

EVALUATION REPORT OF
JAPANESE STUDY TEAM ON THE
NEIGHBOURHOOD POLICE POST SYSTEM

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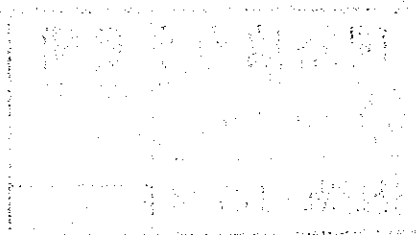
EVALUATION REPORT OF JAPANESE STUDY TEAM
ON THE NEIGHBOURHOOD POLICE POST SYSTEM

WE HEREWITH SUBMIT OUR REPORT AND OUR RECOMMENDATION

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INTRODUCTION

1 Police duties cannot be effectively carried out without the full understanding, co-operation and trust of the public. In order to preserve public peace and order, it is most essential to have the constant support of the community.

2 To enhance feelings of trust and co-operation between the public and the police, police officers are required to interact closely with the community. Basically, the Koban system has all these distinguishing features to foster better community relations with the public as well as to fulfil the traditional objectives of the Singapore Police Force (SPF). More specifically, the strategic location of Kobans offers abundant opportunities for Koban officers to interact with the people, and enables the police to service the community more effectively. Furthermore, Koban officers also keep a close watch of the neighbourhood and provide immediate response when necessary. On the other hand, the people accept the Koban system as an integral part of the community. This is actually the process of forming closer police-community relations.

3 Singapore recognises the importance of community-oriented policing and a fact-finding group led by Mr. Chua Sian Chin, Minister for Home Affairs, and Mr. Goh Yong Hong, Commissioner of Police, SPF, visited Japan in October 1981. Following this, a Japanese Study Team (JST) led by Mr. Jinyo Kaneko visited Singapore in November 1981. Another JST was sent to Singapore in February 1982 to make recommendations for the adoption of the Koban system as part of the reorganisation plan of SPF. Starting from the planning stage to the inauguration of NPPs, altogether three JSTs were sent to Singapore.

4 Based on the JST's recommendations, eight NPPs were established at the various strategic locations in Toa Payoh Division after 1 Jun 83. The one-year evaluation phase had also been successfully completed. We, led by Mr. Hitomi, are here for six weeks to assist in evaluating the overall performance of the NPP system at its evaluation phase.

5 During our stay, we examined the operation of eight NPPs in Toa Payoh Division. We analysed the various NPP-related crime statistics. Furthermore, we were briefed on the future NPP implementation plan. After a close examination of the above items, we are of the view that the overall progress of the NPP system is very encouraging. In view of the ideal conditions, various recommendations pertaining to full implementation of the NPP system were made.

CHAPTER 1 - THE BASIC CONCEPT OF THE NPP SYSTEM

1. An introduction

The establishment of Neighbourhood Police Posts (NPPs) enables the smooth running of various NPP activities. It also ensures the constant alertness and immediate response of the neighbourhood. Furthermore, the promotion of police-public relations through house visits can merely be achieved when NPPs are strategically located. In short, the presence of NPPs at strategic points indirectly determines the success of preservation of peace of the surroundings,

The preservation of peace in the NPP region cannot be achieved merely through post duties and outdoor NPP activities, but by fostering police-public relations. The promotion of police-public relations can be achieved through various crime prevention activities and provision of services. These activities will ultimately result in better arrests and more effective crime prevention.

2. To ensure constant alertness and immediate response

After the implementation of the NPP System, the patrol force has been reorganised. The new patrol force comprises NPPOs, Fast Response Cars (FRCs), Divisional Patrol Cars (DPCs), Task Force and Vertical policing. The patrol force provides a constant Police presence in the neighbourhood and the Police can respond efficiently to incidents. NPPs provide a 24 hour service and play an important role responding to incidents and making arrests. For instance, according to the 1983 statistics of Japan, the arrest rate of crime cases made by patrol officers was 69.7%. While, in Tokyo, the total arrest of crime cases according to the 1983 statistics of MPD was 122,750.

All patrol officers made 64,049 arrests or 52.2%. Of these, Koban officers made 46,816 arrests or 73.1%, and patrol car officers made 17,233 arrests or 26.1%.

In Toa Payoh Police Division the total arrest by the patrol force for one year was 1122. Of these, NPPOs made 241 arrests or 21.5%, compared with the 653 arrests made by the patrol force before NPP implementation, it shows an increase of 71.8%. This is highly satisfactory.

3. The establishment of NPPs and fostering of police-public relations

a According to a French sociologist Durkheim, crime is the compensation of freedom. It was also stated in the novel '1984' by George Orwell that, if all the citizens are placed under a telescreen, crime is preventable to a certain extent, at the expense of freedom.

b However, police-public co-operation, notwithstanding its importance, can neither be legislated nor commanded. We are of the view that police officers should take the initiative to approach the people and gain their confidence and commitment to cooperate through Koban-style policing. Despite the above, we have legislated certain rules pertaining to public co-operation, in particular in cases of criminal investigation. The public has the legislative obligation to co-operate with and inform the police. The punishment for violation of these obligations is a fine. However, we are unable to anticipate genuine public cooperation through these measures.

c In a liberal world, we have to work out a policing system where the public do not hesitate to volunteer valuable information on criminals and their activities to police officers. The solution is to implement the NPP system. Basically, it is a means of maintaining public law and order by enhancing feelings of trust and co-operation between the public and the police through house visits, crime prevention activities, provision of services, etc.

d Through house visits, NPPOs do not only provide crime prevention advice, traffic safety advice, etc, but also actually lend a listening ear to all kinds of requests. Needless to say, NPPOs will eventually win the public trust - the public will be more co-operative and more willing to provide information. According to the Toa Payoh Division's crime statistics, the total information received during house visits is 717, which reflects better police-public relations.

The breakdown of the information is shown in the table below:

Category of Information	No. of Information
Criminal Activities	255
Routine Activities	462

e On the other hand, the people accept the NPP as an integral part of the community, bearing in mind that NPPOs are around to help them to preserve the public peace and order of the neighbourhood. From the public's point of view, the NPP will be so much nearer to them. NPPOs will be more accessible, easier to approach and, instead of strangers in blue, they will be real people, eventually to be recognised by names and faces. In case of occurrences of crimes, the public will also become the best help to

the police in combating them, arresting criminals, etc. The presence of NPPs does not only make it convenient to residents in reporting and giving information but also enhances the sense of security perceived by the public. With the firm support of the public, the police activities will be carried out more smoothly than ever.

CHAPTER 2 - THE EVALUATION

1. The evaluation from the law-enforcement point of view

a Arrest rate

Apart from fostering better community relations, the NPP system is also an effective means of fulfilling the traditional objectives of the Force such as the prevention and detection of crimes, apprehension of criminals, etc. Using an NPP as a base, NPPOs are deployed to patrol the NPP region, to detect the suspects and to apprehend the offenders. If NPPs are set up throughout the island, like the meshes of a net, more thorough patrolling and apprehension of criminals can be accomplished. Moreover, NPPOs are more familiar with their NPP jurisdiction; eg they are able to identify the residents who come under their jurisdiction. Together with the co-operation of FRC (Fast Response Cars) and DPC (Divisional Patrol Cars), the NPP system will eventually improve the arrest rate of NPPOs. According to the Toa Payoh Division's annual crime statistics, the arrests were made as a result of:

i	information given by members of the public	- 67
ii	spot checks whilst on patrol	- 58
iii	detection by NPPOs whilst on patrol	- 48
iv	response whilst on post duties	- 31
v	response whilst on patrol	- 28
vi	arrest made at NPP	- 8
vii	arrest made by members of the public and handed over to the police	- 1
	Total arrest	<u>241</u>

Of these, 106 cases or 44% were made by NPPOs whilst on patrol, ie, spot checks or detection by NPPOs.

b Response to 999 Calls

The sense of security perceived by the public appears to be closely associated with the rapidity of police response. Moreover, immediate response may reduce the extent of damage and enhance police reliability. Hence, every NPPO should always be familiar with the area under his jurisdiction so that he can rush to the scene of crime at the shortest time if required, without depending too much on FRC. By doing so, the residents will be impressed by the first arrival of 'their NPPOs',

especially in the aspect of police reliability.

After the implementation of the NPP System, the response time of the patrol force in Toa Payoh Division averaged 5.6 minutes. The average response time by NPPOs was 2.9 minutes. This compares well with the average response time of other Police Divisions which was 11 minutes. This again shows that the response time has been shortened by great deal after the introduction of the NPP System.

c Deployment in an emergency

The initial action taken by an NPPO in an emergency is essential, particularly relating to early clearance of cases. Hence, every NPPO should be familiar with the emergency deployment procedures and the location of all the possible escape routes of criminals. Through our NPP attachment, we are aware that an NPP has a similar system for emergency deployment. In particular, a sectional map indicating the possible escape routes of criminals is really essential. Like the Japanese Police, SPF has put in much effort in apprehending offenders regardless of the nature of offences, ie, either penal code offences or traffic offences.

2. The evaluation from the crime prevention point of view.

a Crime Rate

Crime rate in Toa Payoh Division as compared with that of the whole nation (comparison of crime rates of one year).

Place	Jun 82- May 83	Jun 83- May 84	Total Change (Cases)	Percentage Change
"B" Division	1,898	2,003	+105	+5.5%
	1982	1983		
Nation- Wide	30,255	32,379	+2,124	+7.0%

To sum up, Toa Payoh Division registered an increase 105 cases or 5.5% in crime rate. However, the whole nation shows a higher increase of 2,124 cases of 7.0%.

Crime rate for prevalent crimes of Toa Payoh Division as compared with whole nation (comparative crime rates 12 months before and after NPP implementation)

Prevalent Crimes	"B" Div.	Nation-wide
Outraging of Modesty	0%	+2.9%
Robbery	+6.1%	+9.2%
Housebreaking	+14.6%	+19.0%
Motor Vehicle Theft	+17.9%	+26.2%
Bicycle Theft	+2.4%	-29.4%
Theft from m/vehicles	-8.8%	+10.1%
Snatch Theft	-25.7%	+11.5%
Simple Theft	+38.2%	+12.7%
Total % Change	+9.2%	+9.9%

Toa Payoh Division registered comparatively lower in crime rate of 9.2% as compared with 9.9% of the whole nation respectively. Furthermore, for each class of more serious prevalent crimes - outraging of modesty, theft from m/vehicles, housebreaking, motor-vehicle theft and snatch theft - Toa Payoh Division recorded comparatively lower crime rates. For example snatch theft, Toa Payoh Division recorded a decrease of 25.7%, whereas the nation registered an increase of 11.5% respectively. Another example is housebreaking - Toa Payoh Division showed a rate of 14.6% while the nation recorded significantly higher increases of 19% respectively. A closer analysis revealed that Toa Payoh Division experienced comparatively higher increases in the crime rates in respect of two relatively minor offences - bicycle theft and simple theft. For instance, bicycle theft, Toa Payoh Division showed an increase of 2.4% whereas nation showed a drop of 29.4% respectively.

The reason being that after the NPP came into operation, more people came to report and offer information on crimes. The number of police reports received by Toa Payoh Division 12 months prior to the NPP System was 23,812 while it was 37,644 - an increase of 13,832 or 58%.

As a matter of fact, due to the easy accessibility of NPPs and enhanced police - public cooperation, many people are coming forward to report minor crimes which they would not bother prior to the introduction of the NPP system. The breakdown of the housebreaking cases in Toa Payoh Division in terms of value of property loss would serve to illustrate the point.

Value Stolen		No. of Cases Reported (Jun 82 - May 83)	No. of Cases Reported (Jun 83 - May 84)	Change in No. & %
1	Nothing or below \$100	40	53	+13(32.5%)
2	Between \$101 and \$1,000/-	37	55	+18(48.6%)
3	Between \$1,001 and \$3,000/-	42	30	-12(28.6%)
4	Above \$3,001	32	35	+3(9.4%)
Total		151	173	+22(14.6%)

After the introduction of the NPP system, a disproportionate increase in the number of housebreaking reports of a relatively "minor" nature (in terms of value lost) was experienced by Toa Payoh Division. For example in cases involving no loss of property or loss of property worth below \$100/- the housebreaking cases reported showed an increase of 32.5% while the cases with property loss between \$101/- and \$1,000/- registered an increase of 48.6%.

To sum up, the crime situation in Toa Payoh Division has improved as compared to the nation as a whole to the neighbouring constituencies. In the long term, we firmly believe that crime rate, especially in respect of the serious crimes, will improve with the implementation of the NPP System.

b Liaison with grassroots organisations in Singapore

In Japan, crime prevention activities are promoted with the support of such grassroot organisations as Crime Prevention Associations and Police Box Liaison Consultations.

In Singapore, we noticed that liaison with grassroots organisations such as RCs and CCCs and the promotion of NWGs had been extensively established. With the implementation of the NPP system, we firmly believe that the

formation of NWSs will be speeded up and therefore crime prevention effect will be further enhanced.

cf.

i Crime prevention philosophy by UK Police

When Sir Kenneth Newman was appointed as Commissioner of Police (UK) in October 1982, he submitted a report to the Home Secretary which emphasizes that 'Crime prevention will never be achieved without the co-operation of the community'.

In March 1983, two senior officers were sent to Detroit City (USA) to study the organisational and operational aspects of the Neighbourhood Watch Group (NWG) Scheme. This was subsequently implemented in Cheshire and South Wales and was found to be very effective.

ii Crime prevention programme by Detroit City Police

The involvement of the public in crime prevention activities will not only help to reduce the crime rate, but will also reduce the extent of fear of crime by the community. Based on this philosophy, Detroit City Police has put in much effort in crime prevention programmes since the spring of 1977. As a result, they managed to bring down property offences by 30% to 50%. These offences accounted for 85% to 90% of the total crime. The result was heartening. Furthermore, they set up more than 50 mini-police stations in Detroit City to promote police-public relations, with the aim of raising public awareness of crime prevention. The concept of mini-police stations was, in fact, derived from the Japanese Koban System.

We observed that OC NPP and Sgt NPP always make it a point to attend the various meetings held at RCs and CCCs to discuss with grassroots leaders on various crime prevention matters such as traffic-related matters, littering matters, counter-measures against hell-riders and noise pollution, etc. The overall progress was excellent.

3. The evaluation from the police-public relations point of view:

a House visit

House visit was introduced as an effort to foster close police-public relations, with the aim of establishing a good police image as well as

to seek more public co-operation. We observed the house visit carried out by NPPOs. The progress was excellent and the public response was encouraging.

The following points pertaining to the establishment of NPPs in their neighbourhood were brought up:

- i NPPOs response more rapidly than before, especially in cases of emergency.
- ii More constant patrolling enhances the public's perception of security.
- iii NPPOs are more approachable. They can be identified by names and faces.

This warm response was not achieved in the traditional team policing car system.

Since the inception of the house visits, 97.6% of households have been visited. Moreover, most of the residents have remembered the names of their NPPOs and the telephone number of the nearest NPP. It seems that the concept of 'This is our NPP. They are our NPPOs.' has been inculcated in the residents. Needless to say, this public consciousness will help to expedite the fostering of police-community relations.

b The formation of NWGs

As mentioned previously, it is essential to 'root' the NPPOs in the community in order to achieve smooth liaison work with the grassroots organisations. In particular, the promotion of NWGs is important, judging both from the crime prevention and police-public relations points of view.

The formation of NWGs in Toa Payoh Division is as follows:

- i Before the NPP implementation (July 1982 to May 1983) - 227 groups or 1,311 households.
- ii After the NPP implementation (June 1983 to April 1984) - 2,364 groups or 11,760 households.

The progress was excellent.

c Services

The breakdown of services provided by NPPOs is shown in the table below (From June 1983 to March 1984).

Types	At NPP	At 'B' Div	Remarks
Referral Service	802	-	Introduced after the NPP implementation
Road/Address Guidance	3,538	-	Especially at centres of town (eg Toa Payoh NPP, Kim Keat NPP)
Change of Address in NRIC	5,916	-	
Property Received	1,044	740	
No. of Property Engraved	1,332	1,152	
No. of Cars Engraved	1,017	771	
Crime Prevention Surveys and Advice	5,844	466	
Requests to Visit Vacant Premises	1,213	40	
Reports Received	4,262	7,420	
Reporting by Telephone	3,149	15,672	
No. of Traffic Accident Reports	2,308	9,354	
No. of Traffic Violation Reports	2,005	11,853	
No. of Letters of Appreciation Received	163	48	

The services above tabulated clearly indicate its usefulness of the NPP System. These services provide an opportunity for police contact with the public. Again, it evidences the improvement in police-public relations.

4. The evaluation from the operational point of view:

a In-service training

The in-service training for NPPOs is mainly conducted by OC NPP and Sgt NPP every day from 1300 hours to 1415 hours except on Thursdays, Sundays and public holidays. On-the-job training is also being carried out. The major subjects covered during inservice are as follows:

- i Areas Command Standing Orders
- ii Standard Operating Procedures
- iii First-Aid
- iv Handling of Lost/Found Property
- v Light Striking Force Drill
- vi Calisthenics

Various aspects of police duties and innovative activities have been incorporated in the in-service training. The progress was excellent.

b Supervision of work

OC NPP and Sgt NPP are directly responsible for the supervision of NPPOs. In our previous report, we suggested that the supervision of work at night be strengthened. During this trip, we were heartened to hear that night supervisory rounds had often been conducted by OC B and OCs NPPs. Besides, we were impressed by the use of a checklist for effective supervision of night shifts.

c Desk duty and patrolling

In general, the performance of desk duty by NPPOs was good. Also, as observed on 30 May 84 at Toa Payoh NPP and Aljunied NPP, the performance of police questioning and screening was highly satisfactory. However, unlike the Japanese Koban officers, NPPOs did not grasp the retractable baton at alert position during the night shift. The reasons were explained to us. Nevertheless, from the security point of view, we suggest that frequent practice pertaining to drawing of baton at any one moment should be carried out. Besides, useful information received through various NPP activities should be put into practical use. As we are aware, the number of ground reports received from June 1983 to April 1984 was 1,049. These reports do not only provide useful information to NPPOs, but could also be more valuable to officers from various specialised branches.

d Morale-boosting measures

The actual implementation of the NPP system relies very much on the performance of every NPPO. If the self-motivation of the NPPO is inadequate, it may adversely affect the effectiveness of the system. For example, public co-operation may be badly affected owing to the hostile relations or unfriendly interaction between the police and the public.

On this point, it was heartening to note that the morale among the NPPOs was high, as observed on 29 May 84 and 30 May 84. The reasons for high morale are as follows:

- i There is more interaction with the public.
- ii The nature of work is more varied and usually less routine as compared with the traditional policing system.

Besides, we were also very much impressed by the effort in morale-boosting by the senior staff who are involved in the NPP project.

At present, sports activities are being held on every Thursday to foster closer rapport and better interaction between the NPPOs and the divisional HQ officers, a positive measure in promoting esprit-de-corps amongst officers of the same division. Furthermore, OC awards, etc., are being presented to NPPOs in recognition of their efforts in apprehending criminals, etc. These morale-boosting measures are really excellent.

5. The evaluation from the equipment/facility point of view:

In general, the spaciousness of an NPP enables the effective reception of the public. Furthermore, every NPP is also well equipped with bicycles, motor vehicles, torchlights, chain-saws, etc. In short, the equipment/facility is also highly satisfactory. In addition, to ensure the skilful handling of various kinds of equipment, we are of the view that NPPOs should practise using them often and maintain them in good condition.

6. The evaluation from the training point of view:

A total of 402 officers were trained in seven frames of the NPP course (a five-week course). Furthermore, to meet the manpower requirements of the future NPP scheme, a five-week NPP training programme has been incorporated in the recruit training course. The success of the future NPP implementation depends very much on the quality of every NPPO. Hence, the fundamental concept of NPPs should be taught right from the training stage.

CHAPTER 3- THE RECOMMENDATIONS

1. An introduction

a NPP activities are being carried out on a 24-hour basis to ensure the effective functioning of constant alertness and immediate response. As NPPs are much nearer to the residents, together with the high visibility of the police, the public's perception of security has been found to have greatly improved. Besides, patrolling and other NPP duties also provide a crime deterrent effect as, with more police presence, would-be offenders have to think twice before committing an offence. Furthermore, with more co-operation and trust from the public, police operations can be carried out more smoothly. The merits of the NPP system are as follows:

- i To apprehend criminals, detect and prevent crime through close interaction with the residents.
- ii To gather information on crime and criminals from members of the public.
- iii To respond and deal with the case rapidly on receipt of '999' calls.
- iv To provide the residents with easy reporting procedures, informal consultation, etc.
- v Others.

The policing result of traditional team policing car patrolling is not only inferior than the NPP system confined with FRC and DPC in the constant alertness and response aspects, but the feeling of trust and co-operation can also hardly be achieved.

Also, the sense of jurisdiction responsibility would be diluted. Of course, the officers would not be identified by names. As a result, the public could hardly provide valuable information or co-operate with the police as they do not perceive them as 'our police officers'.

The NPP is very important in the NPP System of policing. The object of the NPP System cannot be achieved by the deployment of patrol officers from the HQ Station. The NPP provides public sense of security in the heart of activities in the town centre. If officers are deployed from the HQ Station, the following demerits will crop up".

- i Loss in travelling time for places which are far away from divisional HQ will greatly affect the operational efficiency.
- ii The 'sense of belonging' consciousness in preserving the public peace and order of the neighbourhood will no longer be inculcated in the NPPOs.

iii The public consciousness of 'Our NPP, our NPPOs' will not be formed.

b Through our observation on the one-year NPP evaluation phase, we are of the view that the overall performance was impressive, in particular the following three aspects:

i The establishment of constant alertness in the neighbourhood.

ii Immediate response.

iii The fostering of closer police-public relations.

Furthermore, we were impressed by the eagerness shown by the senior NPP staff, the high morale among the NPPOs and the encouraging response of the residents. In addition, judging from the training, operational and equipment/facility points of view, the progress also advances steadily.

"In view of these ideal conditions the NPP Project in the Toa Payoh Division, the NPP System be implemented in all police possible".

c Meanwhile, the simple application of the team policing car system is not only inferior in the constant alertness and immediate response aspects, but the police-public relations can also hardly be improved. In the long run, from the law-enforcement point of view, the deterioration in policing may eventually result in uncontrollable crime.

d Of course, the abovementioned consequence is undesirable. Judging from the islandwide booming requests for more NPPs and the fact that crime is still controllable, we suggest that full NPP implementation be carried out as soon as possible. Early full implementation would not only fulfil the strong request for more NPPs by RCs, CCCs, MPs and residents, but would also be 'fairer' to other districts which do not have NPPs at the moment. The other justification for early full implementation is attributed to the fact that crime may shift from the areas which adopt the NPP system to non-NPP areas. Furthermore, delay in implementation would result in two systems of policing. Operationally, this is undesirable.

e As mentioned above, after a close examination of the future NPP implementation plan, we are of the view that the most suitable total period for phased implementation would be five years.

2. Recommendation pertaining to full implementation of the NPP system:

a Future NPP implementation plan

- i The criteria for determining the locations of NPPs and number of NPPs are essential for future NPP implementation. Basically, the determining factors were spelt out in the previous JST report submitted in February 1982. However, certain modifications have to be made to meet the rapid changes in housing estates.

During our trip to Hougang/Ponggol Estate and Tampines Estate on 4 Jun 84, we noticed the following two prominent changes:

* Hougang/Ponggol Estate

Population in 1984	-	74,700
Population in 1985	-	113,800
<hr/>		
Increase in population	-	39,100
<hr/>		

* Tampines Estate

Population in 1984	-	105,300
Population in 1985	-	133,500
<hr/>		
Increase in population	-	28,200
<hr/>		

As we are aware, a similar phenomenon can also be seen in other housing estates.

- ii Hence, the criteria stated in the JST report in 1982 would not adequately meet the actual circumstances. In the light of the above, we recommend that the following determining factors be added: population, number of households, number of premises, etc.

In Toa Payoh, the average load per NPP is as follows:-

Area	-	0.25 sq km
No. of Households	-	7,126
(Average load per officer is 300 Households)		
Population	-	26,475

This is highly satisfactory and should be used as a guide to determine the number of NPPs for each constituency eg in Hougang/Ponggol Estate, the conditions are as follows:-

Population

1984 : 74,700

1985 : 113,800

Increase in Population: 39,100

A sudden increase in population is envisaged. Hence, taking into account the rapid changes in population, number of households, number of premises etc., more NPPs would be required in each constituency to cope with the changes than the number recommended in the 1982 JST Report.

iii The average load per Koban in Tokyo is as follows:

Area - 0.96 sq km

No. of households - 4,524

(Average load per officers is 500 households)

Population - 10,492

Based on this, a total of 989 Kobans were established. (as of Jun. 1984)

vi The criteria for establishing the Kobans in Tokyo are as follows:

* No. of households

* Population

* The extent of crowd at railway station

* Busy street where restaurants, department stores, etc., are located.

* Estimate of crime rate

* No. of crimes, traffic accidents, disasters, etc.

* Vital installation

* Others

The general criteria for establishing the Kobans are as follows:

* Location of Koban

- Busy street, future town centre, junction of the roads, railway station, etc.

* Jurisdiction area

- Above 1 sq km

* Distance between 2 Kobans

- Above 1 km

* Population

- Above 12,000

* Crime rate

- Above 230 cases per year

* Traffic accident rate

- Above 45 cases per year

v The procedures to determine a Koban in housing estates in Japan are as follows:

- o To grasp the construction plan as early as possible.
- o To predict the future development of the neighbourhood.
- o Once decided, liaison should be carried out with the related housing estate's construction company (involved from the design stage if Koban is to be set up in the building).
- o Subsequently, requests for budget will be submitted to the Tokyo Metropolitan Government. The Metropolitan Police Department will normally submit the plan about five to 10 years in advance.

vi Ideally, in Tokyo, the Koban implementation plan in housing estates will always keep pace with the development plan of that estate. The Koban starts its operation once some people have moved in. Furthermore, the following Koban activities will be carried out right from the inception of its operation:

- o To give crime prevention advice, to distribute Residential Index to the residents and to carry out other publicity activities.
- o To advise the residents on crime prevention, traffic safety rules and handling of disasters, etc.
- o To provide counselling service and various referral services.
- o To perform foot and vehicle patrol. Also to visit houses with residents.

vii For Singapore, we also suggest that the NPP system should be implemented according to the physical development of the area concerned. Fully-developed HDB estates should be given first priority. Subsequent priority should be given to HDB areas where future development plans are concrete and of sufficient

details. As we are aware, it will be more cost-effective to coincide the NPP building plan with the construction plan of that area. However, we would also like to suggest that if the abovementioned target cannot be met, temporary NPPs should be erected as a stop-gap measure. The early inauguration of NPPs will help to provide the new residents with various services and crime prevention activities right from the beginning. It is imperative that NPPOs should act at once in time of need as this will definitely enhance the reliable image of NPPOs.

b Obtaining of qualified personnel

- i Winning the public trust and creating friendly image are the two important aspects of the NPP system. Needless to say, a major premise for the success would be to select high quality and trustworthy officers to perform the NPP duties. To meet this, it is essential to recruit the right qualified personnel. As a criterion, applicants with high academic qualifications should be given preference. Furthermore, the recruitment should be carried out when recession has not been fully recovered as usually the recovery will make the recruitment more difficult.
- ii Taking into account the manpower problems, we suggest that NPPOs be recruited and trained early, at least one year prior to the actual implementation. The early manpower establishment will help to raise the operational efficiency.
- iii As a matter of fact, the NPP system is labour-intensive. Operationally, the overall manpower requirement as recommended by JST in 1982 is to be retained for effective NPP implementation.

c Training for newly recruited officers

As we are aware, the NPPOs in the evaluation phase were all specially selected, all with at least five to seven years of experience. On top of this, they went through a five-week specialised NPP course. Hence, they can perform NPP duties perfectly. Despite the incorporation of the NPP programme in the training curriculum for the newly recruited officers, they may not be that tactful in dealing with the public, eg, during house visits. To improve this situation, we suggest the following:

- i The OCs NPPs, Sgts NPPs, etc., in Toa Payoh should be invited to the Police Academy to give talks on their NPP experience to the newly recruited officers.
- ii In order to lessen the fear of new officers and make them more confident in NPP duties, NPP attachment (about one to two weeks) should be incorporated in the basic training.

d Police questioning and shortening of screening time

At present, there is only one computer terminal installed at COR for screening. Constant jamming of lines results in longer screening time. The following screenings were observed on 30 May 82 during the second shift :

Screening time for suspect - 2 min 30 sec
Screening time for vehicle - 8 min

The provision of additional computer terminals will improve screening time.

e Upgrading of overall performance

There is a Japanese slogan, 'Perfect clearance, zero crime'. That is to say, a perfect apprehension of criminals will lead to a crime-free society. In Japan, patrol officers are responsible for clearing 69.7% of the penal code offences "In Singapore, it is important to emphasize the fostering of police-public relations in the initial stages of the NPP System. The fostering of good police-public relations is a great achievement in moving towards the ultimate objectives is prevent crime and apprehend criminals. In the long term, NPPOs will find it easier to apprehend criminals and prevent crime with better public trust and support .

f Analysis of opinion survey

To gauge more comprehensively and objectively the impact of the NPP system on residents, a Public Opinion Survey was conducted and being analysed by lecturers from the National University of Singapore. The result should be analysed as early as ~~early as~~ possible to ascertain the actual public response and consciousness, and to provide valuable information for future NPP implementation.

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