosecutors are also the key link between police and courts. They must consider the facts of the case and decide to

charge the suspect as the offender of crime. The decision is crucial because it brings the case to the court.

2.2.3.3 Courts

The justice is done by the courts after a trial. Some defendants can be found guilty and some not. However, the law may be interpreted different in various levels of justice system or in different places. In addition the courts give appropriate sentences to the offenders that found guilty for their commitment.

2.2.3.4 Prisons and Correction Systems

There are two options for offenders one imprisoning and the other being supervised in the community. Latter is only for minor offences to re-associate the criminal.

> *On any given day 6 million American adults are under the supervision of state and federal corrections system. …. While the average citizen may equate corrections with prison, less than 30 percent of convicted offenders are in prison and jails. The rest are being supervised in the community. (Cole, Smith, 2002:37).*
> *The United States ranks number one in the world in highest per capita imprisonment, according to the Bureau of Justice Statistics of the U.S. government.*
> *A private research organization called the Sentencing Project reported in January that the United States imprisons a higher proportion of its population than does any other country. Using statistics provided by the U.S. Department of Justice (DOJ), the organization reported that more than one million people are currently incarcerated in the United States. That means 426 incarcerations per 100,000 residents as of June 30, 1989. South Africa ranked second with 333 and the Soviet Union came in third with 268. In Europe the figures range from 35 to 120 per 100,000. Asian countries range from 21 to 140. For Black males the figure is 3,109 per 100,000 in the United States and 729 per 100,000 for South Africa. (New York Times 1/7/91)*

This restorative justice system tool is also accepted with the new Turkish Criminal Code but there is no statistical data after the code in force for Turkey.

Sending offenders to prisons can not prevent the other possible offenders and not help to the community for crime prevention. Since 1980 the number of crimes and prison population increased in Europe and America. As a result putting people in prison does not give up somebody else from committing crimes.

There was a need to redefine both crime and the criminal justice system in the light of political and social developments. The prison system was not working properly alone because the system does not perform rehabilitation functions in general.

As a result, all public bodies in criminal justice system have their own objectives for the contribution they need to follow a determined criminal justice objectives and plans. These objectives must be applied in a general Criminal Justice Strategy. A comprehensive, strategic view is needed determining objectives for Criminal Justice System. This view also must cover a restorative approach that aims to repair the harm caused by crime by providing an opportunity to the victims and community (CSC, 2006).

2.3 Good Governance and the Police

The concept of governance simply is used as the process of decision-making and the implementation process of the decisions. Government is only one of the actors in the process. The decision-making process includes the mechanisms, institutions through which citizens fulfill their interests, exercise their legal rights.

Good governance means suitable management of a country's resources and affairs in open, transparent, accountable, equitable and responsive manner towards people's needs.

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. (UN ESCAP,2006)

Participation is a key element of good governance. The quality, relevance and effectiveness of public policies depend on wide participation from conception to implementation. It is important to point out that representation in good governance stresses the concerns of the most vulnerable in society would be taken into consideration in decision making. Participants need to be informed and organized. Improved participation makes the confidence stronger towards the institutions which deliver policies.

Openness term is used to explain that the public bodies should work in an open manner. Governmental authorities should actively communicate about what they do and about their decisions. They should use a clear language for citizens. This is particularly important to improve the confidence in complicated institutional procedures.

Transparency can be defined as accessibility of the decisions taken by public bodies. It also includes the proper implementation of the rules and regulations. The information about institutions should be freely available to the persons that will be affected by the decisions.

Accountability is a parallel requirement to transparency of good governance. Public officials must be answerable for government performance. They must feel the responsibility against the citizens because their authority is derived from the people. The accountability principle provides an opportunity for

public institutions to make an evaluation about their performance. Each institution must explain and take responsibility in their duties. So, a greater responsibility is necessary from state authorities in developing and implementing policy at all level.

Effectiveness also depends on implementing policies in a proportionate manner and on taking decisions at the most appropriate level. Policies on the basis of clear objectives must be effective and timely.

All of the community members should feel that they have a part in the policy process or in the implementation. They must not feel excluded from the administrative process. These principles require opportunity for the most citizens to improve or maintain their well being.

Good governance also requires fair and impartial legal frameworks. These frameworks include full protection of human rights. Impartial implementation of laws also requires an independent judiciary and impartial, incorruptible law enforcement authorities. (EU, 2001)

Police authorities as a part of executive branch of governments have a unique role in society. In having the authority to enforce the law of the land, with force if necessary, the police have a great responsibility to use this authority with great care because police can interfere to the life of citizens and may damage their fundamental rights.

The target of police organizations, the structure and the priorities are affected by good governance approach. The aim was more reliable, open, responsive, accountable organization. All governing authorities have the responsibility to protect the fundamental human rights and freedoms of people they serve. Police is also responsible for preventing criminal activities and pursuing crime and criminals.

However, the organization structure, legal regulations, organizational values, professional standards, occupational culture are important factors for the evaluation of an organization in the light of governance principles. Police organization is structured in an authoritarian manner and ruled by strict organizational rules and legislation. To try the open an organization for public participation may be reasonable but the Police organization would be the most difficult one because the organization can resist to change because of its bureaucratic structure and occupational culture.

> *For police services, organizational reform is no longer an event but a way of life. In the past thirty years, police services in the UK, Canada, the USA and Australia have been subjected to a series of demands for change and reform.*
> *The major agendas for reform have been fuelled variously by demands for efficiency and effectiveness, a concern about the relationship between police and the community they serve, and organized corruption and other abuses of authority.*
> *In the UK industrial strife and public disorder provided the impetus for the reforms of the 1980s (see Scarman 1986). More latterly the imposition of structural and organizational reforms was driven by managerialist concerns about operational effectiveness, efficiency and accountability. In Australia, while the managerialist agenda contributed significantly to police organizational reform, successive inquiries into police misconduct since the late 1980s also provided the momentum for change (Fleming and Lafferty 2000). The same is true of the US reforms since Knapp in 1972 (Henry 1994). Reform has in effect become cyclical with each cycle often given a title of its own; examples include, Commissioner Imbert's Plus program in the Metropolitan Police of London and Commissioner's Falconer's Delta program in Western Australia. (Fleming J., Rhodes R., 2004:2)*

2.4 The Need of Reform for the Police

As we explained, the traditional approach charges the police for all anti-crime efforts. It is still accurate today because the police perform the same functional duties like before. However there are differences in police services. The crime problem must be divided into manageable pieces. Officers become responsible for smaller geographic areas and projects. By narrowing the approach, trouble spots can be identified and problem-solving progress can be measured. Officers work with, rather than against, the public. They develop relationships with community members and become accountable to the community, as well as to their departments. We reached these results after some developments in the understanding of the police service.

2.4.1 The Principles of PEEL

Starting of modern policing applications is accepted as the founding of the Metropolitan Police Department that is leaded by Sir Robert Peel in London, England in 1829.

> *The Law Enforcement Principles of Peel:*
> *1. The basic role of police is prevention of crime and preserves public order as an alternative to military power and severity of legal punishment.*
> *2. To perform the police task depend on the acceptation of the people, presence and maintenance of respect against police.*
> *3. Police can serve only in legal frame and with support of citizens. Police is also responsible to secure, to win respect and to get consideration of people.*
> *4. Police must always be aware that use of force might be reduced depending on the size of public support as proportional.*
> *5. Police is responsible to do its duty not only by responding demands of people but also performing its duty*

impartial. Police apply the laws without any prejudice and must act independently no matter of the person who deals with, the social status or wealth. It must be equal to all persons.

6. Police should use the force only to preserve public order if any persuasions or warning attempts fail. Use of force in all cases must be in minimum degree to win the support of people.

7. Police must act according to customs and consider that police is a member of people so it must have a good relation with people. Police officer must beware of his/her responsibilities for the peace of society.

8. It is necessary to be faithful against strict and operational rules of policing such as declaration of legal rights to criminal, exemption from punishment even if one can see these applications as a confiscation of police authority.

*9. Police must know that the real indicator of the success is not the show of fight against crime but the nonexistence of crime and peace. (*Hunter, Mayhall, Barker, 2000: 56)

These principles are still acceptable principles in policing.

2.4.2 The Developments on Policing Models

In the early 1920's the main focus in policing was to be independent from the politics. The development has continued since 1970's in USA and in UK because traditional policing system could not cope with the wave of crimes and disorders. Effectiveness in reducing crime rates and in apprehending criminals was stressed in classical model. Professional officers were better disciplined, less biased, less corrupt, and more efficient but they become isolated from the community. More police officers who are charged in the areas that disorders took place helped to calm the situation.

Social unrest, the due process revolution, research and experimentation helped to create a doubt in effectiveness of traditional police operational methods. Some police executives faced with limited personnel and resources while required to respond to an ever increasing

number of calls for service began, in the 1980's to direct departments away from the reactive operational strategies of bureaucratic crime control model toward a philosophy and practice that supports proactive crime prevention, problem solving, and community engagement. They engaged in efforts to obtain community cooperation and support in controlling crime and disorder. These efforts have created a new reform that is loosely called community policing. (Fyfe, Greene, Walsh, Wilson, Mc Laren, 1997:20)

Then the studies on the police and people relations indicated that citizens want to see the police with them. Community relations and enhanced service delivery become popular. So the pre-condition of public support lies on the policing concept derives from being among people, being for people and winning the confidence of people by solving the problems of people. In addition it is necessary to replace the concept of intervention after crime into the concept of preventive service for a better communication between police and citizen. Thus, the traditional policing model has been evolved and police agencies have experimented with a number of community policing models:

- Team Policing,
- Neighborhood Foot Patrol,
- Community Oriented Policing, and
- Problem Oriented Policing.

Team Policing sought to enhance police-community relations by increasing police-citizen interaction via patrol officers within designated communities. However this model has some inadequacies such as lower level policy making, a combination of patrol and investigative functions.

In Neighborhood Foot Patrol model the team assigned within designated neighborhoods only to interact to the community that they serve.

Community oriented policing model based on the concept that police officers and citizens working together related to crime, social and physical disorder. This idea behind this model is allowing the citizens a greater voice in setting local security priorities and involving efforts to improve overall quality of life. The strong and new side of this model was the police responsible to make a face to face contact assigned as community police officer. A new unit founded and the members of this unit charged with encouraging people to involve efforts to tackle the crime problems.

Problem oriented community policing model aimed a collaborative effort between the police and the community that identifies problems of crime and determination of the factors resulting crime and disorder. The police involve activities with community in the search for solutions to the problems. It was founded on close, mutually beneficial ties between the police and community members. One of the requirements of community policing is focusing on solving problem.

As a result, community policing models add a vital, proactive element to the traditional reactive role of the police, resulting in full-spectrum policing service, but community policing broadens the police role in community. These models offer a way for law enforcement to help re-energize communities. Developing strong, self-sufficient communities is an essential step in creating an atmosphere in which serious crime will not flourish.

2.4.3 Community Policing Model

Modern policing approach based on democratization of police authorities, priority of serving to people, responding demands of people, close cooperation and participation to determining security measures is generally called as community policing.

Community policing is both an understanding and an organizational strategy or in other words it is the idea and the applications of the idea that allows the police and the community to work closely together in creative ways to solve the problems of crime and social disorder in proactive way.

The idea bases on the perception that people are able to involve and input into the policing process and exchange the information by the participation and support.

Community policing aims determining the problems and trying to find a solution with citizens on common crime and police matters. It also rests on the belief that solutions to today's community problems demand freeing both people and the police to explore creative, new ways to address neighborhood concerns beyond a narrow focus on individual crime incidents.

Meetings of the police with private and public institutes and policing with joint activities are the forms of community policing. If we say shortly community policing is not only theory but also practice. The principles of community policing that put up by Trojanowicz ad Bucqueroux in ten clusters are very well known in police studies.(Trojanowicz & Bucqueroux, 1990a).

2.4.4 Typical Objectives of Community Policing

Widely accepted principles of community policing elaborated by Trojanowicz & Bucqueroux, (1990a) are summarized below:

- **Increase social interaction, cohesion and sense of community**

The idea about establishment of closer links between the police and communities that they serve has leaded the community policing approach. The application of this idea has been reflected in police services as dividing police into small groups and assigning them into specific areas. This method caused to know police officers and members of community each other on personal basis. It is assumed that police and community interact more easily with a closer contact.

A series of community policing programs were started as a way to involve citizens in crime prevention. That makes urged them to come together to talk about what is going on in their area, and to formulate plans and methods to fight or prevent crime such as neighborhood surveillance and crime- reporting activities. This allows citizens some control over what goes on in their area and some right to say something on about solutions of criminal problems that may be occurring.

- **Increase cooperation between police and community against crime**

The community policing philosophy needs gathering ideas, demands, requests and criticism of people to cooperate against crime. In other words, it can be said that community policing has an approach lies on double sided communication. To be among people, to get requests of people also prove some results on efficiency of police service. As a matter of fact gathering ideas of people for determining targets and selecting applications raise the proportion of success in policing in the positive way. The activities

proper to the requests of people increase the support towards the police.

- **Increase community awareness about a particular issue**

Community awareness is a crucial factor to protect the public. It is necessary to inform them about dangerous offenders and possible places of those were locating. The public fear from these offenders. In order to prevent themselves from becoming the victim of such offenders, the citizens demand to know who and where these people are.

- **Improve community involvement in crime prevention or community development activities**

The citizens usually have an idea about the area and the offenders, but the residents do not know what to do with the information they have or receive. To get the support of community different types of community policing programs put into action about the views and information of citizens on policing, road traffic, accidents, violent crime, burglary, emergency calls, victims and community relations such as neighborhood watching, community strengthening, consultative meeting , etc. These developments are new and effective methods are still seeking by police to ensure citizens about community policing.

- **Decrease fear of crime**

Community policing stresses new ways to protect the people who are most vulnerable to crimes such as juveniles, the elder persons, minorities, the poor, the disabled. It enhances the scope

of previous outreach efforts such as crime prevention and police community relations.

If common criminal activities take place in a society that cause not only an increase in crime level but also affect the fear of crime. Fear of crime can be defined as an anticipation of victimization, rather than fear of an actual victimization. Once the police hoped that by providing the fearful but accurate and true information on victimization risks, crime rates, crime in the area, and proper ways to protect themselves, people would have no reason to fear, and fear would be reduced. However, crime disturbs the members of society because they consider themselves as possible next target of criminals. The control over the fear of crime or in other words the community's perception of becoming a victim is difficult because crime can be controlled but the fear of crime can be independent from crime level. Usually people believe that there is more crime than there actually is.

> *The Committee found a significant mismatch between the levels of fear of crime and the actual levels of crime. Lgov NSW, which represents 172 local councils, 20 county councils and 13 Regional Aboriginal Land Councils in New South Wales, refers to the findings of Cook, David and Grant (1999) that fear of crime is generally much higher than the measured level of crime. Despite the statistics on victimization occurring in the home with offenders known to the victim, many people are most afraid of the unpredictable strangers in an uncontrollable environment.(Cool, David and Grant ,1999).*

People react to fear in different ways. Some people try to avoid crime, others try to protect themselves, and still others try to prevent victimization by not possessing anything for which they can be victimized. The level of fear that a person has depends on many factors, including gender, age, any past experiences with crime, where one lives, and one's ethnicity. All of these factors have an impact on fear levels.

There are some considerable impacts on this issue. For example, as a police tactic a high-visibility of police presence and high-visibility operations have an effect in the eye of the community. Educating people about crime is a simple and inexpensive method of reducing fear compared to other methods. Crime Prevention through Environmental Design is another program implemented by police services to control fear of crime and reduce crime levels.

In addition it is also noted that fear of crime indicators have shown that a heightened perception or fear of crime does not necessarily correlate with the actual levels of reported crime. It means low scorings on indicators of a fear of crime within a community can often appear in locations where high levels of crime actually do exist. On the contrary people can fear from the crime in safe areas. To comprehend this issue the fear of crime matrix developed by British police can be useful.

The matrix has been designed to help implication of police programs identifying local fear issues and indicate the best approach suited to particular area in matrix. (Figure 1.) (Home Office, 2004).

Learning Zone	**Crime Reduction Progress**
Ideal	**Constituency for Fear of Crime**
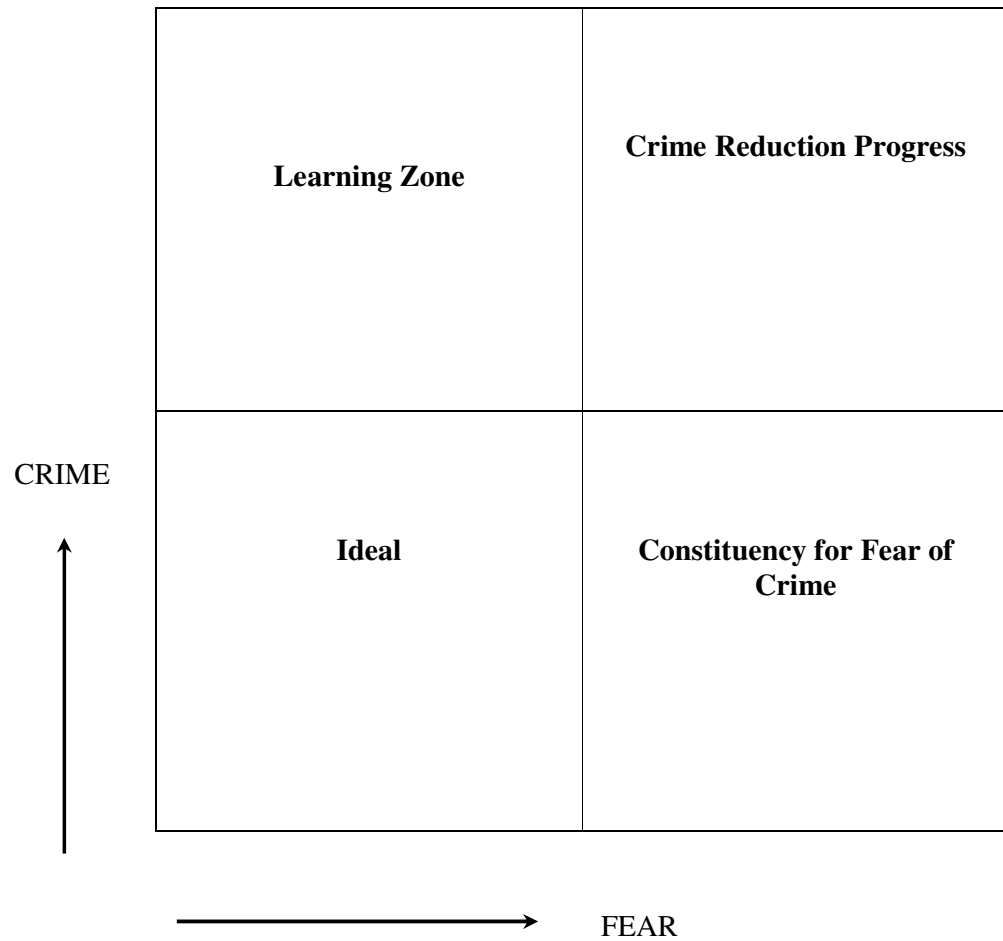
CRIME ↑

FEAR →

Figure1. The Fear of Crime Matrix ([2])

[2] - *Source:* Home Office*, Reducing Fear of Crime in the Community: The Fear of Crime Matrix,* http://www.crimereduction.gov.uk/neighbourhoodwatch/ nwatch03c.htm, 05.03.2006

High crime, high fear (Crime Reduction Programs)

In this area of the matrix indicates a high crime level and being fearful of crime is arguably a rational response. In this case, the first priority should be the introduction of effective crime reduction programs.

High crime, lower fear (Learning Zone)

In this area crime is high but fear is low. The good communication and raising local awareness must be key factors. The citizens should be encouraged to undertake crime prevention measures and remove the opportunities for crime in such a way as won't increase fear.

Low crime, higher fear (Constituency for Fear of Crime)

In this area where local crime levels are low but the public is still unrealistically frightened about crime. A coherent police and community policing programs could have a real impact on the public perceptions to reduce the fear of crime.

Low crime, low fear (Ideal)

This area is the ideal part of matrix where fear of crime and crime itself are low.

- **Lower crime and victimization rates**

Decreasing crime and victimization are among the ideals of community policing. The preventive approach of community policing might have results a lower crime rates and that makes the victimization lower. In a society that has a high crime not only crime and fear of crime negatively affect citizens but also there

are other unintendent results of criminal justice system because criminal justice system is not an ideal system from the point of view of the victim. In many societies the victim could be seen as "forgotten person" in the criminal justice system. Criminal justice system does not completely recover the whole loss of victim. In the name of doing justice suspects have certain and protected rights. However the situation of victim is not protected like suspect. That is why modern criminal justice system has sought to provide extended protection to the victim.

> *Since the early studies in the 1940s by Benjamin Mendelsohn and Hans von Hentig, increasing attention has been turned to the problems faced by victims, both in society in general and in their interaction with the criminal justice system in particular. Many victims face insensitive treatment by the police, prosecutors and court officials, thus causing a "second injury". This applies particularly to certain especially vulnerable categories of victims, such as migrants, minorities and victims of sexual offences, as well as refugees, prisoners of war, and civilian victims of war and civil strife. Even if the offender is apprehended and brought to trial, the experience of victims in many jurisdictions is that they have been marginalized and do not have the opportunity to express their views and concerns in the criminal justice process or in human rights courts or international tribunals. Many systems do not allow the victim to present his or her civil claim in conjunction with criminal proceedings. Even if the offender is convicted, the sanctions (often a fine, probation or imprisonment) have little relevance to the victim, other than affording the satisfaction of seeing the offender punished.(UN ODCCP, 1999:2).*

As a 24-hour working agent, the police are most probably would be the first contact with the victims of any crime. The first interaction between the police and the victim must be recovering. Training for police officers in victim issues should emphasize awareness and empathy for victims and their needs. Treating victims in a more sensitive way helps the police to do their job better because the victim would be more willing. According to this

idea the victim is to be treated as a human being, not as a possible source of evidence. It is essential establishing procedures to ensure victims. For instances, explaining police procedures and investigatory process or informing about the rights of victims would be useful. Accompanying victims to emergency medical services, ensuring that the victim is personally contacted in determined time period following the initial response of police in order to see if the assistance is needed, informing periodically about the status of investigations, protecting the safety of victims.

As a result the establishment of victim services is necessary. In addition, it requires resources and various procedural rights, such as the right to confidentiality and protection to balance the rights of the defense of suspect.

2.4.5 The Requirements of Community Policing

The success of policing on crime prevention requires the trust in community towards the police. To gain the trust of community the most important requirements are openness, fairness, increasing accountability, and building standards in the police departments.

2.4.5.1 The Base of Community Support: Trust

One of the most crucial elements of community policing is cooperation with people. However, the Police are generally found as fearing. It is accepted that police officers are able to mistreat the persons in the name of investigating the cases related to crimes.

> In a system of policing by consent, it is vital to have regular confirmation from all sections of the community that the traditional trust in the police is sustained. Trust depends on the strength of mutual understanding and respect

between the police and the community they serve, and every time an individual officer behaves badly, public trust and confidence in the whole Service is affected. (Home Office, 1999)

In the day-to-day policing of their communities, the behavior of police officers is fundamentally important for sustaining public confidence. Poor behavior is considered like any other breach of integrity.

In this framework, It is important that a good relationship, winning support of people and giving attention the ideas of people but first of all people must trust the police. This model based on trust in the police who are on the frontlines together on the street, and the community relying on their combined judgment, wisdom, and experience to fashion creative new approaches to contemporary community concerns.

Also community police officers has been granted a greater power to make decisions which also implies enhanced respect from their community for their judgment as police professionals.

*We have stressed the need for the police to develop relationships with the public that are based on mutual respect and trust in order to provide proper police services to that public. Such a relationship is not created merely by soliciting support from the public but by establishing lines of communication that enable the police to become an integral part of the community being served. (*Hunter, Mayhall, Barker, 2000:52).*

2.4.5.2 Introduce the Police to the Community: Openness

Community policing is a results-oriented system, where Community Policing Officers must face residents every day until the problem is solved. The police must introduce themselves to

the community that they serve. Community policing strategy requires that the police enlighten the people in the process of policing. In addition, the police should provide information about community policing strategy and the department's overall objectives. Everyone in the police department must find a way to put the idea of power-sharing into practice so that everyone in the department must understand the requirements of community policing. The efforts represent openness by allowing the community a direct opportunity to hold public institutions and their representatives directly accountable.

The police must be open to social control 24 hours a day and keep up the ability to respond immediately to criminal incidents to keep their promise about making communities safer to make attractive places to live.

> *Community policing provides decentralized, personalized police service to the community. It recognizes that the police cannot impose order on the community from the outside, but that people must be encouraged to think of the police as a resource that they can use in helping to solve contemporary community concerns. It is not a tactic to be applied and then abandoned, but a new philosophy and organizational strategy that provides the flexibility to meet local needs and priorities as they change over time. (Trojanowicz & Bucqueroux, 1990a)*

2.4.5.3 Increasing Accountability of Police

Police accountability is one of the important requirements of community policing. Police officers and their executives feel the responsibility against their superiors and against the politicians, but they must also be responsible towards the community. The police must carry the results of any police action or activity and these actions must be legal and reasonable. Police must be able to explain the reasons of their activities.

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In a democracy, police accountability does not stop at the top of the police department's organization chart. Certainly, everyone in a police agency must answer to its chief executive, and the heads of police departments must have sufficient authority to ensure the discipline and good order of their organizations. But police must also report to the elected executives who appoint them and when asked must also explain and defend their policies and actions to judicial, and legislative officials, as well as to the press and to the members of the public. As a general rule, police should be willing to provide these people and institutions with any and all information that does not endanger lives and/or investigations. (Fyfe, Greene, Walsh, Wilson, Mc Laren, 1997:482)

To increase the accountability of police the police and their departments should be insulated from politics by this way the police are able to be strong and professional but police have enormous authority and great discretion. This power must be responsible against political authority otherwise the police or other officials with law enforcement powers have been granted independence from elected authorities can be easily misuse the authority for oppressive purposes. In shortly police must be a controllable power and must be responsible against civilian authority and the community that they serve.

New institutions are building increasing accountability of the police. For example the Home Office searched the feasibility of an independent system for investigating complaints against the police in UK and built the Independent Police Complaints Commission (IPCC). A new independent body replaced the Police Complaints Authority (PCA). The new Commission has a much more independent and proactive role to build a reliable system for the community and the police service. It establishes a confidence for both sides. The statutory powers and responsibilities of the commission legalized with the Police Reform Act on 1 April 2004. The new system gives a choice to the IPCC about supervising

police investigations for serious complaints or making an independent investigation with independent investigators.

The aims of new system are:

- To increase public confidence and trust in the police and in the complaints system;

- To increase accessibility, openness and independence;

- To find quicker resolution of complaints;

- To improve communications with complainants;

- To improve collection, collation and reporting of data.

If the public have trust and confidence in the police, the complaints system should be more accessible to prospective complainants. Complainants should not feel disturbed by entering a police station or speaking to a police officer. Reporting a complaint must be as free as possible. The alternative was before the PCA to receive complaints and forward them to the appropriate authority. This access widened via the IPCC that create other gateways into the complaints system and provide guidelines on how complaints can be made.

2.4.5.4 Police Standards and Police Ethics: Honesty, Fairness, Equal Treatment, Good Conduct

Policing standards and ethics codes stress the rights and duties of law enforcement officials in performance and in particular the obligations to respect and to protect human dignity and human rights.

> *A further trend in policing that has emerged in the past two or three decades has been various efforts to increase the professionalism of the police, as illustrated by the promulgation of codes of conduct, or ethical standards aimed at fostering a more reflective and sensitive culture in police organization. ..The trend towards higher professionalism has also been shown by a market increase in educational standards for police officers in recent years.*

Some police forces even require all recruits to be university graduates with degrees in relevant disciplines such as law, psychology or forensic science. (UN, 1995)

Law enforcement officials shall at all times fulfill the duty imposed upon them by law, by serving the community and by protecting all persons against illegal acts, consistent with the high degree of responsibility required by their profession.

In the performance of their duty, law enforcement officials shall respect and protect human dignity and maintain and uphold the human rights of all persons. (UN, 1979).

As mentioned above in United Nations Regulations Law enforcement officer must follow the principles such as honesty, fairness or good conduct. These principles are also regulated as code of conduct or discipline codes in different national police services.

Mission of the Police

A police organization needs a written statement to reflect an organization-wide target to establish the philosophy and principles of community policing or its policy should be revised.

The mission should be internalized from all levels of the police department, including sworn, non-sworn, and civilian personnel. The mission should be 'owned' by the members of organization. A code which is negotiated, discussed, argued over is more like to have respect and 'ownership'. The personnel should feel its importance and be proud of it. Otherwise the determined mission values are thought merely for public consumption but not organization itself. A good mission code would be educative, building collective awareness and solidarity.

Moreover, the policy should be known and seen outside the police department by the community, business, civic officials, public agencies, community institutions, and community residents.

Code of Conduct

To maintain these ideals the standards of policing services listed in documents named as "Code of conduct". Code of conduct also should reflect code of ethics and should cover the principles of community policing principles. The purposes of these regulations might be

- to establish standards that are applicable and to define a general guide for police officers in the performance of their duties and functions,
- to establish guidelines for police officers and discipline authorities concerning appropriate disciplinary or corrective measures,
- to assist police departments in delivering fair, impartial and effective police services to the communities,
- to maintain public confidence in the police by ensuring that police are accountable to the public in a way that is fair to police officers and to members of the public,
- to prevent arbitrary interference of police officers that carry out their duties.

The core values of police service and basic principles of police profession as police ethics are listed in these regulations.

All police officers accept the duty to act without favor or personal advantage. They must treat all persons equally, regardless of race, color, ancestry, place of origin, political belief, religion, marital status, family status, physical or mental disability, sex, sexual orientation, age or economic and social status accordingly rights and freedoms guaranteed or protected by law.

However, policies may also be abused, and neglected by managers or officers. The principles of conduct can also be used

intentionally wrong to cover the incompetence, negligence. That is why a discipline code is necessary.

Discipline Code

Disciplinary regulations are different from code of conduct principles. These principles include disciplinary punishments and they are applicable when there is a breach of disciplinary Code. It is compulsory to use the rules to the maintenance of discipline in police department if a police officer acts in a disorderly manner or in a prejudicial manner, or the police officer's conduct is oppressive or abusive to any person while on duty, or does not comply with the order of the police department. The responsible officers will be the subject of disciplinary investigations. The investigation can be possible as a result of a complaint or it can be held spontaneously by organization.

While handling of the complaints, the important issue is to preserve not to break public confidence and trust towards police. Therefore, the proceedings of investigation should be more open. The complainant and the general public need to be assured that evidence in a disciplinary hearing will be presented fully, but without damaging dignity of the charged officer until investigation will end.

2.4.5.5 Developing Mechanisms for Community Support: Putting into Practice

There is no government agency whose whole mission is to help community residents gain the skills and confidence they need to function as full partners in community-based problem solving programs. The agencies and organizations provide training for the members of official organizations. Including community residents into programs is a trial and error process.

The first step in the community policing programs is usually holding meetings with community residents to find out their concerns and what they expect from police service. In the meeting community members need to feel confident for that they can function as partners. In the second step people need training that is related to real-world experience. Community training programs should include interactive skill-building techniques to help participants practice the techniques. Pilot testing of the program in different communities is crucial. The success can be measured by participation of community residents and their function in their new role.

In European countries, Australia and USA the police departments have tried to put different programs into practice and have joined in various programs of community policing. In this section we will examine the programs they put into action. The names of programs were different but we categorized the programs.

Police Aid Programs: This program requires the involvement and training of people about police procedures and laws. Even when community residents are included the meetings, they often have relatively little knowledge of how the system works and little experience in participating in meetings as a decision-maker. Some community members can feel at a disadvantage because they may not have as much income or education as the professionals at the meetings. Professionals also tend to use jargon that community residents may not understand. Without specific training and support, community residents can find it too difficult to talk about.

Community Strengthening Meetings and Training Programs: These meetings present current trends, major changes, and challenges to crime prevention projected over the next years and include about how to implement strategies and challenges from the past. Also, these programs support how one can serve as an effective crime preventioner in the community.

Neighborhood Watch/Rural Watch: Neighborhood Watch is one of the oldest and most effective crime prevention programs bringing citizens together with law enforcement to deter crime. The modern version of Neighborhood Watch was developed in response to requests from police who were looking for a crime prevention program that would involve citizens against an increasing number of burglaries. Neighborhood Watch counts on citizens to organize themselves and work with law enforcement to keep a trained eye and ear on their communities, while demonstrating their presence at all times of day and night. Neighborhood Watch works because it reduces opportunities for crime to occur.

Business Watch: Business Watch is a Neighborhood Watch type program for non-residential areas, and has been introduced into the inner-city business districts. Traders are involved in self-help ideas to prevent shop stealing and hold-ups, offer a 'safe shop', and refuge to visitors or customers who may feel threatened by criminal activity.

Home Assist: The Home Assist program developed with the assistance of governments to improve the quality of life for the elderly, disabled persons or the persons that have limited financial resources. The target was to improve home security and to reduce

the fear of crime. Police officers have been employed by home and community care to assist in the implementation of this program coordinated by local authorities.

Crime Prevention through Environmental Design Program: Neighborhood and community groups can work with law enforcement and others to solve local problems by using this program. This approach links crime and its prevention method to the design and condition of the physical environment. This program includes training, ideal for local planning and zoning officials, law enforcement, and private sector developers considers how land use, traffic patterns, lighting, fencing, and landscaping among other elements can help reduce crime and improve the quality of life for residents. The multi-day training course also provides examples of successful efforts, specific practical techniques and tools, community assessment instruments, and strategies for applying program in the community. Participants will take home program manual, and a handbook; practical guidelines, a resource guide and implementation manual.

Police Deputies Club: This is a constant contact point arranged to develop the awareness about crime prevention and community responsibility among primary school children.

School Watch: This is a joint police/education department program designed to reduce theft, arson and vandalism in participating schools by involving staff, students, parents and local residents in crime prevention activities focused on the schools. A police officer takes a part of program that has been designated from the education department.

The Volunteers in Police Service: This programs count on civilian volunteers to assist sworn police officers. It is possible to serve of volunteers almost all the areas in departments of police services. A volunteer administration coordinates the activities and selection of new volunteers.

Departments are designed and staffed to provide police service to the community. Volunteers in police service provide a support to local law police. Volunteers allow law enforcement agencies and officers to focus on policing and enforcement by taking on additional duties such as helping edit or write letters to community members, participating in community meetings to learn about citizen concerns; supporting the law enforcement agency's use of technology, etc.

Youth Outreach for Victim Assistance: Teens are victimized by crime at alarmingly high rates - they are twice as likely as adults to become victims of violent crime. Teens need support to help them respond to threats. As teenagers growing up they seeks help from their friends for acceptance, approval, and advice. Youth are more attentive to messages from their friends, one of the best ways for teens to learn how to be safe is to learn from each other. While teens contribute passion, creativity, and knowledge to their discussion of safety issues, they need the involvement of committed adults to increase the chances that their messages will be heard. This is what Youth Outreach for Victim Assistance cover.

Children Program: Children Program uses a house that is a temporary place for children who find themselves in frightening or dangerous situations. Children are told that they can go to a specially marked House, which might be a house, townhouse, apartment, or mobile home, any time they sense danger as they

go to and from school or are playing in the neighborhood. These houses provide a safety network for children.

Citizen Patrol: This program consists of volunteers those watch for unusual criminal activities and report it directly to the police. They patrol on foot, bike or vehicles in pairs but they do not have the mandate to arrest. They do not present themselves as a citizen patrol member therefore they do not carry much risk. The role of the Citizen's Patrol is to assist the police with extra eyes and ears for community.

Foot Patrol: Foot patrol is a policing method aims to reduce crime and fear of crime. Foot patrol officers are able to interact with the residents. The officers are close to the citizens and can be reachable in their responsibility area. They know the people of the area. In this method it is assumed people will not commit crimes knowing the officers are presenting around. If one believe that officers are around when needed that makes people less fearful. Foot patrol officers are also part of the community. They attend meetings, identify community problems and come up with long term solutions, organize citizen initiatives, make referrals to appropriate social service agencies, and engage residents in crime prevention. The Police Services determined that fear of crime was lower in those areas that police officers perform foot patrol than those areas patrolled by motor patrol. The number of foot patrol officers increased after a significant reduction in levels of fear in Newark, New Jersey, and Hewark-Houstan.

Neighborhood Policing: Neighborhood policing aims to put in fore the needs of communities and their priorities. This model of policing provides communities an access to policing or community

safety services through a designated point of contact. It also have an influence over community safety priorities in their living area, join to action and learn the answer or suggest a sustainable solutions to problems of area and feedback on results.

CHAPTER III
EXAMINING TURKISH POLICE
IN THE LIGHT OF COMMUNITY POLICING

3.1 The Framework of Research

After it is drawn a general background of a governance reform in Police service, we will try to determine the point where the Turkish Police stand in this development scale. In this part, interviews with citizens and the police officers in different ranks have been carried out in order to determine the way that police get along on the community policing way. How can be possible community policing in practice? Do the police believe or consider on the change of understanding own? What else should be additionally done?

The results of interview can provide an opportunity to comprehend the facts and the view of public on the possible related changes in practice. The opinions of the participants will be used as a measurement for the principles of the community policing.

From the other side, the existing literature in Turkey is so limited that it is almost impossible to derive explanatory insights about the problem. Further, the policy of community policing itself is an empirical subject requiring analysis according to the different contexts and to the changing circumstances.

In addition, interviews held with different occupational groups such as clerks, worker, and tradesmen for civilian persons. For police organization, also some groups are categorized such as

personnel works on field, superior officers, directors, and academic staff in the Police Academy.

The impartial views of the three distinguished academic staff, Prof. Dr. İbrahim CERRAH, Asst. Prof. Dr. Kazım SEYHAN and Asst. Prof Dr. Bedri ERYILMAZ are individually mentioned in the texture of the study. Their views are important because are not police officer but they are employed in the education of police superiors as an instructor and as a scientist on their own fields. They have scientific studies related to the community policing and police studies. They indicated very distractive opinions from the general views.

The chosen type of the interview in the study is the qualitative interviewing. The objective of this thesis is to reach explanatory information about community policing, which has been insufficiently dealt. The qualitative interviewing may offer an opportunity for further analysis, and to show unknown dimensions of the subject.

The implications of this research are not conclusive because the findings would be the thoughts of the randomly selected persons. Most probably some of the responses of each group would partly cover the others. There would be differences, too. Also, same questions are close but different to each group. So generalizations on the perceptions of this study about active citizenship and community policing can only be made in a limited level.

There is a general framework of the interview aiming at revealing notes on a specific problem. The questions of the interview have been changed in the course of the interview and some new questions directed to the interviewer to open the aspects about the subject.

Nine questions have been directed in the interview listed below, but they are not strictly defined and open to further revision according to the answers of the participants.

1-How can you summarize the image of Turkish Police? What are the significant characteristics?

2-What should be the basics of the mission of police according to you? What is more important for you to prevent the crime or to capture the criminals?

3-Is it possible to participate of citizens into Police Service according to your idea? Is it necessary the public support for police service? / Do you need the public support in Police service? Do you believe that public support the police strong enough? What are the reasons? Would you like to assist the police? What do you suggest to increase the support of citizens for police service? Where is the Turkish Police in community policing practice?

4- How do you feel about crime and criminal threats in your living area? Do you fear from crime activities generally? / How you can evaluate the level of crime in your responsibility area?

5-Do you believe that police is successful?

6- According to you, are the police under a pressure from outside while doing his/her duty? /Do you feel a pressure from outside while you are on duty?

7-Do you believe that the victims of crime are protected enough?

8-In what extent do you trust the police?

9-Would it be effective if an independent Inspection Board (without a Police member) inspects an allegation against the police?

Through these questions, it is aimed at reaching information on the aspects about community policing are going on and the expectations of citizens. In fact, the all of the questions are shaped relatively to the main question of the research: "Is

participating into police service in Turkey necessary and/or possible?" and "what kind of changes in policing should be realized and how?"

The first question aims to get a reflection of the image of police. Then, expectations of the people from police and the priorities of police in crime fighting are tried to be determined with the second question. The answers of the third group of questions show if the citizens are willing to support the police and the possible obstacles in the reform process. The fourth question is an essential because the fear of crime level is a determinant factor in the process. The fifth and the eight questions intend to determine the background of community support and participation. The belief and trust of citizens to the police are the pre-requirements of community policing. The responses of the sixth question provide information about accountability, the core principle of community policing reform. In addition, to find out the need of missing mechanism in police organization will be questioned with seventh and ninth questions.

3.2 Analysis of Interview Groups

The interviews started in May and were completed in June 2006. The interviews were made with two different groups of actors. The first group includes police officers according to their positions and ranks. This group also covers some of the academic staff of Police Academy. The other group of actors includes civilians according to their occupations.

Table 2. Interview Group (Civilian)

S.N	Groups	Numbers
1	Clerk	4
2	Worker	4
3	Teacher	2
4	Student	2
5	Tradesman	5
6	House wife	3
	Total	20

Table 3. Interview Group (Police)

S.N.	Ranks	Numbers
1	Chief Superintendent	2
2	Superintendent	3
3	Chief inspector	2
4	Inspector	1
5	Deputy Inspector	1
6	Police officer	7
7	Academic staff	3
	Total	20

When we looked at the both interview groups together, we see that total (33) male (%82,5) and (7) female (%.17,5) have

joined to the research. The reason of high number of man in the interview drives from the occupation. Only (2) officers are female in police interview group. (37) actors of the interview are married (% 92,5), and the rest (7) are single (%7,5).

Most of the actors (35) have high school or upper education (%87,5) and (5) actors have primary or secondary school education (%12,5). Especially the education level of police interview group is high.

As it is seen in Table 4., (3) of the total actors (%7,5) are between 19-25, (6) of the total actors (%15) are between 26-30, (11) of the total actors (%27,5) are between 31-35, (12) of the total actors (%30) are between 36-40, and (8) of the total actors (%20) are upper than 40 years old.

Table 4. Age Period of Participants

Age period	Numbers	%
19-25	3	7,5
26-30	6	15
31-35	11	27,5
36-40	12	30
41 and upper	8	20
Total	40	100

As it is seen in Table 5., (6) of the police actors (%15) and (8) of the civilian actors (%20) are the victim of a crime. (14) of the total actors of the interview (%35) have been victimized.

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Table 5. The State of Being a Victim of a Crime

To be a victim	Police		Civilian		Total	
	Numbers	%	Numbers	%	Numbers	%
Yes	6	15	8	20	14	35
No	14	35	12	30	26	65
Total	20	50	20	50	40	100

In this sense results of the interview will be stated according to the responses of each question separately and will be evaluated for each group, and then all perspectives will be summarized in a comparative way.

3.3 The Findings of the Research.

3.3.1 The image of Turkish Police Service

First of all we searched the answer of the question "How can you summarize the image of Turkish Police? What are the significant characteristics?" to determine the image of Turkish Police. It is important because the answers of this question would provide us the picture of the police in citizens' mind and the image of police in the police officers eye.

We saw that the great majority of the Police group see themselves usually as a 24 hours working force to protect members of community. They are almost agree about the police are self-sacrifying, hardworking, lost their some power, and tired from workload.

However, in the interviews, academic staff drew a different police image: impolite, disrespectful, inconsiderate and diffident against the persons who have power (A-3). In addition, they mentioned that the image of Turkish is getting better. According to them the recent graduated police officers have been changing the bad image of the police (A-1, A-2, A-3).

While the service suppliers think like this, the great majority of the receivers of the service or in other words the civilian actors find the police far from the people and their needs. The evaluation of the civilians is different from the police view.

To be serious against citizens and being rude is the result of classic administrative tradition of eastern communities. A smile towards a citizen can be thought as an unserious act. A democratic policing approach leads a change in this tradition.

In addition, some of the civilians also accept that the police lost their power. This kind of evaluation can be derived from the new criminal procedure code. The new criminal procedure code changed something, but the main reason is that the police announce and give the same message to the citizens: We lost the power that we have. In this message the police would not be responsible from the crime but they really are. So, there is a resistance and uncertainty in practice.

According to the answers of the questionnaire, police officers try to do their best and suffer a lot of difficulties but the reflection of their work is different from their efforts. So, a more positive and close look to citizens should be provided by the police. Police

must stand closer to the people to gain the support. In addition the working conditions of police should be improved because the receiver of the service can not be glad if the service provider is not happy.

3.3.2 The Basic Mission of the Police

The basic mission of the police is generally known to provide the safety of persons and property and to protect the public order. Public order means the suitable environment that persons realize their personal fundamental rights and the rights on their properties in a legitimate and peaceful way. The Police also have power to use a legitimate force on the consent of citizens. That is why the police are seen as a force in public eye but the force perception evaluated and the security service provider mission of the police highlighted in last decades. The police can apply different policies such as proactive, preventive or reactive policing to prove the ideal situation. In this part we will enquiry the information comprehending the responses within the interview about the question of "What should be the basics of the mission of police?" to summarize shortly the responses of the both group almost all of the actors declared that the crime prevention role of the police is more important from the role of police after crime.

According to this result the majority of the participants accept that it is almost impossible to recover or compensate the damage after a crime. The preventive role of the police should be in front of the reactive role. This role of the police must be enhanced in practice.

3.3.3 Crime Prevention and Community Policing Efforts of Turkish Police

The first attempts of realizing the practice of the community policing approach declared with a circular numbered 134 by General Directorate of Turkish National Police in 2003. Then the other circular numbered 128 in 2004 issued to all police departments. According to this project it is decided to set up a new division in all cities under the name of Preventive Services. All the police patrol teams on the field would be collected in preventive services division. In addition, a pilot project had been started.

Local meetings called as Peace meetings in circular that encourage the citizens to participate police services were proposed and suggested.

Reasons of the change in the understanding of policing were stated clearly in the circulars with these words:

"It is not possible to solve the crime and all the matters related crime in the traditional policing approach. It is necessary in investigating economical, social, psychological and biological reasons of crime, proposing some solutions and reducing opportunities of crime. To realize these in administration of police preventive, multi institutional, victim focused and analytical approach must be set up. In the light of developments in the world, Ministry of Interior put forward the Community Policing Security Model that aims to reflect the demands of community into decision making process. "(EGM, 2003)

Also the approach that is concerned by most of the police officers despising preventive policing and simple criminal activities had tried to be corrected by mentioning some targets of community policing.

Crime prevention or decrease in crime levels would be accepted as criteria in performance evaluation.

The strategies for crime prevention would be selected in accordance with the compensation of the victims of crimes.

The personnel working on the field would be strengthened to communicate community in an effective way.

Community policing practice would be realized in accordance with the specifications, problems and life style of each region of police stations or with each city. The studies related local crime analysis would be started and new policies and policing plans would be applied in accordance to the local analysis.

The responsibility feelings would be strengthened against the community. To realize this aim, the personnel would be appointed in a longer period in the same region and division. Community policing based on the trust in the personnel and community.

In the circular issued in 2004 by Ministry of Interior, the target of the Turkish Police was indicated as enhancing the culture of social responsibility for Security and building the Community Policing.

However, the reflections of community policing efforts in the field after the circulars of Ministry of Interior were not satisfied. The Preventive Services Division could not perform the preventive role because the personnel would not believe the targets of community policing. They have not trained enough for Community policing. In addition there was no other patrol team to intervene criminal cases. All the patrol teams were subject to the Preventive Services Division. So the officers did the every day practice and followed the calls of the radio.

The Peace meetings with citizens have not been held. Training programs were only for personnel. Citizens have not been invited to the information programs.

There were also several successful good examples of some departments but these are not shown a total change in understanding and practice. The police have some efforts to enhance the relations with community but these efforts can be seen as generally an improvement in public relations. Police started to inform public for police activities regularly. For instance a Citizen Information Bureau had been founded in Efeler Police Centre in Aydin. A Scholl telephone line and Scholl policing practice had been started in Kocaeli and Rize Police Departments.

In these two circulars a structural change ordered but the need of change had not been believed by personnel. That is why the targets of the circulars could not be reached.

The last circular in 2006 started again a pilot project but this project was in a more limited area, in 10 cities joining 20 police stations and European Union accession process of Turkey highlighted. The twinning project, Strengthen the Responsibility, Productivity and Effectiveness of Turkish National Police, has been coordinated with Spain. The responsible department of this project is Public Order Department. The other different side of this project is the third circular includes the policy and procedure manual for practice of community policing. It establishes a Board for monitoring the community policing program in Police Headquarters and the third circular propose a training program for community policing personnel.

In addition Turkish Police started to inform citizens about general principles of crimes that take place on media in the last years with weekly press meetings. Moreover Police deliver some

documents to explain some key points about how the citizens can prevent themselves from crimes but there is no general policy and every department has some efforts for their own responsibility area. Moreover there are some researches made by Turkish Police among the personnel and citizens but a variety of consultative processes to assess public views and public satisfaction surveys in some form were insufficient for indicating how the public felt about the service.

After we examine these attempts realizing community policing we searched the responses of a set of questions: "Is it possible to participate of citizens into Police Service according to your idea? Is it necessary the public support for police service? / Do you need the public support in Police service? Do you believe that public support the police strong enough? What are the reasons? Would you like to assist the police? What do you suggest to increase the support of citizens for police service? Where is the Turkish Police in community policing practice?"

We saw that all of the groups accept that the public support to police service in each steps of the policing services are essential. In addition police group accepts that they have not being supported enough by citizens. The great majority of the police group expect from community policing programs the necessary information for police work but the do not want to be interfered or a control mechanism over them.

They generally suggest that a need of introduction of police to community gaining the support of citizens. There are two reasons for introduction programs the first one is the fear of police has to be removed from the hearts of the citizens and the second is the need of a positive public opinion on police services.

The other suggestion is professionalism in police service and in the behavior of police officer. The Police should not only be

impolite but also should not be negligent. The organization should be professional. The punishment and internal investigation system should be reviewed. The personnel that perform his/her duty in accordance to the current rules must not be redeployed as a punishment.

The third suggestion is the satisfaction criteria. The citizen that contacts with the police departments should be satisfied in a reasonable level.

Moreover the priorities of community and the priorities of the police are different. The priorities of community should become the priorities of the police.

According to academic staff, citizens are ready to community policing programs but police has to initiate the process and should build up the mechanism. Community policing is not only the information support for police service, moreover it includes the priority and the needs of community. The participation of citizens should be directive. One of the obstacles of community policing practice is the superior personnel in charge. They do not think that community policing is applicable. (A-1).

Police should go one step forward and bring the service to the community. Community should be informed and become conscious about police services (A-2).

A different side of the concern is on participation. The victims of crimes are ready to cooperation with police but the problem is victims need interested personnel which have good communication skills. In reality Turkish translation of community policing term (community supported policing) should be reviewed because the term requires one way relation type that one expects always the support from citizen side but the support from the police side is missing. Citizens gain nothing from this relationship.

The term should cover the mutual relation and cooperation concerns (A-3).

The evaluation of the civilians does not so much differ from the perspectives above. We saw that the great majority of the civilian group indicated that police generally do not seek the support of residents to prevent criminal activities.

Community Policing requires both a philosophical shift in the way that police departments think about their mission, as well as a commitment to the structural changes this new form of policing demands. Community Policing provides a new way for the police to provide decentralized and personalized police service that offers every law-abiding citizen an opportunity to become active in the police process but there is no special police unit for community policing in Turkey. In practice only some officer trained and charged as community police officer.

On the other hand, it seems that the community does not need to develop the relations because they can easily reach the police but they choose the contact when the situation is inevitable. First of all the citizens try to solve their problems on their own because the expectation from the police is not very high. A problem solving function of Turkish police service is needed.

In addition, there is several community policing programs in use. The good examples of community policing programs should be introduced to the public. The ways of joining the people into police matters should be shown to the citizens and the information or training should be given.

3.3.4 Feeling of Crime Threat or Fear of Crime

The most important factor when examining the impact of fear of crime, is determining whether or not the fear is proportionate to the actual incidence of crime.

Criminal data of a country are compiled according to the criminal rates that are given by the police or other related authorities in the world. Interpol has evaluated the criminal data such as smuggling, kidnapping, robbery, etc. in the international level since 1923. The facts and figures show that there is an increase in crime numbers and crime types all over the world. On the other hand crime rates might be changed in accordance to the crime definitions, classification and the procedure of crime recoding. There are also some criminal activities not reflected to police records. In 21 countries that are the member of Interpol the average number of crime rates per number of rate per 100.000 inhabitants 100.000 people are 4.050. ([3])

When we examine the criminal records at Table 6., the criminal rates are seen in high level in European countries and in USA. The crime rate per 100.000 inhabitants is only 533 in Turkey. (Alaç, 2005)

According to these figures we can say that Turkey has a lower crime rates and the level of crime fear is generally parallel to this rate in Turkey.

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[3]- According to the perception accepted all over the world the crime rates are announced by the number of the rate per 100.000 inhabitants. (Cole G. F. and C. E Smith 2002:4, Australian Institute of Criminology 2004:77-81).

Table 6. Comperative Criminal Data of the Countries that are Member of Interpol ([4])

COUNTRIES	POPULATION	TOTAL CRIME	TOTAL SUSPECT	CRIME RATE PER 100.000 INHABITANTS
TURKEY	70.000.000	387.590	469.240	553,70
GERMANY	82.536.680	6.572.135	2.355.161	7.962,68
ENGLAND	52.084.900	5.899.450	466.380	11.326,60
HUNGARY	10.152.000	413.343	118.030	4.071,54
LUKSEMBURG	448.300	36.163	11.763	8.066,70
POLAND	38.195.177	1.466.643	557.224	3.839,86
NETHERLAND	16.192.572	1.383.875	346.847	8.546,36
CZHECH REP.	1.250.000	357.740	121.393	28.619,20
ARMENIA	3.798.200	11.073	6.647	291,53
BELARUS	9.898.600	151.172	71.608	1.527,21
AUSTRIA	8.053.106	643.286	229.143	7.988,05
SLOVAKIA	5.500.000	111.893	56.632	2.034,42
JAPAN	127.619.000	2.872.695	453.089	2.250,99
FRANCE	59.344.025	4.113.882	906.969	6.932,26
RUSSIA	143.954.391	2.526.305	1.257.700	1.754,93
MACEDONIA	2.038.059	18.308	15.561	898,31
CROATIA	4.437.460	77.905	31.162	1.755,62
AZERBAIJAN	8.213.000	15.520	14.455	188,97
BULGARIA	7.929.483	146.929	68.731	1.852,95
ITALY	57.728.714	2.231.550	768.771	3.865,58
SPAIN	41.837.894	991.570	219.030	2.370,03
TOTAL	751.211.561	30.429.027	3.735.468	4.050,66

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[4] -Source: Criminal Data From Turkish National Police Public Order and Interpol Departments 2002-2003

From the other hand, the crime rates in Turkey change from city to city. Ankara, Istanbul, Izmir and Bursa are the cities that violent crimes and property crimes most frequently seen according to the statistical data of Public Order Department between 2000-2003. In addition there is a noticeable increase in the crime rates. The crime rates concerning public order in 2000 were (259895), the same rate in 2004 are (352692). (Asayis Dairesi Baskanligi, 2006). (Figure 2.)
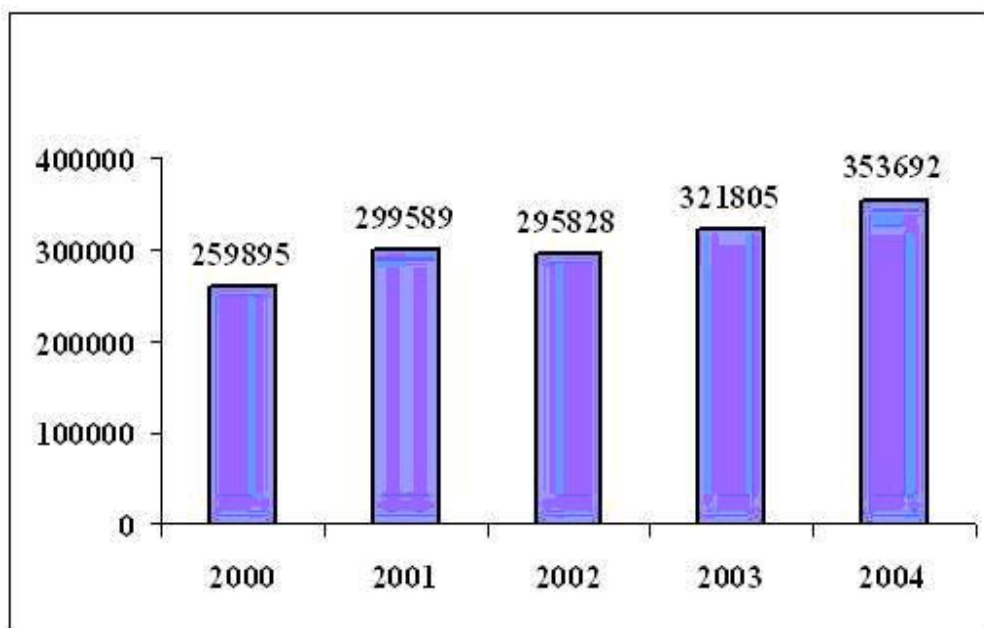

Figure 2. Crime Rates Between 2000-2004 in Turkey (Except Traffic Crimes) ([5])

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[5]-Source: Asayiş Dairesi Başkanlığı, *2000-2004 Arası Suç Oranları,* http://www.egm.gov.tr/asayis/istatistik.asp, 20.05.2006

The Police organization should have systems to collect, analyze, and share relevant information on local criminal problems in the community internally among all levels of the department and externally with the community. The police gather and analyze information on social and physical disorder and quality-of-life concerns in addition to crime data. The information should be analyzed and announced to community in terms of geographic area and other relevant factors.

The actual crime rates are very important constant variable for the research but as we examined in the fear of crime matrix the fear might be disproportionate to the reality. The main points raised in relation to fear of crime suggest that people do feel unsafe in their communities. This seems to be associated with a number of factors including being victimized, knowing someone who has been victimized, and media coverage. Light sentences and the perception that offenders get away with crime have also been linked with fear of crime in the community.

For Turkey the general crime level is low but the crimes are increasing. At this stage the public is unrealistically frightened about crime. Community policing programs can be effective to approach the ideal situation making an impact on the public perceptions to reduce the fear of crime. However the increase in crime levels requires more efforts.

After we point out these concerns we will try o find the answer of the question "How do you feel about crime and criminal threats in your living area? Do you fear from crime activities generally? / How you can evaluate the level of crime in your responsibility area?"

The responses of the both group almost all of the actors declared that the crime rates are getting higher in their living area. The half of the police group feels discomfort from crimes.

There are more civilian actors feel discomfort from crime according to the responses in the research. In addition the actors mentioned that the most significant crime type was theft.

There is no comparative local survey or statistical results for a responsibility area of a police station. There are only statistical figures in the scale of cities. There is a need to obtain accurate information regarding risk to ensure the community and the information should be made available by the police. So, the evaluation can be made in a healthy way making comparison between the levels of fear that are experienced by some groups and the actual levels of reported crime. So, it is almost impossible to reach a decisive result. However we can say that fear of crime the fear of crime is not proportionate to reality. There is a higher fear according to our observations because the past experiences of the participants of this research with crime and criminals might have an effect on the level of fear that the person felt.

This result makes the community ready to community policing. The high fear of crime pushes citizen's cooperation with the police. The fear of crime increases the cooperation desire of citizens. Also, the real crime rate should be shared with the citizens. The Police hope that by providing the fearful with accurate and true information on victimization risks, crime rates, crime in their neighborhoods, and proper ways to protect themselves, people would have no reason to fear, and fear would be reduced but this method does not guarantee decreased levels of fear (A-3).

According to this result, the police would launch attempts to reduce the public's fear of crime. Police services would apply numerous programs including education of victimization risks and of protective behaviors, Neighborhood Watch, Crime Prevention through Environmental Design, and foot patrol.

3.3.5 Success in Police Service

The police department's performance internally has been largely measured by statistical comparisons. The department is doing a good job when the city-wide crime rate is low, or the city-wide arrest rate is high. The best officers are those who make many arrests or service many calls. Externally the police use a variety of surveys to assess public satisfaction. When we look at from this view to the police service, a large criminal justice system would be the result.

The Eighth United Nations Survey of Crime Trends and Operations of Criminal Justice Systems, covering the period of 2001-2002, show the fact in a clear way. In 2002 the grand total of person prosecuted in United Kingdom was (18.419.036) the rate per 100.000 inhabitants was (31.19). These numbers have been decreased until the numbers (1.940.232) and (3.275) in 2002.

The figures of Turkey indicated only for 2002. That is why it is impossible to compare by the year. The grand total of person prosecuted in Turkey in 2002 was (2.236.977) and the rate per 100.000 inhabitants was (3.48). (UN, 2003).

What happened in UK in 2002? The significant decrease in the number of total prosecuted person shows a change in the system that strongly affects the operational procedure. This result can be explained with the change in the performance evaluation in policing in the light of community policing approach. The administrators of English police might accept new set of criteria for success in police service. When the community policing approach was in force as a policing method, a series of change must be necessary in priorities, understanding and performance evaluation. As it is seen, every suspect should not be prosecuted.

The false accusations must be minimized and the evidence of police must be strong enough. In addition the preventive activities are as important as investigative activities. We will try to examine the new set of criteria for performance evaluation in police service?

There is no clear definition for measuring the police service. We can talk about an abstract notion. Maintaining the law and order, doing justice and providing emergency intervention in police service are known the main targets but community policing approach proposed the performance criteria as reducing the criminal events. If the police reach the target they would be accepted successful.

The key points of the new performance evaluations should be based on the actions that make a 'positive contribution' to the community such as promoting secure communities, enabling citizens to enjoy a life without fear of crime. However it is difficult quantifying the quality in policing. The other important concern is the police behaviors and activities that should not be performed such as corruption, brutality, perjury, false accusation and the like. To solid this standards police ethics and code of conduct studies overwhelmed.

The performance evaluations should be written from the customer's point of view, rather than the organization's bureaucracy. The managers and supervisors should delegate not only responsibility but authority. The managers and supervisors should reward actions removing bureaucratic obstacles. The members initiating, participating in, and/or supporting community policing, and community-based problem solving actions should be rewarded. The performance evaluation process should allow the community opportunities for formal and informal input into the assessment.

In this part of the research we asked the participants "Do you believe that police is successful?"

All of the participants from police group stated that they found the police very successful in policing. For civilian group there are some persons that think different from the police but generally civilians are also found the police successful.

The participants believe that police can find the criminals and lighten the cases. Police successfully investigate cases and find offender after crimes

The academic staff interpreted the results in this way: The Turkish Police was successful but they got this success by violating of human rights. In the last term the violations decreased and the level of police success decreased. In the same term crime level seems increased. In addition, after the new code of criminal procedure and code of crime the police started to use technological opportunities in an intensive way. The Turkish Police are adapting themselves to the codes (A-2).

From the other side with the code of criminal procedure public prosecutors are in charge after a crime take place. The authority and initiative belongs to the public prosecutors. However Police getting back the initiative in practice.

As we see the criteria of success in police service still has been evaluated in the base of the actions after crime. As we noted the crime prevention efforts of Turkish police are not high enough. Moreover the crime preventions efforts can not be seen easily. It is difficult to see the immediate results of community policing. The results can be seen in a long term period. Once community policing is accepted as the long-term strategy, all officers should practice it. This could take as long as ten to fifteen years.

It must also be noted that a change within an organization is always difficult, and in most circumstances, there will be

employees who do not, or will not, adapt well the change. Change requires adjustment, and adjustment is stressful. Anyway, the goals detailing change should not be set too high. The steps of change must be adoptable.

3.3.6 Trust Problem

Building trust for any organization is essential, but it is critical to the fight against crime. Trust and confidence lies at the heart of policing. Members of the community need to trust their police officers and be confident that they will be respected and treated fairly. The other side of the concern is that the police need to gain the trust and confidence of all members of the community. Citizens and the police who come from the communities they serve are to work together to keep homes, families and communities safe.

Just like customers demanding service improvements from businesses, the police service should adapt to citizens' demands for responsive and personalized services. There is no one-size solution for all approach in service delivery. Citizens want to have opportunity to access services in suitable ways for them, and to know that their needs are met quickly and effectively. Partly this is met due to the long-standing use of technology in police work. The improvements in the police service are technology-driven. While police authorities use technology to increase public trust, technology systems also require trust of citizens. Technology can provide the systems, but it is people that shape the culture. Only by people working together in relationships the trust can be built.

The need for service-driven policing is particularly important in building trust. Confidence of citizens would increase by the extent to which they feel well-treated by the police. To deserve

public trust and confidence, which is so important to the concept of policing by consent, forces should be vigilant in ensuring their staff understands the varied social needs and expectations of different sides of our society.

Also a high level of visibility and accessibility is vital for community policing building trust. So there is a need for enhanced neighborhood policing as part of continuous improvement in a positive service environment.

Building public trust is the challenge for police service but there is also another important challenge, how the police interact with other stakeholders in society. The police service alone cannot build better communities, and nor should it be expected to. Multi-agency working provides a key to the radical improvement of services, and the sharing of information between all agencies responsible for community justice is crucial. More formal information-sharing and exchange networks between the police, local authorities and other public bodies can enable the provision of proactive and holistic services tailored to individual need. There must be cooperation with the civil society organizations.

In this part of the research we will inquiry the feeling of the participants trust in the police. There might be a trust problem against police because citizens hesitate to go a police station or they do not visit police departments if not inevitable. So, we asked to the participants "In what extent do you trust the police?"

The great majority of the police group stated that they trust in the police around %70 as average.

The trust in police is getting higher because the new recruited personnel of the police are more reliable. The higher education level has contributed to the level of trust. In addition the fighting with corruption affected the level and it will be getting more and more intensive (A-1).

The torturer image of police is down but the image is not built well enough. The trust level in police is getting higher. The police are more close to the citizen than other public organization but there is still a wide distance between the police and he community. (A-2)

The trust of citizens is in the average level. The media organizations broadcast putting criminal cases forward make the distrustfulness of people higher. The trust will be better if the police do a good job. The key point in police –citizen relation is to explain the justification of their process. Citizen must be informed why his/her demand has not been met. (A-3)

The trust level in civilian group is little lower, around %60. Despite the fact that there have been considerable improvements in policing, public trust in the police are not so high. In the eye of public police had arrogance and incivility. In addition a view shared too often that the police were not as approachable, sympathetic and reasonable as citizens had expected. Examples given of oppressive treatment included excessive use of force and abusive language, both reflecting a general lack of respect against citizens by the police.

It is necessary to remind police officers that they are not above the law. They are citizens, so there are more reasons than that many others had to act within the law. Every day, the thousands of police officers on duty in Turkey are individually creating an impression in the minds of the people. It is vital that in every contact they have with the public they behave courteously and professionally, respecting the dignity and integrity of the individual. Thus a good impression can be made. Often it comes down to displaying simple good manners and treating people as one would wish to be treated. The small things really matter should must be seen as an opportunity available each day

to improve public respect for police service.

3.3.7 Dependency to Outside Effects

Accountability is one of the basic requirements of the police because police can have such powerful effects on the lives, liberties and rights of the citizens. So the police have to obey the predetermined rules and standards of performance. Police should act equally to each person in a determined way defined by the law. However there might be different effects from outside when the police are on duty.

Policing is generally governed by two set of standards, one involving legality, or compliance with explicitly formulated schemes and regulations and the other with workmanship or minimally acceptable levels of knowledgeable; skilled and judicial performance. (Fyfe, Greene, Walsh, Wilson, Mc Laren, 1997: 377)

In order to secure and then maintain the confidence of the public police officers would be accountable for their actions. For a system of accountability to be effective, it is important that clear standards are set. The measures ensure that officers who violate them must be properly dealt with. Police officers are subject to both the law of the land and the Code of Conduct.

The Police Conduct Regulations specifically stressed honesty, integrity, fairness, impartiality, politeness and tolerance in police services. All police officers need to become totally aware of the code of conduct. In addition an aim to apply it is crucial for service.

> *For many years, police administrators opposed the increased accountability that came with creating policies to serve as standards for officers' conduct. In general, this resistance has been based on three faulty arguments:*
> *1. That the criminal law was an effective and sufficient control on behavior of officers charged with enforcing it,*

2. That such policies were unworkable, because every police situation is different

3. That, by delineating restrictive policies, the police would create narrow new standards by which their conduct would be judged in court, and would therefore increase their exposure to civil liability. (Fyfe, Greene, Walsh, Wilson, Mc Laren, 1997: 487)

However today it must be accepted that apparently appealing these arguments are unreasonable.

There are some efforts to build a code of conduct or manual for Turkish police service but these efforts have not been completed yet but this does not mean that there is no police ethic or conduct in use. The police ethic and the missions of police are determined by police departments.

In this part of the research we will try to inquiry the feeling of the participants of research on the outside effects on duty. We asked to the participants "according to you, are the police under a pressure from outside while doing his/her duty? /Do you feel a pressure from outside while you are on duty?"

The great majority of the police group accepted that the police work under the pressure of outside effects but it changes according to personnel by personnel and case by case.

The great majority of the civilian group also shared the same view. Police in Turkey can be affected by politicians because police feel a strong responsibility against politicians and some of them hesitate while performing his/her duty. It is known in virtually police had been improperly influenced by politicians or the police improperly violate the rules for his/her own interest rather than serving as a justification. Some of the violations are also requires criminal investigation and the personnel commit this type of action dismiss from the organization. So an effective inspection system can be useful for the application of community policing.

3.3.8 Independent Inspection System

When a complaint is received from a member of the public about the behavior of an officer or a police staff member, or facts that are suggested an officer may have committed a criminal offence or a breach of the Code of Conduct are alleged, the matter must be investigated in Turkey. In such a case the complaints are dealt with by a senior officer if the cases are less serious. More serious complaints are sent for investigation to the Internal Investigation Division.

If evidence are found about an officer has committed a criminal offence in the course of the duty, he/she can be charged. The officer who breaks the law can not allege that his/her action was in order to carry out the duties as a defense.

The Internal Investigations Division deals with the majority of complaints. Occasionally in the most serious circumstances a civilian investigative authority is asked to conduct the investigation. Once the enquiries have been completed, the investigator prepares a report. If there is any evidence of misconduct by an officer, the investigator recommends whether or not disciplinary action should follow. Where there is evidence that a criminal offence has been committed, the case will be referred to the Public Prosecution Service. The civilian investigators are the personnel of Ministry of Interior. There is no other civilian investigator for the police discipline violations in Turkey.

A new internal investigation system has been started in United Kingdom. This regulation or organization came into force on 1 April 2004. The system provided a statutory structure for a new police complaints system and the Independent Police

Complaints Commission. All police officers are the subject of the new system. The legal duty of the commission is to help increase public confidence in policing by resolving complaints about the police. The system provides appropriate response to complaints more fairly and timely.

The responsibility of the commission is to provide suitable arrangements on complaints or allegations about any misconduct against any person serving in police service.

Police complaints are one indicator of the level of public satisfaction with policing. Complaints may increase for a number of reasons including where a police force has promoted access to the complaints system and demonstrated that it acts effectively in response to complaints. In this system, it is possible to determine the trends relating to complaints or understand the background reasons. Also there are opportunities to intervene the system where necessary for public confidence.

The commission may choose to investigate the most serious incidents in an independent manner or supervise investigations. In addition commission enhance the access to the complaints system and expects the police service also to develop a range of ways for people to access the complaints system, which address the specific needs of complainants. (IPCC, 2005;7).

In this part of the research we inquired the views of groups about independent investigation system for police service. We asked the participants "Would be effective if an independent Inspection Board (without a police member) inspects an allegation against the police?"

All of the members of police group opposed to the independent police inspection system. Their primary suggestion for opposition of police group was that the civilian of none police

investigator are can able to understand the circumstances of police service.

The second important suggestion was the members of the independent inspection board must be selected in a sensitive way. The views of the inspectors are founded very important. The member of Board should not have prejudice against the police.

The backgrounds of these suggestions are based on the current inspection system of the Turkish police because the police officers do not believe that they protected enough against unwarranted or malicious complaints. This kind of inspection should include various measures to ensure the police officers.

On the contrary the civilian group members are welcomed the independent investigation system because to find a way and an authority to complaint in police service is difficult. However with the democratic legislation packages a public body called as the Human Rights Monitoring Boards established. The boards also deal with the allegations of any human rights violation.

Even the police would oppose to the independent inspection system, the system would be inevitable for Turkish Police. The police in UK had also been against the independent investigation system (A-1).

From the other side, the comparison with the UK and Turkish public approach must not be proper because in England the citizens do not think different from the police view. The citizens also approach the case like as a police from the view of the public interest (A-3).

3.3.9 Support for Crime Victims

At the time of a crime, or until discovering that a crime has occurred, victims may suffer a range of physical or psychological

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effects. Also at the result of the crime, the value of property of the victim may decrease.

> *"Crime is usually experienced as more serious than an accident or similar misfortune. It is difficult to come to terms with the fact that loss and injury have been caused by the deliberate act of another human being."* (UNODCCP, 1999:7).

In addition the criminal justice system may lead the secondary victimization. It may result from unintended or inappropriate behavior by police or other criminal justice actors of the system. Moreover, the whole process of criminal investigation and trial may cause secondary victimization.

To cover victimization the criminal justice system should be supported by a victim assistance program that aims to assist victims participating in the criminal justice process, obtaining reparation and coping with problems associated with the victimization.

In this part of the research we examined how the system covers the rights of crime victims. We asked the participants the question "Do you believe that the victims of crime are protected enough?"

The responses of both groups about protection of victims are not different. Members of both groups stated that the rights of the offenders are protected more than victims by the system. The protection of the rights of victims must be felt by victim.

The rights of victims are protected in minimum level. The general acceptance about the crime is committed against the community but not only against the victim is the reason. This understanding also ca be seen in amnesty applications. The ideas of the victims must be asked before the amnesty law come into force (A-3).

Victim support service principles should be used in police

service. There is no systematic victim support program in Turkish criminal justice system.

A complete victim support program should ensure the provision of at least the following nine clusters of services:

Crisis intervention, Counseling, Advocacy, Support during investigation of a crime, Support during criminal prosecution and trial, Support after case disposition, Training for professionals and allied personnel on victim issues, Violence prevention and other prevention services and Public education on victim issues. (UNODCCP, 1999:16).

These minimum services, where needed in the individual case, are central to the victim's recovery. As we see, the most of the clusters are related to the police service. The primary functions of the programs are provision of emotional support, direct assistance (the return of property, compensation, reparation, protection, and providing safe places for victims) and giving proper information to meet immediate needs relating to victims' rights at each level of the criminal system. However application of these programs should not be only a duty of the police. Also setting and reviewing service standards and establishing priorities for the types of services should be implemented. At the last justice for victims is an urgent need not only for the Turkish police but also for the criminal system.

3.4 A General Assessment

In conclusion, active citizenship and social crime prevention approaches are new not new concerns in political and criminal theory but to put these ideas in practice are new in Turkey. In Europe some countries has applied and developed this model. The Turkish Police has also desire for community policing but it can be

said that the practice of community policing in Turkey is insufficient in the light of the views of participants of the research.

The observations and responses of the interview questions enable us to suggest some important conclusions with regard to the community policing and active citizenship in Turkey. The primary reason of the insufficient community policing application in Turkey is the low crime and fear of crime level. The level is very close to the ideal in most of the cities. So, citizens do not need to cooperate with the police. However in the metropol cities of Turkey the situation is different. The crime and fear of crime levels are high. Community policing programs allow residents some control over fear of crime by taking preventive precautions. These programs are capable of reducing fear of crime. The citizens are ready to cooperate but the police are not.

One of the main reasons seems that crime prevention concern had been neglected in police service. The personnel generally are not aware on community policing approach and not trained. The principles of community policing must be their own concerns of the police officers.

The reasons might be that the Police do not feel the responsibility against community but against their supervisors because of the hierarchical structure. The challenge of community policing program is to make the transition from the traditional command-and-control model to the open model of the community policing. The officer works for and services the citizen of the community in which he is employed. It is the police officer's duty to protect and serve his/her community even to the point of placing his/her life at risk. The peace officer is responsible to the citizens of the community through the chain of command in the organization.

A problem solving function of Turkish police service is also needed but participation is a complex and dynamic process that is highly unpredictable and difficult to control. That might be why this approach has been avoided until today. Another reason of the failure of community policing practice might be the absence of cooperation with civil society organizations.

Without asking questions about what citizens really want, what staff need, how people can share in success and how they can contribute to ongoing improvement, organizations may not find a reliable modern solution. A solution which fails to meet citizens' needs damages trust rather than builds it. Prior to new services being introduced, citizens must be consulted, staff should be prepared and genuinely involved, the impact on service development analyzed and pre-emptive measures should be put in place to deal with any new demand.

The other important concern is the community policing officer's broad role demands continuous, sustained contact with the law-abiding people in the community. The Turkish Police system does not anticipate a permanent and continuous assignment of an officer.

Change in police service is difficult. The enlightened administrators are needed who believe that one of their primary roles is to act as agents of change.

The other factor that accelerates the change process is EU. The last attempts of the police service in Turkey can also be understood in the light of the impact of the process of accession to the EU. In the last circular it is clearly declared. The current extent of the legal amendments also would have remained limited and the EU suggested a project because the principles of democratic poling are highly related to political accountability and human rights issues. In a general sense, the concept is attributed a

progressive meaning since it is expected that the ongoing arguments and the relevant reforms would give way to the successive steps for the democratization of the country. For that reason, it can be concluded that the reform process goes hand in hand with the challenge of the traditional administrative system. Especially it seems urgent to adopt and settle the democratic policing principles as an integral part of the political and administrative system.

The other side of the mutual relation is citizens and voluntary and community organizations that are an expression of active citizenship. Voluntary and community organizations have a potentially significant contribution to make civil engagement but there is almost none associations on local security issues in Turkey. Turkish people also need experience of developing activities, services and campaigns in response to the criminal activities. Greater attention needs to be given to the wider role of voluntary and community organizations, their contribution to civil life and community cohesion.

As a result, community policing project is a police governance reform project, but this project must be supported with other social projects by government.

In the future these debates on community policing will be intensified and gain new dimensions together with the changing political and socio-economic circumstances. Police departments will develop a new relationship with the law-abiding people in the community, allowing them a greater voice in setting local police priorities and involving them in efforts to improve the overall quality of life in their neighborhoods.

CHAPTER IV
CONCLUSION

In this study, the aim was to demonstrate how the active citizenship, governance reform of Turkish police service and community policing is grasped in Turkey. Is it possible or to what extent can it be applied for Turkish police organization? The community policing model was analyzed on the basis of the interviews.

In fact, community policing is a response to the increasing trend of crime. Crime is a social problem but it affects political life. Crime must be solved by the current political system. Most of the citizens believes that the criminals were not punished harshly enough as the prison population has increased over the last decade. The attempts of the governments on justifying the present criminal justice system did not stop the increasing trend of crime. At the end, good governance and civil renewal programs are offered as a solution. Civil renewal initiatives are the extension of the communitarianism approach in political life and these initiatives are supported by governments. It seems that the community policing programs are the result of the responsive communitarianism trend which is an alternative to classical liberal approach in political theory.

Community policing is also a result of governance reform. The principles of good governance can be seen in the programs. The focus is on the needs of the individuals and communities that receive police services. Citizen-focused policing requires a cultural and operational reform/change in the implementation. That is why it is not be an easy transformation process. There are various

challenges to overcome. It can be said that similar challenges are also seen in police governance reform in Turkey.

According to the results of this study community policing is an applicable model for Turkish Police but the challenges are worth to examine.

First of all, community policing model covers participation process and security organizations are the part of local authorities in European countries. The organizational structure of security system is different in Turkey. Turkish national security organizations are governed from center and this service is not seen as a local service. However, the core of community policing is being responsive to local needs. A central organization can also be responsive. This is an extra challenge for Turkish community police project but this challenge and the other challenges can be overcome.

Secondly, the primary role is always belongs to the Police, even if it is tried to share the responsibility of the crime and crime prevention with citizens. All the expectations of citizens must be fulfilled by the police service because police is the fist step of criminal justice system. Turkish police service has to be more transparent, more accountable, and more responsive to citizens' priorities. All of these are institutional obligations of police service.

However, community policing programs must be supported by government in accordance with the other social projects as a whole. Community policing is only a part of a civil renewal programs. The other completion programs must be put into action. As it is seen in the research there is almost no other social projects relating to the community policing.

Thirdly, Turkish police have the authority and power on crime prevention and police services are accepted as specialized services. However, it is not expected to use the police authority in

more affective manner in community policing understanding. The primary expectation from the police is to leave the specialized duties of police service and start a consultation process with community. This is a new and unknown area for Turkish police and police authorities are not ready to share their power.

These are achievable targets or controllable variables of police governance reform process in the administrative dimension but the last challenge about participation can not be overcome as easily as institutional challenges.

It is possible to categorize the participation challenge in three different dimensions: social, political, and individual. It is important that policies designed to promote active citizenship recognizes the distinctions between these dimensions and how they inter-connect.

Social dimension of civil participation has been mentioned throughout this study. Strengthening relationships between citizens, developing a sense of connectedness and encouraging norms of trust between community and police are dealt in the study. Citizens choose to participate in civil society for reasons that are motivated more by their own faith or values; their sense of community, identity or interest. A key issue is the fact that people join voluntarily to community organizations, exercising their right to free association, not to meet government targets. It is driven by people's choices, needs and concerns. Attempts by government can only make an effect on such activities. In the results of interviews clearly the victims are ready cooperation with the police.

The political dimension has been mentioned in the research as the growing lack of confidence towards decision-making processes and politics. In addition the attempts of government with circulars issued to the police are also valuable to reflect the

policy of government. The government policy only indicates an intention about active citizenship but the other dimensions of the policy are absent such as legislative attempts to strengthen local democratic institutions and give people a more word in delivery of services. It can be said that the political implications of government are not sufficient to promote a civil renewal approach.

Actually, democratic policing is the base of community policing and must be supported by the community. As we see the community policing program support the political and democratic system in positive way. This is the most powerful side of community policing.

However, the community policing programs may proceed beyond the determined targets. There are two main objections for community policing.

Community policing programs may lead the persons to act more likely a police officer even the aim would be preventing the crime and protecting the community from criminal activities with the support of citizens. The community might turn into a solid group of police state. Community policing programs are not the way of empowering citizens to be militant activists.

The other objection is about the decision making process. The citizens can not always reach the correct and fair resolution at the joint meetings in the name of community. The community can find the solution fair or correct, but the decision can be unfair or wrong. So, the decisions or the priorities of the community must be examined and evaluated by the experts in community policing model. So, the community policing programs still have been discussing.

The third dimension of the participation challenge, the individual dimension, also has been mentioned as an important topic in crime and crime prevention. As we mentioned each person

is a self-sufficient individual, each has different identity but the self sufficient person must not lose the interest from the local community. Individualism may lead the form of criminal activity. There are individual reasons of criminal activities. On the other hand the focus is on individual as consumer, rather than a member of community even there is a desire to strengthen community. A consumer focus is obviously directed at increasing personal choice because the persons who receive the service can evaluate better the service than others. However, there might be a danger that narrows the focus on the relationship between public services and citizens/consumers. The relation between the police and citizens has a determinative role in consideration of democratic principles.

The participation challenge is so strong that all community policing programs are affected by and the challenge may stop up the projects.

In conclusion, high crime levels had been resulted as restrictive police precautions until last years. The policing had been based on the system that makes the citizens frightened. The policing focused on the criminal investigation matters had narrowed the use of human rights and freedoms. But the function of the police service must not be restrictive or oppressive against the citizens. The police should be the guarantee of democratic system and human rights of citizens. Citizens must trust the police. The intensive attempts for EU membership in legislation changed the formal framework and affected the policing. Community policing attempts made also difference in police service in a limited level. The requirements of community policing actually are based on the principles of democratic policing. There is a lack of practice about participation side of community policing

but a fundamental change has been living in police service in Turkey.

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APPENDICES

APPENDIX A

QUESTIONS OF THE INTERVIEWS

I. Personal Information
1- Sex?
2- Martial Status?
3 –Age?
4- Education?
5- Occupation?
6- Have you ever been a victim of a crime?

II. Questions about Community Policing

1-How can you summarize the image of Turkish Police? What are the significant characteristics?

2-What should be the basics of the mission of police according to you? What is more important for you to prevent the crime or to capture the criminals?

3-Is it possible to participate of citizens into Police Service according to your idea? Is it necessary the public support for police service? / Do you need the public support in Police service? Do you believe that public support the police strong enough? What are the reasons? Would you like to assist the police? What do you suggest to increase the support of citizens for police service? Where is the Turkish Police in community policing practice?

4- How do you feel about crime and criminal threats in your living area? Do you fear from crime activities generally? / How you can evaluate the level of crime in your responsibility area?

5-Do you believe that police is successful?

6- According to you, are the police under a pressure from outside while doing his/her duty? /Do you feel a pressure from outside while you are on duty?

7-Do you believe that the victims of crime are protected enough?

8-In what extent do you trust the police?

9-Would it be effective if an independent Inspection Board (without a Police member) inspects an allegation against the police?