

# Jamaica Constabulary Force

Transformation To Meet the Challenges Of The 21st. Century

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**THE JAMAICA CONSTABULARY FORCE:  
TRANSFORMATION TO MEET  
THE CHALLENGES OF THE 21<sup>ST</sup> CENTURY**

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**Volume VI**

**ECONOMIC DEVELOPMENT INSTITUTE  
Information Booklet Series II  
June 2003**

**GLOBAL THINKING RESEARCH & DEVELOPMENT**

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## **THE ECONOMIC DEVELOPMENT INSTITUTE**

"The essence of the knowledge is, having it, to apply it; not having it, to confess your ignorance. Ignorance is the night of the mind, but a night without moon or star".

Confucius.

"It is not the degree that makes a great man; it is the man that makes the degree great"

Nicoli Machiavelli.

The Economic Development Institute under the theme **Global Thinking Research And Development** was established in 2001. We are group of past students of the University of the West Indies living in and outside Jamaica. We came to the realization from when we were on the Mona Campus that in the **Information Age** we live in, successful people are those who have access to information. We formed a group to share in this **New Way of Thinking** and found it fruitful to our endeavours . Unfortunately, we had to restrict our information bases in many cases as our lecturers and tutors deemed it fit to remain in a vacuum of limitation with regards to the evolution of the **New Information Paradigm**. We were clearly ahead of our time. We have developed this new product called the **Information Booklet Series (which there is a need for)**, the product provides **information on topical issues** in the areas of Management, Sports, Information Technology, Public Administration, Information and Communication, Economics, Economic Development, Social Development, Legal Education, Industrial Relations at competitive prices. We have kept it simple so that all can understand and appreciate. As such, we do not regard them as theses on the chosen areas and they do not seek academic recognition, however they do meet WIPO (World Intellectual Property Organization) Standards. We hope you will find the following informative and instructive and as usual your comments would be appreciated.

**Peter W. Jones**  
**Executive Director**

## **INTRODUCTION**

If there is one single expectation of Government, which we share throughout our lives, it is security and protection. This is one of the most basic functions of all forms of Government throughout the ages.

This policy paper, inevitably concentrates on those aspects of reform, which are primarily matters for the police. However, we approach radical change not from the standpoint of those delivering the service, but from those reliant on it.

We want to look at the way in which we can substantially improve the standard, reliability, consistency, and responsiveness of the service. Jamaicans of all ages are sick and tired of anti-social thuggish behaviour. They are fed up with hearing that ‘nothing can be done’ or ‘if only’ someone else would do something, then ‘we might be able to help’.

Our task is clear. We want to prevent, detect, apprehend, and convict the perpetrators of crime. We need and should have a process that enables those undertaking the basic task of protecting our homes, our streets, and our persons, to do the job more effectively. Whether in dramatically slimming down bureaucracy and reassigning tasks in a way that frees up police officers to do their real job more effectively, or in extending what we are calling the ‘police family’ to engage others in policing, or in adopting more modern techniques: Change must be brought about.

But the challenge of modernisation is to bring about the kind of improvements that are welcomed by everyone – except those more concerned about protecting their comfortable ways of working. The challenge to us is to provide the means which

will enable police officers and support staff to work better, and to do their job free from complicated and time consuming procedures, unnecessary to achieve results or to protect basic rights.

For it is those who are least able to buy their way out of deprived and drug-ridden neighbourhoods, who cannot afford private protection or security checks, who are the main victims of crime. So, for those who care most about human rights, it is the elderly and frail, the intimidated mother with children threatened by drug pushers, and those without a car to visit friends , which should provide the motivation for action and support.

In the end, it will not be the statistics on crime falling, or targets met, but rather the difference felt in the neighbourhood and community itself which will be judge and jury of these reforms. It is time to focus on preventing crime and protecting the victims, and to place the weight of society behind this drive to reform the police.

## **THE JAMAICA CONSTABULARY FORCE<sup>1</sup>**

### **HISTORY OF THE JAMAICA CONSTABULARY FORCE**

The Jamaica Constabulary Force was founded following the 1865 Morant Bay Rebellion, with an establishment of nine hundred and eighty four (984) members under the management of an Inspector General appointed by the British Government. The first reorganisation of this body was in 1948 under the direction of Mr. W. A. Calver of the London Metropolitan Police who, prior to this was asked to conduct an evaluation of the Force. His accepting the job of reorganising the Force along the lines of his recommendations and thereafter to manage it as its Commissioner resulted in many changes among which were, the employment of women as police, the setting up of a Traffic Branch, and the introduction of a formal training program.

Following Independence, the regulations governing recruitments were changed and, today only Jamaican citizens can serve in the Force. However in many respect the structure of The Jamaica Constabulary Force remains unchanged; retaining its semi-military character, with its system of gazetted and non-gazetted ranks.

<p>The Rank Structure of the Jamaica Constabulary Force Week of August 18, 2003</p>		
Rank	Establishment	Strength

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<sup>1</sup> Jamaica Constabulary Force website.

Commissioner	1	1
Deputy Commissioner	3	3
Asst. Commissioner	15	11
Senior Superintendent	30	26
Superintendent	62	60
Deputy Superintendent	141	138
Assistant Superintendent	31	21
Inspector	400	387
Sergeant	1,119	1,095
Corporals	1,802	1,661
Constables	4,896	4,176
<b>TOTAL</b>	<b>8,500</b>	<b>7,579</b>

The Officer Cadre (gazetted rank) that were once drawn from expatriates through direct entry, now comprised of Jamaican Officers who have been promoted through the ranks from constable. The appointment of Colonel Trevor McMillan as Commissioner of Police (1993 - 1996) broke with tradition, he not having any formal Police training prior to his appointment. The current Commissioner of Police is again someone who was promoted through the ranks of the Force.

### **DUTIES AND POWERS OF THE JAMAICA CONSTABULARY FORCE**

The duties and powers of The Jamaica Constabulary Force are defined and set out in Section 13 of the Jamaica Constabulary Force Act, and states:

*“The duties of the Police under this act shall be to keep the watch by day and night; to preserve the peace; to detect crime; apprehend or summon before a Justice, persons found committing any offence, or whom they reasonably suspect of having committed any offence; to serve and execute all summonses, warrants, subpoenas, notices and criminal process issued by any Justice in a criminal matter, and to do and perform all duties appertaining to the office of Constable”.*

The Force is responsible for the maintenance of Law and Order, the prevention and detection of crime, the protection of life and property, the investigation of alleged crime, and the enforcement of all Criminal Laws.

## **MISSION STATEMENT**

*The Mission of the Jamaica Constabulary Force and its Auxiliaries is to Serve, Protect and Reassure the people in Jamaica through the delivery of impartial and professional Services aimed at :*

*Maintenance of Law & Order*

*Protection of Life & Property*

*Prevention & Detection of Crime*

*Preservation of Peace*

*"We Serve, Protect and Reassure with Courtesy, Integrity and Proper Respect for the rights of all."*

## **COMMISSIONER OF POLICE**

The Commissioner of Police is responsible to the Minister of National Security for the Command and Superintendence of the Force. He administers this responsibility in accordance with a chain of command through which all communication and correspondence are normally channeled.

## **POLICE MANAGEMENT GROUPS**

Senior Management groups are also formed to complement the Office of Commissioner. These are organised into activities described as portfolios that are supervised and administered by Deputy Commissioners as follows:

1) Administration and Support Services 2) Operations 3) Crime 4) Special Projects.

A number of Assistant Commissioners, with responsibilities for specific functions, assists the relevant Deputy Commissioner.

## **J.C.F. CORPORATE STRATEGY<sup>2</sup>**

The Corporate Strategy is a five-year Reform and Modernization Program developed by the Jamaica Constabulary Force in collaboration with the British Government, Department for International Development (DFID).

The Program is aimed at creating a paradigm shift in policing from reactive driven to one that is proactive, community based and service oriented.

### **Our Areas of focus are:**

Crime Management

Community Based Policing

Services and Ethics

Traffic Management

Human Resource Management

Financial and Physical Resource Management

Restructuring the Organization

## **CRIME MANAGEMENT**

The goal of the Crime Management Thrust is to reduce the number of murders and other crimes as well as to prevent recurrences by ensuring that the Criminal

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<sup>2</sup> Ibid

Investigation Branch has the requisite investigative capability, supported by adequate operational input.

This will be accomplished through the following initiatives:

1. By placing more emphasis on scientific aid to criminal investigation, e.g. DNA, Ballistic, etc.
2. By overhauling the current recruitment system and training of CIB personnel.
3. By improving the intelligence gathering and dissemination process.
4. By improving Narcotics and Organized Crime Investigation.
5. By equipping and improving the training of CIB Support Services, e.g. Scene of Crime Unit, Photographic Branch, etc.

## **COMMUNITY BASED POLICING**

The goal of the Community Based Policing focus is to achieve organized public support in normal police activities in communities aimed at crime reduction and order maintenance.

This will be achieved by the following:

1. Education - To create public awareness and knowledge staff.
2. Operation - To put in place an organized and effective Community Based Policing Program.
3. Training - To ensure that members of the Force are properly trained to administer the programme.
4. Crime Prevention - To create and promote a proactive approach to crime.

It will be piloted under the theme, "Building Safer Communities Through Partnership".

## **SERVICES AND ETHICS**

The goal of the Services and Ethics focus is to establish more professional and accountable police service that acts with courtesy, integrity, fairness and respect for the rights of all persons.

This will be achieved through the following:

1. The publication of the Citizens' Charter booklet that highlights the standard of service to be expected from the police and where to obtain redress if the rights of members of the public are violated.
2. Improvement in the Service and physical environment at the Guardrooms beginning with six (6) pilot stations in the first phase.
3. Addressing the Organisational Culture through training and evaluation of behavioural patterns that affect the quality of service delivered.
4. Improvement in the quality of investigation and promote transparency in the internal investigation arm of the Force (Internal Affairs Division).

## **TRAFFIC MANAGEMENT**

The goal of the Traffic Management focus is to reduce the number of road accidents, fatalities and traffic congestion through an improved traffic management system.

**This will be accomplished by:**

1. The examination of the road network with a view of making the appropriate adjustments to its structure in order to realise a reduction in accidents and to create safer roads.
2. By informing members of the public and the police on road safety and other traffic management issues.
3. By ensuring that action is taken against violators of the road traffic act.

## **HUMAN RESOURCE MANAGEMENT**

The goal of the Human and Resource Management emphasis is to develop a skilled, professional and motivated workforce to deliver the highest quality service to the public.

**This will be achieved by:**

1. Reviewing the recruitment and selection process in order to raise the calibre of entrants to the force.
2. By addressing training so as to make it more relevant to the demand of the organisation as influenced by the needs of the society.
3. By enhancing the skills and knowledge of members of the Force so as to make them more competent in performing their duties.

**FINANCIAL AND PHYSICAL RESOURCE MANAGEMENT**

The goal of the Financial and Physical resource Management thrust is to achieve value for money in the acquisition and use of financial and material resources.

**This will be achieved through the establishment of modern:**

- 1) Budgeting and cost control system.
- 2) Police vehicle fleet management.
- 3) System of purchasing, storage, distribution & use of material resources.
- 4) System for the management of police buildings and land.
- 5) Equipment maintenance systems.

**RESTRUCTURING THE ORGANIZATION**

The goal of the Restructuring The Organisation focus is to build an organisational structure that will support the delivery of high quality service to the public.

This will be achieved by:

- Reviewing the role and function of the top management of the Force.

- Addressing divisional primacy: giving divisions the necessary resources and autonomy to make decisions that will support policing strategies.
- Reviewing the role and function of the quality control and monitoring unit (Inspection Branch).
- Reviewing the role and function of the island Special Constabulary Force and District Constables.
- Improving the Internal Communication Process to ensure that information flows systematically and efficiently through the organisation.
- Introducing a modern Management Information System that will facilitate accurate and timely dissemination of information.

## **CASE STUDIES:**

### **THE NEED FOR POLICE REFORM: A NEW STRUCTURE FOR POLICING IN JAMAICA<sup>3</sup>.**

#### **THE ROLE OF THE MINISTER**

The Minister with responsibility for National Security of the Nation must be answerable to the Parliament and the public for the provision of an efficient and effective police service.

#### **MINISTER'S PERFORMANCE**

- 1) The Minister will set strategic direction for the service by objectives, or Ministerial Priorities. These Priorities represent the major public concerns, which the service should be tackling nation-wide. They are designed to concentrate efforts to improve performance in these key areas and are selected after consultation with representatives of police authorities and chief officers.
- 2) Monitors performance by means of the Ministerial Priorities and associated performance indicators, policing plans, annual reports.

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<sup>3</sup> HMSO 2001, Policing A New Century: A Blueprint For Reform

## **FUNDING**

The Minister is answerable to Parliament for expenditure on the police service.

The Minister will determine the total grant and its allocation to police authorities, using a funding formula.

The police funding formula allocates money to forces on the basis of assessment of the relative needs for policing in their areas. The formula is based on an analysis of the activities carried out by the police and socio-economic data.

Allocated funds are paid directly to police authorities.

Police authorities are responsible for setting the budgets and can raise extra tax should they wish to spend above the level assessed as necessary for their area.

In addition, local councils are free to contribute extra funds to police authorities should they wish to do so.

## **PARISH POLICE COMMISSIONERS (PPC)**

PPC's are operationally independent. The PPC is responsible for the direction and control of the force, including civilian staff, and financial management .

## **PARISH POLICE COMMISSIONERS (PPC) RESPONSIBILITIES**

Prepares a draft annual policing plan, in consultation with the police authority. The annual policing plan is issued by the police authority.

Must have regard to the annual policing plan in management of operational policing, but may depart from it if operationally necessary and may expect to be called upon by the police authority to explain any significant departure.

Produces a report to the police authority at the end of each financial year on the policing of the area during the year.

### **THE ASSOCIATION OF PARISH POLICE COMMISSIONERS (APPC)**

The membership will be comprised of police chiefs and assistant chiefs.

The association will have the role in developing policing policy, carrying out research and publishing guidance for Chief Officers.

The association will be funded by a combination of grants from the Ministry of National Security, Contributions, Subscriptions and Annual Fundraisers.

### **PARISH POLICE AUTHORITIES (PPA)**

Parish Police authorities will be freestanding corporate bodies, independent and separate from local councils.

The composition of the PPA will be as follows:

5 Councillors from the parish, 3 Magistrates and 5 Independent members.

*The Minister may increase the size of the police authority if appropriate.*

*Councillor members must always comprise a majority of one, and if an increase is agreed, the number of independent members must also be increased.*

The appointment of the members will be for a period of 4 years

Councillor members are appointed by the relevant council.

Appointments must ensure, as far as practicable, that political parties are represented on the police authority so as to reflect the proportion of their members on the council or councils (including independent councillors).

Magistrate members are appointed by the local magistrates panel or Magistrates' Courts Committee.

The role of the Parish Police Authority (PPA) is to maintain an efficient and effective police force for the area.

Specific responsibilities will include but not limited to:

Consulting the local community about their concerns, to identify local objectives

Setting targets to support local objectives and Ministerial priorities.

Publishing an annual policing plan setting out how the community will be policed in the year ahead – including how objectives are to be met and how available resources are to be used. The plan is drafted by the Parish Police Commissioner, who must be consulted about any changes to the draft, but ownership of the plan rests with the police authority.

Reporting back to the community at the end of the year on the extent to which the annual plan has been delivered.

Securing, under Best Value, a continuous improvement in the provision of police services. Producing a Best Value performance plan, incorporated in the annual policing plan, sets out a programme of Best Value reviews by which authorities must review fundamentally the performance of all services over a five-year period.

The Code of Practice on Financial Management to encourage police authorities to delegate financial management to the Parish Police Commissioner.

## **THE ASSOCIATION OF POLICE AUTHORITIES**

The Association of Police Authorities (APA) to be set up to represent police authorities in Jamaica and to strengthen and support the role of police authorities locally.

The APA represents police authorities in consultation on police matters, and supports police authorities in their work by providing training, publications and research.

The APA will be funded by subscription from member authorities.

## **STANDARDS UNIT**

The Standards Unit will exist to deliver the Government's commitment to raise standards and improve operational performance in the police and in crime reduction generally in order to maintain and enhance public satisfaction with policing in their area.

Its core objective will be to identify and disseminate best practice in the prevention, detection and apprehension of crime in all forces in order to reduce crime and disorder as well as the fear of crime.

The Unit will operate as follows:

Work with forces and Command Units to ensure the most effective use of intelligence, detection and successful prosecution procedures.

Identify Units or forces performing below their best, based on reports, statistical information, or particular cases of concern.

Engage directly with the Units or force to establish the nature of the problems, the extent to which best practice may be lacking, and the remedial action required.

Engage similarly with other local agencies to ensure their effective contribution, including through Crime and Disorder Reduction Partnerships, where it is apparent that this is the key to police success in tackling crime and disorder at force level and below.

Identify where in exceptional circumstances combined cross cutting measures engaging other agencies are required to focus on and achieve early change within a specific geographic area or unit boundary.

Have a capacity to provide short term funding to support the remedial action it has identified and which could not otherwise be undertaken.

Identify issues which raise policy, technical or legal questions for the Ministry of National security to address.

## **THEORY OF COMMUNITY POLICING**

The theory of community policing is based on normative sponsorship and critical social theory. Normative sponsorship theory declares most people are of good will and willing to cooperate with others to satisfy their needs<sup>4</sup>. It proposes that a community effort will only be sponsored if it is normative (within the limits of established standards) to all persons and interest groups involved. One of the major considerations when attempting to initiate community development is to understand how two or more interest groups can have sufficient convergence of interest or consensus on common goals to bring about the implementation.

Each group involved and interested in program implementation must be able to justify and, hence, legitimize the common group goal within its own patterns of values, norms, and goals. The more congruent the values, beliefs, and goals of all participating groups, the easier it will be for them to agree on common goals. The participating groups, however, do not necessarily have to justify their involvement or acceptance of a group goal for the same reason.

In community policing, critical social science is practiced and it assists police and citizens to gain an understanding of the quasi-causes of their problematic situation, which aid citizens to solve their own problems.

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<sup>4</sup> Sower, C.(1957). *Community involvement*. Glencoe, IL: Free Press.

## **CORE IDEAS OF CRITICAL SOCIAL SCIENCE**

Critical social science is defined by Fay<sup>5</sup> as practical social science that inspires people to become socially active to correct their socio-economic and political circumstances that they might have their expressed unmet needs satisfied.

Fay discusses three core ideas of critical social science: enlightenment, empowerment and emancipation.

Enlightenment educates people about their particular problematic situation and their potential capacity to change their situation in order to satisfy their unmet needs. Enlightenment is achieved through reflection, discussion (communication) and determination of the "quasi-causes" of their problematic social condition.

Aristotle's view of politics is relevant to enlightenment. In the Aristotelean view, the process by which policy decisions are made is emphasized as of primary importance. This refers to the deliberate efforts of people to order and direct their affairs and activities, to establish goals for their society, to implement plans towards these goals, and to evaluate the achievement of the goals. What is most significant in this form of politics is citizens involvement in establishing and administering the laws of their community. In other words, a people can only be free if they participate in decision making in the matters that affect them; one is free if one is self-determining. This type of political life reveals to people who they themselves are and who others are.

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<sup>5</sup> Fay, B. (1987). *Critical social science: Liberation and its limits*. Ithaca, NY: Cornell University press.

Political decisions made by a group of technically trained experts are an enigma to the classical, Aristotlean view of politics. According to Fay, to turn over political decisions to the "experts" is to lose an important and essential part of freedom, and it most often results in the rule of autocrats with the "correct" solutions.

The Socratic model emphasizes self-reflection toward self-knowledge. As stated by Bernstein<sup>6</sup>, it is through a process of dialogue that participants achieve self-knowledge and self-reflection, which are not only therapeutic, but effect a cognitive, affective, and practical transformation toward autonomy and responsibility. It must be noted, however, that it is necessary to have "true" dialogue towards this purpose; that is, unrestrained communication must be allowed and fostered by the social and political institutions of the society. There must also be an agreement among participants of the dialogue on the meaning of the words, gestures and symbols used in the dialogue and communications process. True communication is based on a shared understanding of the language used to convey messages.

Empowerment is considered by Fay as "a practical force" which stimulates a people to take action which is meant to improve their social condition. The social actions taken by the recipients of the expected positive results. It is not the "expert" who decides the action to be taken to improve others' quality of life. It is the recipient of the service that makes the determination.

Emancipation is liberation resulting from social action. That is, a people become emancipated, through their reflection and their own social action, from an

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<sup>6</sup> Bernstein, R. J. (1976). *The restructuring of social and political theory*. Pennsylvania: The University of Pennsylvania Press.

oppressive, problematic, social situation. As a group, they rationally and freely determine the direction of their own lives by changing and improving their situation. Bernstein interprets Habermas as stating that the experience of emancipation is the result of critical insight, through self-reflection, into the relationships of power, so that "quasi-causes" can be determined and remedied.

### **THE THREE PRIMARY PHASES OF THE PRACTICE OF CRITICAL SOCIAL SCIENCE**

Discourse, enlightenment and theory-induced praxis (practice-as distinguished from theory of an art or science) are the three phases of critical social science, as listed by Bernstein. Communicative action, both verbal and non-verbal, is based on a consensus that is taken for granted. Discourse is communication that results from this consensus being disturbed or disputed. Discourse, or the sharing of differences of opinions and beliefs, assists in testing the various claims of truth. Discourse produces arguments and it is in argumentation that claims are examined and challenged. The goal of discourse is an "accepted" consensus, something most people can live with and work towards.

#### **Enlightenment and Theory Induced Practice**

The second phase of critique is enlightenment, which is initiated by the reflection or discourse of a group of people. Action is the goal of self-reflection and the social action is meant to apply and test theories gained in the enlightenment. Theory induced practice or action is the third phase of critical social science. In other words, people debate about the causes of their problems, gain new information through a sharing of thoughts and opinions, decide as a group on a theory of causation of their problems, which in turn directs them toward social action that is directed toward change of their social and political circumstances.

This is all carried out with the expressed goal of solving their problems and meeting their heretofore unmet needs.

**Evaluation.**

Both normative sponsorship theory and critical social science incorporate the concept of evaluation of the results of the social action implemented. This confirms that the goals are met or that new activities are required if the goals are not met. The evaluation also confirms or rejects the critical social "theory" that induced the social action. Critical social science is a dynamic process and requires constant feedback from the social actors to evaluate the results and determine if new or different action should take place.

**The Role of the Critical Social Scientist.**

In the critical method of science, the educative role is as important as the expert role and, in fact, the expert role of the scientist is dependent on the educative role. Critical science speaks to the actors which it studies, it allows the subject/object of the study to have input and define their own goals and desired social conditions, and to plan for themselves the social action they deem necessary they must take to solve their problems, achieve their goals and satisfy their needs, as defined by themselves. The critical scientist attempts to facilitate the actors through communication to solve their own problems.

**DEFINITION OF COMMUNITY POLICING**

Community policing is defined as any method of policing that includes a police officer assigned to the same area, meeting and working with the residents and business people who live and work in the beat area. The citizens and police work together to identify the problems of the area and to collaborate in workable resolutions of the problems. The police officer is a catalyst, moving neighborhoods

and communities toward solving their own problems, and encouraging citizens to help and look out for each other.

To be successful, community policing requires the total commitment of the big five; the police, citizens and subgroups like business, media, political leaders and social service agencies and other institutions of the community. It is proactive, decentralized and personalized; it is full-service and works toward the goal of removing predators from the streets and solving long-term problems by dealing with the causes, not just reacting to the symptoms.

Community policing is based on the joint effort of citizens and police toward solving neighborhood problems which in turn satisfies the expressed needs of citizens and enhance the residents' quality of life. The role of the community police officer is equivalent to the role of the critical social scientist, the facilitator and catalyst of problem solving activities. Through self-education and educating the residents, the officer plays both the expert and educator role without forcing the expert opinion upon the residents. The community policing officer assists the residents by meeting with them individually and in groups in hopes that communication will lead to some consensus of accepted action will be agreed upon and implemented by the residents. The major considerations in community policing are: citizen input into defining problems to be solved, citizen involvement in planning and implementing problem solving activities, and citizens determining if their felt needs have been met. Community policing is critical social science in action and is based on the assumptions of normative sponsorship theory.

## **THE TRANSITION TO COMMUNITY POLICING<sup>7</sup>**

It is difficult for police to convert their long-standing practice of delivering traditional law enforcement to the often ambiguous and ill-defined philosophy of community policing. Many police employees cannot clearly articulate community policing or the implication to their department. The same difficulty arises when the officer attempts to apply community policing to their individual roles and responsibilities. Without a clear definition or specified model, police organizations often mimic community-policing programs used by others. This may include bike patrols, the assignment of neighborhood officers, special programs, and a host of other activities that enhance the department's visibility. The extent of community policing practice varies considerably and no single standard illustrates superiority and signifies excellence. Resolving job performance issues, while determining acceptable behavior under community policing and conceptualizing how it all coincides with the public's demand for service, is perhaps the most resistant of factors to overcome.

## **THE PRINCIPLES OF ORGANIZATIONAL CHANGE**

When the decision to implement community policing is made, the department's chief should insure that planned change is well thought out, carefully constructed, and includes substantial employee input and discussion. Changing an individual's belief in something influences organizational behavior. A person's beliefs are a combination of his or her values, knowledge, and expertise. This means that individuals see the world through their belief systems and take action according to these views. Learning takes place and change can occur when people review the

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<sup>7</sup> Richard C. Lumb, Ph.D. **Understanding Police Organizational Transition to Community Policing**

consequences of their actions and learn from these experiences. Thus, if an individual believes that community policing is of value to him or her, the organization, and the community, change will occur. In support of this philosophy, Kurt Lewin's<sup>8</sup> twelve principles of adult learning and adaptation to one's environment aid the change process. Seven of these principles have direct application to organizational change, in this instance the move from traditional to community oriented policing or community problem solving policing.

**PRINCIPLE 1:**

*Effective learning will influence the learner's cognitive (thinking) structures, attitudes, feelings, values, perceptions, and behavioral patterns.*

Changing how officers provide service includes changing their thinking, feelings, and performance, blending new methods into existing measures of practice. This includes providing staff with full information, including them in change planning, insuring they understand the necessity for change, and providing each individual with future performance expectations.

**PRINCIPLE 2:**

*People will believe more in knowledge they have discovered themselves than in knowledge presented by others.*

Assigning individuals the task of determining how other agencies function under a community-policing model, the effects of change on the organization, their successes and failures, etc., leads to a greater comfort level. After determining relevant facts, the individual applies this information to his or her agency and

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<sup>8</sup> Johnson, D., and Johnson F. (1991). Joining Together: Group Theory and Group Skills. rev. ed. Englewood Cliffs, N.J.: Prentice Hall, 1991.

weighs out the benefits and drawbacks involved. Following this assessment, the individual will be able to judge the value of community policing to their respective agency. Hopefully it will be positive and relevant facts will be shared with others in the organization.

### **PRINCIPLE 3:**

*Learning is more effective when it is an active rather than a passive process.*

When a person can determine the value of a practice, theory, or concept they understand it more thoroughly. Understanding relates to past knowledge and past learning, which when combined, the longevity of retention and application is extended. Another way of saying this is, until applied and used in one's daily work, most concepts, practice, and theory is not completely understood. Determining ways in which staff can "use" and apply new ideas and practices stands a stronger chance of regular use, even becoming acculturated into the daily life of the individual. Training in community policing (COP) and community problem oriented policing (CPOP) must include real application and experience if we expect it to become habit.

### **PRINCIPLE 4:**

*Acceptance of new ideas, attitudes, and behavioral patterns cannot be brought about by a piecemeal approach. One's whole cognitive, affective, and behavioral system has to change.*

Interconnected, all three elements act as a whole rather than separate parts. When trying to bring about individual change, training and education must simultaneously address the learner's feelings, behaviors, and thinking, as each is related to the other. Consistency, clarity of the message, and intent are woven

together to provide the individual with all necessary information. This allows the person to rationalize their choice, find commonality and benefit from change, and the ability to determine how it will improve and support current modes of practice and service delivery. COP/CPOP dribbled out over a period of months never takes shape, leaving individuals to practice what they know best, which brings a false sense of comfort. With the decision to proceed, all aspects of change must be thoroughly planned and executed. Staff must have the benefit of complete knowledge and background before asking them to engage in personal and organizational change.

**PRINCIPLE 5:**

*It takes more than information to change ideas, attitudes and behavioral patterns.*

Merely telling staff that COP/CPOP will become the department's way of conducting business assures failure. It goes beyond providing a rationale for change or providing reading material. The majority of employees will attempt to assimilate what change means to their job, evaluation, assignments and other components that impact on the delivery of police service. Examples of how COP/CPOP will reduce crime and allow officers to spend their time more wisely, points out the benefits and obstacles that will be encountered and resolved. Once provided with sufficient information to understand the new concept, officers should reflect, discuss, and report the benefits of making a change. Plans for accomplishing the adoption and practice of COP/CPOP must include a broad section of the department, as those who are engaged in the planning and decision-making become stakeholders, thus increasing the likelihood of success.

**PRINCIPLE 6:**

*Behavior changes will be temporary unless the ideas and attitudes underlying them are changed.*

Telling employees that the department has adopted either the COP or CPOP philosophy and that all personnel will begin to use these practices, has little to no effect when it applies to enthusiasm and long-term adoption of the concepts. It is necessary to change individual attitudes and ideas, instill practice with belief and encourage a willingness to participate and follow the new way of conducting business. Longevity depends on not only organizational commitment and support; it is also about each individual's willingness to make the transition to conducting business and delivering services using the COP/CPOP model.



**PRINCIPLE 7:**

*Changes in perception of oneself and one's social environment are necessary before changes in ideas, attitudes, and behavior will take place.*

Staff must believe they are capable of behavior that is appropriate to situations in which they find themselves. One's self-perception serves as a guide to your personal beliefs and resulting behavior in the work environment. Traditional law enforcement is comfortable to the experienced officer and switching to a new program, something as ambiguous as COP/CPOP, often meets with resistance. Convincing officers of the benefits of COP/CPOP is a hard sell, but when successful, the rewards are outstanding.

**CONCLUSION**

Changing individual behavior and organizational tradition is a difficult and sometimes impossible task. With the decision to implement change, steps must be taken to ease the process and reduce the extent of employee anxiety. Employees should participate in change planning, contribute ideas and suggestions, and explore the implication of change on the tasks they perform as part of their job. The urgency to implement a new idea often overshadows taking sufficient time to include employees in the process.

Today's police officer is often torn between the old style of traditional law enforcement and the newer community-policing model. If employees were allowed to participate in the planning process and provide feedback from the beginning, implementation of community policing would be easier to achieve. Challenges in implementing COP lie ahead, but we will be better prepared to address them if we but pause for a moment and organize how we will address future change initiatives. To do less is to invite failure.

## **THE ROYAL CANADIAN MOUNTED POLICE (RCMP)<sup>9</sup>**

### **OVERVIEW**

The Royal Canadian Mounted Police is organized under the authority of the RCMP Act. In accordance with the Act, it is headed by the Commissioner, who, under the direction of the Solicitor General of Canada, has the control and management of the Force and all matters connected therewith.

The Royal Canadian Mounted Police enforces throughout Canada laws made by, or under, the authority of the Canadian Parliament. Administration of justice within the provinces, including enforcement of the Criminal Code, is part of the power and duty delegated to the provincial governments. The RCMP provides police services under the terms of policing agreements to all provinces (except Ontario and Quebec), Yukon and Northwest Territories, and under separate municipal policing agreements to 199 municipalities.

### **REGIONAL MANAGEMENT SYSTEM**

In 1996, the RCMP began moving towards a more regional management system under the direction of deputy commissioners. Four regions were developed: Pacific, Northwestern, Central and Atlantic. This change ensures there is greater grass-roots involvement in decision-making and also allows the RCMP to invest more resources into frontline services.

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<sup>9</sup> Safe Homes, Safe Communities, [www.rcmp-grc.gc.ca](http://www.rcmp-grc.gc.ca)

Under the Commissioner, operational direction is provided by Deputy Commissioners in charge of:

- Atlantic Region (Halifax)
- Central Region (Ottawa)
- North West Region (Regina)
- Pacific Region (Vancouver)
- Operations
- National Police Services
- Corporate Management and Comptrollership
- Strategic Direction

## ORGANIZATIONAL STRUCTURE

<b>ORGANIZATIONAL STRUCTURE OF THE RCMP</b>	
COMMISSIONER	
Deputy Commissioner Central Region	<u>"A" Division National Capital Region</u> <u>"O" Division Ontario</u> <u>"C" Division Quebec</u>
Deputy Commissioner Atlantic Region	<u>"B" Division Newfoundland</u> <u>"H" Division Nova Scotia</u> <u>"J" Division New Brunswick</u> <u>"L" Division P.E.I.</u>
Assistant Commissioner National Police Services	<u>Forensic Laboratory Services</u> <u>Information and Identification Services</u>
Deputy Commissioner Corporate Management and Comptrollership	Asset Management Business Solutions Finance Internal Audit Procurement and Contracting
Deputy Commissioner	<u>Strategic Policy and Planning</u> <u>Public Affairs and Information</u>

Strategic Direction	National Communications Organizational Strategy
Deputy Commissioner Operations	<u>Federal Services</u> <u>Protective Policing Services</u> <u>Community, Contract and Aboriginal Police Services</u> <u>Criminal Intelligence Service</u> Technical Operations <u>Criminal Intelligence Service Canada</u>
Deputy Commissioner North West Region	<u>"D" Division Manitoba</u> <u>"F" Division Saskatchewan</u> <u>"G" Division Northwest Territories</u> <u>"V" Division Nunavut Territory</u> <u>"K" Division Alberta</u> <u>"Depot" Division Regina, Saskatchewan</u>
CHIEF INFORMATION OFFICER   Informatics CHIEF HUMAN RESOURCES OFFICER ETHICS ADVISOR	
Deputy Commissioner Pacific Region	<u>"E" Division British Columbia</u> <u>"M" Division Yukon Territory</u>

The Force is divided into 15 Divisions, plus Headquarters, Ottawa. Each division is managed by a Commanding Officer and is alphabetically designated. Divisions roughly approximate provincial boundaries with their headquarters located in respective provincial or territorial capitals (except "A", Ottawa; "C", Montreal; and "E", Vancouver). Air and Marine Services supply support to the divisions. RCMP Depot Division (Training Academy) is located in Regina, Saskatchewan, and the Canadian Police College is located in Ottawa, Ontario.

## **STRENGTH OF FORCE**

The on-strength establishment of the Force as of May 1, 2001, was 20,866. A breakdown of these positions by rank and category is shown below.

## ACTUAL STRENGTH

- Commissioner 1
- Deputy Commissioners 7
- Assistant Commissioners 23
- Chief Superintendents 52
- Superintendents 122
- Inspectors 300
- Corps Sergeant Major 1
- Staff Sergeants 692
- Sergeants 1,532
- Corporals 2,711
- Constables 9,816
- Civilian Members 2,312
- Public Servants 3,632
- **Total 21,201**

## UNITED STATES POLICE STRUCTURE (SUMMARY)<sup>10</sup>

There are approximately 18,760 separate police agencies in the U.S. with approximately 940,275 employees and a combined annual budget of about \$51 billion (year 2000). Although a strict interpretation of the 10th Amendment reserves police powers to the states, both federalism and tradition have resulted in a fragmented police structure at three levels of government: federal, state, and local. This fragmentation is further compounded by the separation of local into two levels: municipal and county. In addition, the majority of states have special agencies separate from their state police or highway patrol, and most metropolitan cities also have special port, transit, causeway, housing, school, and/or capitol police.

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<sup>10</sup> Justice Studies Department North Carolina Wesleyan College Dr. Tom O'Connor

## FEDERAL AGENCIES

There are approximately 60 different federal police agencies, and the Big 8 reside in either Justice or the Treasury Department. Defence, Interior, State, and Agriculture also have police agencies, and a few of them are listed here. There are also about 13 intelligence agencies that can be counted as law enforcement, if you like, along with military police, who can also be counted.

The Justice Dept. was created in 1870, and is responsible for enforcing laws passed by the U.S. Congress (federal crimes). Its 4 primary agencies are listed below with the FBI as the largest and Border Patrol as the fastest growing. The Treasury Dept. was established in 1789 and its enforcement function revolves around the collection of revenue. Its 4 primary agencies are also listed below with Customs as the largest.

<b>THE BIG 8 FEDERAL POLICE AGENCIES:</b>				
<b>JUSTICE DEPT:</b>	<b>DEA</b>	<b>FBI</b>	<b>INS-Border Patrol</b>	<b>U.S. Marshals</b>
<b>TREASURY DEPT:</b>	<b>ATF</b>	<b>Customs</b>	<b>IRS</b>	<b>Secret Service</b>

Other federal: U.S. Postal Inspectors, 2nd Unofficial site for Border Patrol, U.S. Forest Service, U.S. Fish and Wildlife Service, National Park Service, U.S. Park Police, Bureau of Prisons, Administrative Office of the U.S. Courts, U.S. Capitol Police, Environmental Protection Agency, National Security Agency, Federal Trade Commission, Diplomatic Security, Indian Affairs, GSA-Federal Protective Services, and Amtrak.

## STATE, COUNTY AND MUNICIPAL AGENCIES

There are 26 agencies called Highway Patrol and 23 agencies called State Police (Hawaii doesn't have a state police agency per se, but a Department of Public

Safety). The first State Police were the Texas Rangers (1835), the Colorado Mounted Rangers (1861), the Arizona Rangers (1901), and the New Mexico Mounted Police (1905), but the Pennsylvania Constabulary (1905) are usually recognized as the first full-service, non-volunteer agency. Highway Patrols usually but not always limit their authority to patrolling state and federal highways. State Police function much the same as local agencies but with statewide jurisdiction and state crime labs. Highway patrol states also have state crime labs, but under a different umbrella structure.

Thirty-five states have additional agencies with police or investigative powers. These "limited purpose" agencies have familiar acronyms like ABC (Alcohol Beverage Control), DCI (Dept. of Criminal Investigation), DMV (Dept. of Motor Vehicles), or SBI (State Bureau of Investigation). Where these agencies exist, they often share power with their state police counterparts under an umbrella organization such as a Department of Public Safety (DPS), a Department of Law Enforcement (DLE), or a State Dept. of Justice (DOJ).

When people think of County law enforcement, they usually think of a Sheriff's Office, and there are about 3,100 sheriffs in the U.S. Most of them are elected officials who exercise political control and influence and go to a County Board for money. Some counties (like Orleans Parish in Louisiana) have two sheriffs: one criminal and the other civil. Sheriffs, in general, have other duties besides law enforcement, such as running a jail, collecting taxes, serving papers, and courthouse security. A contract system also exists where cities contract with the Sheriff's Office for police services.

Not all counties have Sheriff's Offices. Some, especially the larger ones, have County Police Departments run by a Chief of Police. Other places where a particular town has grown large and taken up practically the whole county have consolidated city and county departments. When such cases occur, there are usually funding problems in continuing to maintain the Sheriff's Office, the workload has become too much for the Sheriff, or county officials want to exert more power over law enforcement. Some counties have BOTH a Sheriff's Office and a County Police Department. Some places have NO county law enforcement.

There are more municipal police departments (over 15,000) in the U.S. than any other kind of agency, and this number includes transit, school, and housing police. There are about 800 departments that have only one officer, but NYPD is in a class by itself with about 40,000 regular officers and 13,000 special purpose transit, school, and housing officers (see NY). A complete list of ALL "special purpose" police agencies would include animal cruelty, beach, harbor, hospital, housing, port, railroad, sanitation, school, transit, and transportation authorities. These are usually separate municipal-level agencies, and should not be confused with specialized units belonging to a single department, such as airborne, band, bicycle, bomb, DARE, detective, forensics, gang, graffiti, HAZMAT, intelligence, internal affairs, K9, marine, motorcycle, mounted, narcotics, operations, organized crime, sex crimes, SWAT, or traffic.

The vast majority of municipal departments are small, having 10 or fewer officers. The great number of these "micro" agencies helps keep the average size of all police departments in America around 25 sworn officers, not counting civilians, a measure of police strength (counting the civilians is a measure of professional growth). Larger, "macro" agencies with 1000 officers or more usually have

specialized units, such as Crime Analysis and the occasional profiler unit. More "medium" to "large" sized agencies with 26-999 (average 150) officers usually maintain extensive order maintenance functions assigned to municipal "peacekeeping" agencies in general. Training to become a city or county police officer consists of attending a municipal police training academy which usually has an extensive curriculum like the BLET in North Carolina. There are also about 1000 campus law enforcement agencies in the U.S.

### **POLICE AGENCIES BY RANK**

Rank:	State Agency:	Size:	County Agencies:	Size:	Major Cities:	Size:
1	<b>North Dakota HP</b>	600	<b>Cass County S.O.</b>	65	<b>Bismark Fargo Grand Forks Mandan Minot</b>	400 500 350 75 200
2	<b>Maine SP Mega-Site</b>	530	<b>Oxford County S.O. Sagadahoc Co. S.O.</b>	48 50	<b>Augusta Bangor Kennebunk Portland</b>	56 100 150 57
3	<b>New Hampshire SP</b>	440	<b>Hillsborough Co. S.O.</b>	300	<b>Amherst Concord Gilmanton Keene Laconia Manchester Merrimack Nashua</b>	50 300 50 59 31 275 200 300
4	<b>Iowa DPS</b>	860	<b>Pocahontas Co. S.O.</b>	21	<b>Cedar Rapids Council Bluffs Davenport Des Moines Sioux City</b>	300 225 400 720 650
5	<b>Minnesota DPS</b>	1100	<b>Lesueur County S.O. Olmsted County S.O. Steele County S.O. Winona County S.O.</b>	150 225 275 180	<b>Duluth Minneapolis Rochester St. Cloud St. Paul</b>	650 1200 325 210 1000

6	<b>Nebraska HP Mega-Site</b>	890	<b>Douglas County S.O. Jefferson County S.O. Lancaster County S.O.</b>	150 250 80	<b>Aurora Bellevue Lincoln Omaha Scottsbluff</b>	40 100 375 900 200
7	<b>South Dakota HP</b>	600	<b>Meade County S.O.</b>	30	<b>Aberdeen Pierre Rapid City Sioux Falls Sturgis</b>	130 200 125 200 75
8	<b>Wisconsin SP</b>	800	<b>Brown County S.O. Dane County S.O. Kenosha County S.O. Racine County S.O. Waukesha Co. S.O. Wood County S.O.</b>	130 100 120 120 110 100	<b>Fond du Lac Green Bay Greenfield Kenosha Madison Milwaukee Oshkosh</b>	175 250 115 275 400 2700 115
9	<b>Oregon SP</b>	850	<b>Benton County S.O. Douglas County S.O. Marion County S.O. Multnomah Co. S.O. Washington Co. S.O.</b>	120 130 110 300 170	<b>Eugene Medford Portland</b>	350 200 900
10	<b>Utah DPS</b>	650	<b>Duchesne Co. S.O. Emery County S.O. Salt Lake Co. S.O.</b>	120 100 350	<b>Moab Ogden Provo Salt Lake City</b>	15 350 325 1000
11	<b>Massachusetts SP</b>	2300	<b>Berkshire County</b>	50	<b>Bolton Boston Fall River Lowell Pittsfield Salem Springfield Worcester</b>	15 2600 25 240 200 275 300 250
12	<b>Hawaii DPS</b>	700			<b>Honolulu Maui</b>	2600 300
13	<b>Delaware SP</b>	500	<b>New Castle County PD</b>	300	<b>Dover Rehoboth Beach Wilmington</b>	450 120 200
14	<b>Montana HP</b>	650	<b>Gallatin County S.O. Yellowstone Co. S.O.</b>	70 75	<b>Billings Butte Great Falls Helena</b>	200 350 300 120

					<b>Livingston</b> <b>Missoula</b>	80 70
15	<b>Vermont DPS &amp; Mega-Site</b>	500	<b>Windham County S.O.</b>	150	Burlington <b>Colchester</b> <b>Dover</b> Essex <b>Hartford</b> <b>Montpelier</b> <b>Newport City</b> Rutland <b>St. Albans</b> <b>Winooski</b>	230 40 6 4 30 200 17 100 10 15
16	<b>Idaho DLE</b>	500	<b>Ada County S.O.</b> <b>Bingham County S.O.</b> <b>Bonner County S.O.</b> <b>Kootenai County S.O.</b>	100 120 100 110	<b>Boise</b> <b>Coeur d'Alene</b> <b>Idaho Falls</b> Moscow <b>Pocatello</b>	300 250 150 70 100
17	<b>Wyoming HP Fish &amp; Game Mega-List</b>	700	<b>Laramie County S.O.</b> <b>Lincoln County S.O.</b> <b>Sublette County S.O.</b>	130 160 150	<b>Casper</b> <b>Cheyenne</b> <b>Rock Springs</b> <b>Sheridan</b>	300 350 200 200
18	<b>Washington SP</b>	1000	<b>Clark County S.O.</b> <b>King County S.O.</b> <b>Whatcom County S.O.</b> <b>Yakima County S.O.</b>	200 850 150 200	<b>Bellingham</b> <b>Bellevue</b> <b>Seattle</b> <b>Spokane</b> <b>Olympia</b> <b>Vancouver</b>	160 270 1800 400 600 50
19	<b>Connecticut SP I &amp; II</b>	650	<b>New Haven Co. S.O.</b>	350	<b>Bridgeport</b> <b>Clinton</b> <b>East Hartford</b> <b>Glastonbury</b> <b>Hartford</b> <b>New Haven</b> <b>Orange</b> <b>Waterbury</b>	400 40 150 100 350 400 100 100
20	<b>Rhode Island SP Mega-Site</b>	400			<b>Coventry</b> <b>East Providence</b> <b>Newport</b> <b>Pawtucket I &amp; II</b> <b>Providence</b>	80 150 250 75 300
21	<b>Kansas HP</b>	2000	<b>Ellis County S.O.</b> <b>Finney County S.O.</b> <b>Sedgwick County S.O.</b>	50 70 355	<b>Andover</b> <b>Emporia</b> <b>Haysville</b> <b>Kansas City</b>	20 200 100 1000

					<b>Salina</b> <b>Topeka</b> <b>Udall</b> <b>Wichita</b>	100 300 7 500
22	<b>Pennsylvania SP</b>	5200	<b>Bucks County S.O.</b> <b>Lancaster County S.O.</b>	100 80	<b>Erie</b> Harrisburg <b>Philadelphia</b> <b>Pittsburgh</b>	220 200 7100 3500
23	<b>Colorado SP</b>	1500	<b>Arapahoe County S.O.</b> <b>Boulder County S.O.</b> <b>Pitkin County S.O.</b>	150 300 100	<b>Boulder</b> <b>Colorado Springs</b> <b>Denver</b> <b>Fort Collins</b> <b>Golden</b> <b>Grand Junction</b> <b>Pueblo</b> <b>Windsor</b>	500 800 1800 400 100 200 200 150
24	<b>West Virginia SP</b>	1300			<b>Charleston</b> <b>Clarksburg</b> <b>Huntington</b> <b>Parkersburg</b> <b>Wheeling</b>	500 40 300 150 85
25	<b>Ohio HP Mega-site</b>	2400	<b>Fairfield County S.O.</b> <b>Hamilton County S.O.</b> <b>Highland County S.O.</b> <b>Madison County S.O.</b> <b>Mahoning County S.O.</b> <b>Ottawa County S.O.</b> <b>Seneca County S.O.</b>	150 175 125 150 200 175 125	<b>Akron</b> <b>Cincinnati</b> <b>Cleveland</b> <b>Columbus</b> <b>Dayton</b> <b>Sandusky</b> <b>Toledo</b>	900 2000 2000 1900 800 500 1000
26	<b>New Mexico DPS</b>	1500	<b>Dona Ana County S.O.</b> <b>San Juan County S.O.</b> <b>Santa Fe County S.O.</b>	200 220 350	<b>Albuquerque</b> <b>Los Alamos</b> <b>Las Cruces</b> <b>Santa Fe</b>	1000 400 500 900
27	<b>Maryland SP Mega-Site</b>	2300	<b>Anne Arundle Co. SO</b> <b>Baltimore Co. PD</b> <b>Baltimore Co. SO</b> <b>Frederick Co. S.O.</b> <b>Montgomery Co. PD</b> <b>Prince George Co. PD</b> <b>Prince George Co. SO</b> <b>St. Mary's Co. S.O.</b> <b>Washington Co. S.O.</b> <b>Wicomico Co. SO</b>	100 1600 1000 300 1070 1500 300 200 175 150	<b>Annapolis</b> <b>Baltimore I &amp; II</b> <b>Cumberland</b> <b>Hagerstown</b> <b>Rockville</b>	400 3700 300 300 45
28	<b>New Jersey SP Mega-Site</b>	3600	<b>Atlantic County S.O.</b> <b>Bergen County S.O.</b>	75 125	<b>Atlantic City</b> <b>Dover</b>	200 75

			<b>Camden County S.O.</b> <b>Gloucester County SO</b> <b>Hudson County S.O.</b> <b>Morris County S.O.</b> <b>Norris County S.O.</b> <b>Oceanco County S.O.</b> <b>Union County P.D.</b>	230 75 125 75 200 30 75	<b>Fairfield</b> <b>Hamilton</b> <b>Middletown</b> <b>Montclair</b> <b>Newark</b> <b>Ocean</b> <b>Palmyra</b> <b>Ridgefield</b> <b>Saddle Brook</b> <b>Trenton</b> <b>Willingboro</b> <b>Woodbury</b>	40 170 150 150 500 50 25 35 35 400 75 30
29	<b>Virginia SP Capitol PD Mega-Site</b>	2300	<b>Amherst County S.O.</b> <b>Chesterfield Co. S.O.</b> <b>Richmond Co. S.O.</b> <b>Roanoke County S.O.</b>	200 350 300 135	<b>Charlottesville</b> <b>Lynchburg</b> <b>Newport News</b> <b>Norfolk</b> <b>Portsmouth</b> <b>Richmond</b> <b>Roanoke</b> <b>Washington DC</b> <b>Sites I &amp; II &amp; III &amp; IV</b>	130 250 400 500 150 350 300 4537 "
30	<b>Indiana SP</b>	1700	<b>Dearborn County S.O.</b> <b>Dekalb County S.O.</b> <b>Jasper County S.O.</b> <b>Knox County S.O.</b> <b>Marion County S.O.</b> <b>Owen County S.O.</b> <b>Shelby County S.O.</b> <b>Tippecanoe Co. S.O.</b> <b>Vanderburgh Co. S.O.</b> <b>Wabash Co. S.O.</b>	150 175 225 125 150 170 120 100 200 100	<b>Beech Grove</b> <b>Bloomington</b> <b>Clarksville</b> <b>Connersville</b> <b>Evansville</b> <b>Fort Wayne</b> <b>Gary</b> <b>Greencastle</b> <b>Indianapolis</b> <b>Munster</b> <b>Portage</b> <b>Russiaville</b> <b>Vincennes</b> <b>Warsaw</b>	70 200 100 200 350 275 900 100 1000 150 100 100 200 100
31	<b>Alaska DPS</b>	2000			<b>Anchorage</b> <b>Craig</b> <b>Fairbanks</b> <b>Juneau</b> <b>North Pole</b> <b>Palmer</b>	550 100 500 700 100 100
32	<b>Tennessee DPS</b>	2000	<b>Anderson County S.O.</b> <b>Bradley County S.O.</b> <b>Knox County S.O.</b>	150 45 150	<b>Chattanooga</b> <b>Knoxville</b> <b>Memphis</b>	550 650 2400

					<b>Nashville</b>	2000
33	<b>Missouri DPS Capitol Police</b>	3000	<b>Camden County S.O.</b> <b>Clay County S.O.</b> <b>Jefferson County S.O.</b> <b>Phelps County S.O.</b> <b>Platte County S.O.</b> <b>St. Charles Co. S.O.</b> <b>St. Louis County P.D.</b> <b>Warren County S.O.</b>	200 300 250 225 275 200 350 200	<b>Cape Girardeau</b> <b>Columbia</b> <b>Independence</b> <b>Jefferson City</b> <b>Joplin</b> <b>Kansas City</b> <b>Rolla</b> <b>Springfield</b> <b>St. Joseph</b> <b>St. Louis</b>	200 300 250 500 300 1850 300 500 250 2200
34	<b>Nevada HP</b>	2000	<b>Clark County S.O.</b>	200	<b>Carson City</b> <b>Las Vegas</b> <b>Reno</b>	300 2200 900
35	<b>Illinois SP Mega-Site</b>	3400	<b>Cook County S.O.</b> <b>Rock Island Co. S.O.</b> <b>Sangamon Co. S.O.</b>	5200 300 350	<b>Aurora</b> <b>Belleville</b> <b>Bloomington</b> <b>Chicago</b> <b>Normal</b> <b>Peoria</b> <b>Rockford</b> <b>Springfield</b> <b>Wheaton</b>	290 96 220 17000 220 400 316 350 200
36	<b>Kentucky SP</b>	2500	<b>Allen County S.O.</b> <b>Boyd County S.O.</b> <b>Fulton County S.O.</b>	150 175 125	<b>Bowling Green</b> Frankfort <b>Lexington</b> <b>Louisville</b> Paducah	350 300 1000 1200 300
37	<b>Georgia DPS B of I</b>	2500	<b>Bartow County S.O.</b> <b>Cherokee Co. S.O.</b> <b>Clayton Co. S.O.</b> <b>Coweta Co. S.O.</b> <b>DeKalb Co. S.O.</b> <b>Forsyth Co. S.O.</b> <b>Fulton Co. S.O.</b> <b>Gwinnett Co. S.O.</b> <b>Henry Co. S.O.</b> <b>Liberty Co. S.O.</b> <b>Oconee Co. S.O.</b> <b>Wilkes Co. S.O.</b>	100 75 125 100 115 125 85 95 100 40 25 100	<b>Acworth</b> <b>Atlanta</b> <b>Columbus</b> <b>Dalton</b> <b>Hazlehurst</b> <b>Monroe</b> <b>Remerton</b> <b>Roswell</b> <b>Savannah</b> <b>Smyrna</b> <b>St. Mary's</b> <b>Sylvania</b>	50 2200 200 80 100 45 10 100 375 50 85 50
38	<b>Michigan SP</b>	3000	<b>Genesee County S.O.</b> <b>Wexford County S.O.</b>	200 225	<b>Ann Arbor</b> <b>Detroit</b> <b>Flint</b> <b>Grand Rapids</b>	300 4500 500 300

					<b>Lansing</b> Sault Ste. Marie	350 250
39	<b>New York SP Mega-Site</b>	4700	<b>Nassau County PD</b> <b>Suffolk County PD</b> <b>Monroe County SO</b>	3400 3300 250	<b>Albany</b> <b>Buffalo</b> <b>Ithaca</b> <b>New York City</b> <b>NYC Transit</b> <b>NYC School</b> <b>NYC Housing</b> NYC Port Police Rochester <b>Syracuse</b> <b>Utica</b>	650 500 325 36500 4600 3200 2700 1700 350 400 170
40	<b>Arkansas SP</b>	2500	<b>Independence Co. S.O.</b> <b>Pulaski County S.O.</b>	250 300	El Dorado Fort Smith <b>Hot Springs</b> Little Rock <b>Pine Bluff</b> Texarkana	250 300 120 1000 350 400
41	<b>North Carolina HP Mega-site I &amp; II</b>	2200	<b>Cumberland Co. S.O.</b> <b>Haywood Co. S.O.</b> <b>McDowell Co. S.O.</b> <b>Mecklenburg Co. S.O.</b> <b>Nash Co. S.O.</b> <b>Wake County S.O.</b> <b>Wayne County S.O.</b>	250 125 100 300 65 200 200	<b>Carolina Beach</b> <b>Asheville</b> <b>Charlotte</b> <b>Durham</b> <b>Rocky Mount</b> <b>Raleigh</b> <b>Winston-Salem</b>	100 350 1700 400 230 800 750
42	<b>Arizona DPS Mega-List</b>	2000	<b>Maricopa County S.O.</b> <b>Pima County S.O.</b>	2000 1050	Flagstaff <b>Mesa</b> <b>Phoenix</b> <b>Tempe</b> <b>Tucson</b> <b>Yuma</b>	800 1000 2700 650 700 300
43	<b>Florida DLE Mega-Site</b>	2200	<b>Broward Co. S.O.</b> <b>Jacksonville Co. S.O.</b> <b>Polk County S.O.</b> <b>Mega-Site</b>	3100 2500 500 n/a	<b>Fort Lauderdale</b> <b>Jacksonville</b> <b>Jacksonville Beach</b> <b>Miami &amp; Its History</b> <b>Miami Beach</b> <b>Orlando</b> <b>Palm Beach</b> <b>Tallahassee</b> <b>Tampa</b>	500 1000 350 3000 550 1000 300 800 1200
44	<b>Oklahoma DPS</b>	2200	<b>Blaine County S.O.</b> <b>Carter County S.O.</b>	200 150	<b>Arapaho</b> <b>Ardmore</b>	100 100

			<b>Oklahoma Co. S.O.</b> <b>Seminole Co. S.O.</b> <b>Tulsa Co. S.O.</b>	400 100 350	<b>Broken Arrow</b> <b>Enid</b> <b>Ft. Sill Military</b> <b>Glenpool</b> <b>Lawton</b> <b>Moore</b> <b>Norman</b> <b>Oklahoma City</b> <b>Perry</b> <b>Tulsa I &amp; II</b>	113 100 150 50 50 62 175 1030 27 1100
45	<b>South Carolina Mega-Site FOP</b>	1100	<b>Anderson County S.O.</b> <b>Charleston Co. S.O.</b> <b>Greenville Co. S.O.</b> <b>Spartanburg Co. S.O.</b>	200 350 300 200	<b>Abbeville</b> <b>Aiken</b> <b>Beaufort City</b> <b>Charleston</b> <b>Clemson</b> <b>Columbia</b> <b>Greenville</b> <b>Mount Pleasant</b> <b>Myrtle Beach</b> <b>Spartanburg</b>	50 100 150 1000 200 500 300 125 200 250
46	<b>Mississippi DPS Mega-Site</b>	1500	<b>Lee County S.O.</b>	150	<b>Biloxi</b> <b>Greenville</b> <b>Hattiesburg</b> <b>Jackson</b> <b>unofficial Meridian</b> <b>Tupelo</b>	350 200 300 400 110 150
47	<b>Alabama DPS</b>	1500	<b>Jefferson County S.O.</b> <b>Limestone Co. S.O.</b> <b>Madison County S.O.</b> <b>Tuscaloosa Co. S.O.</b>	600 250 200 200	<b>Bessemer</b> <b>Birmingham</b> <b>Dothan</b> <b>Gadsden</b> <b>Huntsville</b> <b>Mobile</b> <b>Montgomery</b>	125 800 350 300 250 400 500
48	<b>California HP Mega-Site</b>	9350	<b>Fresno County S.O.</b> <b>Kern County S.O.</b> <b>Los Angeles County SO Site I &amp; II</b> <b>Marin County S.O.</b> <b>Nevada County S.O.</b> <b>Placer County S.O.</b> <b>San Bernardino S.O.</b> <b>Santa Barbara Co. SO</b> <b>San Diego Co. SO</b>	400 1050 12000 " 800 300 500 600 700 3800	<b>Bakersfield</b> <b>Davis</b> <b>Fresno</b> <b>Los Angeles</b> <b>LA School PD</b> <b>Menlo Park</b> <b>Oakland</b> <b>Sacramento</b> <b>San Bernardino</b> <b>San Diego</b> <b>San Francisco</b> <b>San Jose</b>	550 750 800 12000 280 500 1000 1200 900 2600 2200 1700

					<b>Santa Barbara</b>	800
					<b>Vacaville</b>	300
49	<b>Texas DPS ABC Mega-Site</b>	5800	<b>Bexar County S.O.</b>	150	<b>Amarillo</b>	300
			<b>Clay County S.O.</b>	25	<b>Austin</b>	1000
			<b>Collin County S.O.</b>	200	<b>Beaumont</b>	375
			<b>Denton County S.O.</b>	250	<b>Corpus Christi</b>	600
			<b>Harris County S.O.</b>	3400	<b>Dallas</b>	3700
			<b>Hays County S.O.</b>	150	<b>El Paso</b>	650
			<b>Hidalgo County S.O.</b>	250	<b>Ft. Worth</b>	1500
			<b>Matagorda Co. S.O.</b>	250	<b>Galveston</b>	450
			<b>McLennan Co. S.O.</b>	350	<b>Houston</b>	7000
			<b>Midland County S.O.</b>	200	<b>unofficial Houston</b>	"
			<b>Tarrant County S.O.</b>	150	<b>Longview</b>	150
			<b>Travis County S.O.</b>	275	<b>Plano</b>	250
			<b>Williamson Co. S.O.</b>	150	<b>San Antonio</b>	2100
50	<b>Louisiana SP Causeway PD Mega-Site</b>	2400	<b>Acadia Parish S.O.</b>	200	<b>Alexandria</b>	450
			<b>Caddo Parish S.O.</b>	500	<b>Baton Rouge</b>	1500
			<b>Orleans Parish S.O.</b>	850	<b>Lafayette</b>	275
			<b>Rapides Parish S.O.</b>	400	<b>Lake Charles</b>	400
			<b>St. Bernard Parish SO</b>	350	<b>Mandeville</b>	50
			<b>St. Charles Parish S.O.</b>	350	Monroe	250
					<b>New Orleans I &amp; II</b>	2100
					<b>Shreveport</b>	500
					<b>West Monroe</b>	94

## STRUCTURE OF THE POLICE: ICELAND (OVERVIEW)<sup>11</sup>

Responsibility for the police lies with the Ministry of Justice. There is one exception, however from this general description; the Ministry of Foreign Affairs is responsible for the Police at Keflavik International Airport which is based on the special status of that area as a military base.

## NEW POLICE LAWS

<sup>11</sup> Icelandic police force, [www.logreplan.is](http://www.logreplan.is)

When new police laws became operational in July 1997, according to the Police Act number 90/1996, the National Commissioner of the Icelandic Police was established and its main activities were moved to the Reykjavík Police Department and other police districts around the country. The Icelandic name for the National Commissioner of the Icelandic Police is "Ríkislögreglustjórinn".

### **THE ROLE OF THE NATIONAL COMMISSIONER**

The National Commissioner took over important administrative duties of the police from Ministry of Justice. This is now basically the same system as in Denmark, Sweden and Finland. The National Commissioner of Police is in charge of police as an agent of the Minister of Justice. His role is to perform various administrative functions in fields related to law enforcement, such as providing general instructions to regional commissioners of police and making proposals for rationalisation, coordination, development and safety in policing. His office shall grant the regional commissioners of police assistance and support, and carry out any police work, which calls for centralisation or coordination among the offices involved. His office is responsible for international police relations.

Finally there are certain investigation departments under the office of the National Commissioner of Police, such as departments for economic offences, treason and related offences, and accusations against police of unlawful conduct. The National Commissioner of Police has the authority of prosecution in cases such as enumerated above except for cases concerning alleged criminal violations by police, where the Director of Public Prosecutions has the power of prosecution.

### **DISTRICT CHIEF OF POLICE**

Most district Chiefs of Police are also responsible for internal revenue and the collection of various fees for the state. They perform civil marriages and are

responsible for cases concerning family matters, e.g. divorce, and also cases concerning legal competence, the registration of deeds and mortgages, the settlement of estates, seizure of property, and sales in execution by order of the courts. It is also important to note that they also have extensive prosecution powers and are responsible for investigation work regarding criminal offences committed in their district.

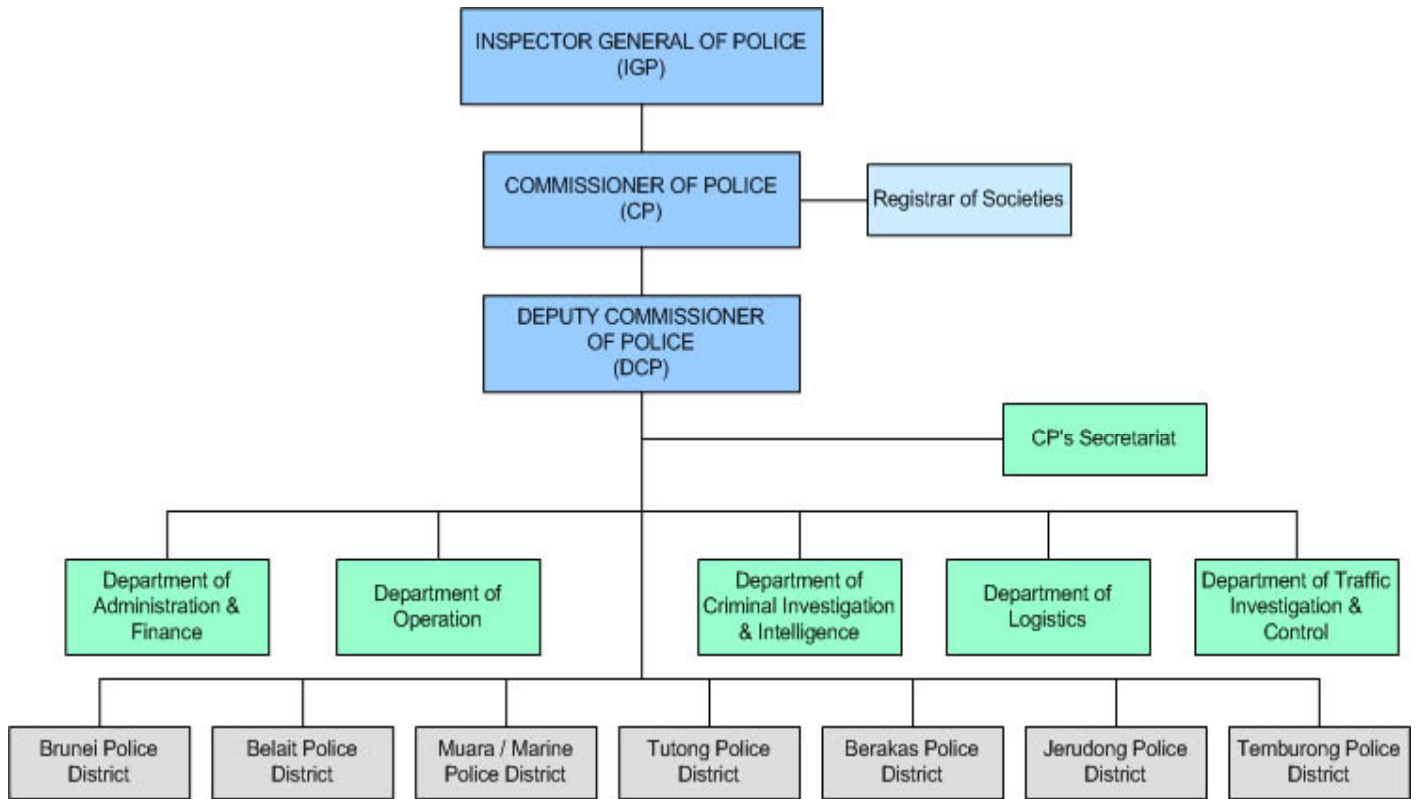
### **THE DIRECTOR OF PUBLIC PROSECUTION**

The Director of Public Prosecutions is the highest holder of prosecution authority. His role is to ensure that legally prescribed sanctions are applied against persons who have committed criminal violations, and to supervise the exercise of prosecution authority by Commissioners of police. The Director of Public Prosecutions prosecutes the more serious offences against the Criminal Code, including offences committed in official capacity.

### **THE SULTANATE OF BRUNEI: ORGANIZATIONAL STRUCTURE (OVERVIEW)<sup>12</sup>**

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<sup>12</sup>Royal Brunei Police Force, [www.police.gov.bn](http://www.police.gov.bn).



## **ROYAL BRUNEI POLICE FORCE FUNCTIONS**

### **Department Of administration and Finance**

Administration of personnel and preparation of annual budget.

### **Department of operations**

Oversee the Police day-to-day function and co-ordination of all Police operations.

### **Department Of Criminal Investigation and Intelligence**

Provides comment, information, and advice to Formation Commanders with respect to crime investigations.

Relaying information of criminal activities to Districts' HQ or Formation Commanders.

### **Department of Logistics**

Managing Police's logistical requirements and provides technical expertise

### **Department of Traffic Investigation and Control**

Investigation of accident cases and traffic control.

### **CP Secretariat and Public relations**

Assisting the Office of the Commissioner to undertake the review of policies, directives and orders, making recommendation to be made on the Royal Brunei Police Force Act and introducing amendments to the Police Regulations.

## JAPANESE POLICE ORGANIZATION<sup>13</sup>

Organization of the Japanese police consists of a hierarchical structure. In direct contact with the people and lowest in this structure are the kobans (police boxes in urbanized areas) and chuzaihos (police boxes in rural areas). The police boxes defer to the police stations, the stations then defer to prefecture headquarters. Various prefecture headquarters defer to regional commands and, finally, the regional commands defer to a national command. While the national command possesses absolute authority, their role is mostly administrative and will only take direct control over operations in times of extreme emergency. For the most part, prefecture headquarters is the highest level that will concern itself with daily operations.

There are approximately 6,600 kobans and 9,000 chuzaihos in Japan. Though chuzaihos outnumber kobans, kobans carry greater importance as a majority of Japan's citizens live in an urbanized area. A chuzaiho's jurisdiction may encompass up to 18 square miles and service 3,000 people. A koban typically services 0.22 square miles with a population of 8,500.

### **Koban**

Unlike the U.S. which centers police activity around the patrol car, Japanese police activity centers around the koban. In Tokyo, the official minimum complement for

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<sup>13</sup> Taiho Shichauzo! 1986 by Kodansha Ltd., Tokyo.

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each koban is 12 officers (3 officers and a supervising sergeant on a four shift rotation). Female officers are not permitted to work in a koban. Much like their patrol car driving American counterparts, these officers patrol the neighborhood (however they do so on foot or bicycle), respond to calls of distress, and assist detectives or national agents in whatever project they may have. The koban itself also serves as a rest stop or temporary headquarters for special agents and the few officers who drive patrol cars. However, unlike their American counterparts, koban officers also act as neighbourhood Councillors and direction finders.

It is extremely difficult to locate a residence in Japan. Many streets are narrow, one-way, and unnamed. Furthermore, instead of by location, buildings receive numbers according to their order of construction within a subsection. Addresses are specified by declaring a large area, then declaring a series of subsections, and finally declaring the address number. Hence, it is possible, assuming subsections are small and adjacent to each other, for a number of buildings along an unnamed street to share the same address number. Because of this complicated organization, it usually takes a koban officer 2 years before he becomes familiar with the area. However, once familiar, koban officers have a quicker response time than those in patrol cars. More than likely, the officers (they are all wearing black ponchos) controlling the public and redirecting traffic before Miyuki and Natsumi's arrival at the traffic accident during "Tokyo Typhoon Rally" were koban officers.

Summoned patrol cars often need to refer to intricate maps before proceeding to their destination. In the OAV series, Natsumi referred to such a map to find a way to trap the "Fox" and Yoriko needed to provide directions to guide Miyuki to the veterinarian. Often, patrol cars enlist the help of koban officers on bicycles to guide them to the destination they are summoned to.

Japanese neighborhoods look upon their koban officers as a just and kind "big brother". Often, koban officers are asked to arbitrate disputes that would end up as court cases here in the U.S. Throughout the day, citizens will stop into the koban to relate their experiences or seek advice about this or that. While on patrol, koban officers engage in casual conversation with anyone who happens to be around. By establishing this friendly atmosphere, the koban officers ease concerns that the populace may have and establish an environment where citizens are more willing to assist in criminal investigations. This attitude is distinctly different from the U.S. where it is considered disgraceful to "snitch" on another person and the police appear as an authoritative force which only presents itself when there is trouble.

Koban officers further incorporate themselves by conducting a residential survey called the "Junkai-ren" twice a year. Natsumi and Miyuki are administering this survey in File 16 of the "You're Under Arrest!" manga. Typical questions the officers ask are how many people are living at a residence, how they are related to each other, their ages, sex, whether they are employed, and if they own a car. In turn, the officers update the citizens about what is going on in the neighborhood and offer suggestions on how to increase home security. This survey creates a database that the officers use in providing directions to people's homes and criminal investigations.

### **Police Station**

Japanese police stations serve two purposes. The first is to supervise the network of kobans within its jurisdiction. Koban officers report for duty, receive briefings, store equipment, send suspects, receive training, and sometimes eat and sleep at the police station. Second, the police station has its own staff to perform "organized" police activity as opposed to the "whatever is necessary" activities of kobans. The

cast of "Taiho Shichauzo!" operate out of a police station.

The size and distribution of a police station's complement of officers depends on necessity. Police station personnel can number as few as 16 in the remote areas of Japan or as large as 500 as they are in Tokyo. These officers are then divided in 7 specialized areas; patrol, criminal investigation, traffic, security, crime prevention, riot police, and administration. Any officers assigned to work in these seven areas are considered "specialists" and carry higher authority than koban officers. As Nakajama mentions in OAV video 3, the primary "Taiho" cast are all part of the traffic division. Hence, all of them (even Yoriko) have authority over koban officers. OAV 2 exemplifies this fact as Miyuki and Natsumi take charge immediately at the truck accident though there are a number of koban officers (They are the men wearing black ponchos. Women are not permitted to be koban officers . However, a police station may assign a woman to give directions at a particularly busy koban during daylight hours.) already present.

## **CONCLUSION**

We have laid out in detail the plans of The Jamaica Constabulary Force. We have examined the link between theory and practice in police organizational changes; a hybrid of the British reform of its police force, The Icelandic Police force. We also examined the The Royal Canadian Mounted Police (RCMP) and the Royal Brunei Police force and finally policing in a very crowded city such as Tokyo, Japan. What is very clear is that there is no one universal policing model which will address everything. What perhaps should be further examined in the context of Jamaica is that which can be extracted from the various models to create an effective and efficient **JAMAICAN MODEL.**