



EXPERIENCE OF DEVELOPED COUNTRIES OF THE WEST AND ASIA ON THE PARTICIPATION OF CITIZENS IN ENSURING PUBLIC SAFETY

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Annotation. The article highlights the best practices of the United States, Great Britain, Germany, Japan, China, and South Korea regarding citizen participation in ensuring public safety, including the activities of assistant police organizations, public patrol groups, voluntary street patrols, neighborhood associations, housing supervisors, parent and youth organizations, "mahalla surveillance" and "Criminal or Crime Reporting" projects, as well as measures taken to form "public police" in these countries, and specific problems and obstacles in this area.

Keywords: ensuring public safety, citizen participation, police, assistant police, public patrol groups, reporting offenders or committed crimes, public police, neighborhood police, neighborhood surveillance, cohabits, residential inspectors, security patrols, voluntary patrols.

In developed countries of the West and Asia, the participation of citizens in ensuring public safety is distinguished by the fact that its historical, legal, organizational-institutional, and material-technical foundations are significantly improved compared to other countries.

In particular, *in the United States of America*, the wide involvement of citizens in activities to ensure public safety is one of the main criteria demonstrating the level of development of civil society and the patriotism of citizens.

During the years of reforms in the field of strengthening law and order in the country, as a result of the desire to form a "public police," a number of measures have been implemented to ensure public safety, develop various forms and methods of citizen participation in the field of combating crime and crime prevention. Moreover, after almost a three-year reduction in violent crimes in 2016-2019, the latest FBI reports showed that crime is growing. In 2020, the largest share of registered crimes (51%) occurred directly in residential buildings, followed by streets (19.3%), and then parking lots (6.6%). Therefore, the need for public participation in ensuring public safety in the country has increased.

Auxiliary police (Auxiliary police) is a widespread and existing regular police reserve in the United States, encompassing both volunteers and individuals recruited through financial incentives. Assistant *police officers* are authorized to assist in maintaining public order in the area, including at public events, to guide the movement, to participate in search and rescue operations, as well as to detain persons who have committed crimes with the participation of police officers[24].

There are minimum requirements for candidates wishing to join auxiliary police officers, including being at least 21 years old, having a driver's license, having completed general secondary education, not having previously committed a crime or administrative offense, being physically and mentally capable of performing the duties assigned to the police, residing in the service area, participating in law enforcement activities for at least 8 hours per month, and undergoing training at the Police Academy for approximately 6 months per year. Working as an assistant police officer gives this person a certain advantage over other candidates for employment in the police service. Currently, the New York Auxiliary Police - the New York Police Department has more than 4,000 auxiliary police officers[36].

In addition, the practice of *public patrol* is very well-developed in the USA, and a large population is involved in its various manifestations. This is facilitated by the existence of specialized organizations (voluntary councils, municipal public commissions) engaged in the

diversification, improvement, and financing of police patrols. The most popular public patrol organization in the USA and worldwide is the Guardian Angels ("Angels-Guardians"). Since 1979, he has been assisting the police in maintaining order not only in the USA, but also in many regions of the world. Guardian Angels is a voluntary, non-governmental organization that patrols metro stations, streets, and other public places for free[18]. In general, there are various types of patrol activities in all US states, which operate as mixed patrols or only civilian patrols. According to the Team-Oriented Police Services Program under the U.S. Department of Justice, the most effective crime prevention programs in the country include: "Volunteers to help the police" (Phoenix, Arizona); "Neighborhood Patrols" (Millersville, Maryland); Includes "Street Patrols - Against theft and car theft" (Ardmore, Pennsylvania).[17]

Volunteer Street Patrols (Volunteer Street Patrols, VSPs) are patrol groups formed in the US as a public initiative of ordinary citizens. This structure is not part of the official police structure, but is organized at the initiative of the mahalla, neighborhood associations, or NGOs and performs such tasks as patrolling the city streets at night, conducting street surveillance, reporting suspicious cases of crimes to the police, and ensuring the safety of neighbors. Today, *volunteer street patrols* operate in many US cities as part of the Neighborhood Watch program. However, according to the analysis conducted by the English scientist Adam Westoll, the excessive "dependence" of areas on the night by the police on voluntary *street* patrols, the conduct of service in anticipation of their timely report on a particular situation, causes certain difficulties for the police in practice. For this reason, the issue of increasing the responsibility of *volunteer street patrols* has recently been raised by local authorities and police[30].

Reporting about criminals or committed crimes is one of the most common and effective forms of citizen participation in ensuring public safety, and one of the most popular programs in the world aimed at encouraging citizens for providing anonymous information about a crime or criminals is Crime Stoppers. Although this program was initially launched in 1976 in the USA, by 2018 it covered 26 countries of the world as an international platform, including the USA, Great Britain, Canada, the Netherlands, Australia, South Africa, New Zealand, a number of Latin American and African countries. While initially individuals who anonymously reported crime were encouraged by a foundation formed solely through the sponsorship of legal entities, citizen donations, gifts, inheritance, and other sources, since 2010 this project has been working with the International Police Organization (Interpol), and since 2016 with the United Nations Office on Drugs and Organized Crime (UNODC) on the basis of strategic partnership[18].

There are also other programs in some countries that are heavily funded and widely supported by civil society, aimed at involving the population in reporting resonant crimes and criminal cases. For example, the "Crime Alert" program, implemented in Stafford, New Jersey, encourages Americans to participate in this process, and special identification numbers (QR codes) are assigned to individuals wishing to provide the corresponding anonymous message to ensure their safety and enhance the anonymity of the messages. This ensures the confidentiality of information about the sender[17].

At the same time, at a time when the era of the global economy sets a number of tasks for society, the solution of these tasks in the USA, in particular, the role of organizations created on the basis of the mahalla in ensuring public safety, is recognized as high. In particular, according to the results of a study conducted among more than 1,800 residents of large cities in the Midwest of the USA, such organizations were found to be preferred and more effective by the population in establishing communication between themselves and with government organizations, uniting citizens to find collective solutions to problems in society[12].

As a result of public research conducted by scientists and practitioners of Michigan State University on public participation in crime reduction strategies in society, using the example of the cities of Adrian, Albion, and Houell, Michigan, a number of conclusions were reached. Specifically: public participation in crime prevention and ensuring public safety, as well as understanding the social needs of society, are important; the economic development of the region, the elimination of certain social and economic problems as a result of investments in it, serves to prevent crimes; it is important to involve the public, in particular, higher educational institutions in the region, in the development of propaganda and ideas that serve to ensure public safety; crime can be prevented and its number reduced through optimal environmental design; negative characteristics in people (for example, immorality, a tendency to acquire wealth through easy means) lead them to crime, therefore it is necessary to invest in reducing such vices; access to public art, parks and squares reduces the inclination of individuals to commit crimes, therefore it is important to invest in the creation of such places; representatives of the population should participate in the joint development of various programs in mahallas with their personal example[26].

American criminologist David Bailey, in his works written almost 40 years ago, did not express confidence in public participation in ensuring public safety and the future of "volunteer police officers"[2], but in reality, "public police" has become the main form of police practice and the provision of police services, developing in a number of countries of the USA, Australia, Canada, Great Britain, Iceland, Latin America, and Asia, and now the increased public participation in police activities has become part of the process of reforming relations between the state and citizens[6].

Public police is an ideological system based on cooperative relations between the police and the public (citizens), fundamentally different from the "professional police model," which emphasizes completely centralized bureaucratic governance, in that it is a system based on social partnership between the police and the public, aimed at ensuring public safety and jointly solving existing problems in this area in society[11]. Citizen opinion and participation are among the most important principles in public policing[9].

In the UK, the main criteria of the concept of "democratic police service" formed in the country are the rule of law and observance of legal order in police activities, respect for human rights, providing police officers with certain freedom in their activities, as well as ensuring public participation in police activities and promoting various initiatives under the motto "public police"[28]. Neighbourhood policing (Neighbourhood policing) is a modern form of public policing that has existed in Great Britain since the beginning of the 21st century, but has evolved over time, aiming to increase public participation in the police and establish problem-solving processes in cooperation with various government agencies and residents of the neighborhood. Over the past period, *the mahalla police* have evolved and formed not as a punitive structure, but as a structure that promotes the maintenance of public order and the prevention of offenses, the unification of the state, society, and citizens.

For the effective functioning of the mahalla police, the population has two important tasks: 1) identifying important problems in society and reporting them to the police; 2) participate in solving problems. In this case, citizens can interact with the police through daily communication with informal police officers, as well as through official meetings, public forums, and discussions.

However, neighborhood policing and the new concept of localism are not without criticism, in particular: involving the public in making certain decisions is too complicated; problems raised by the public are often not part of the main tasks of the police; different groups within the community pursue different interests; the level of citizen participation in these processes is very low, and the same people often repeatedly participate in meetings[4].



Also, in the UK's administrative-territorial units, Community Safety Partnerships (CSP) have been established, which work in a social partnership to ensure public safety, such as the police, fire safety and rescue services, local authorities, and health authorities.

Public security cooperation structures were introduced in the country in accordance with Section 6 of the 1998 Crime and Disorder Act and unite local partners to develop and implement strategies to combat crime, disorder and antisocial behavior in their communities. Currently, there are more than 300 public security cooperation structures in the UK, operating at the district level or in a unitary form.

To support and provide methodological support for the activities of public security cooperation structures in the country, a number of regulatory legal acts have been developed, in particular, the Government's "Ensuring Public Security: Guidelines for Effective Cooperation" and the Ministry of Internal Affairs' guidelines, which are being improved based on the conducted studies[7].

Neighbourhood Watch is one of the most widely used and effective projects in the UK to ensure citizen participation in ensuring public safety. This project was founded in 1982 in Mollington, Scotland, and is currently the largest public movement in the country, covering 2.3 million households and more than 60,000 active volunteers.

This system is supported by the "Home Office" through the Neighbourhood Watch Network and defines the strategic direction, basic doctrines, and resources of the movement. At the regional and local levels, there are associations within the local police area in each region, which are managed by volunteers. They provide supporting resources and guidance to local coordinators. Local groups consist of coordinators in each team, who work according to the needs of the team. These coordinators will be responsible for inviting citizens to participate in the program, registering observation group members, ensuring constant communication with them, establishing contact with the police, reporting suspicious situations or threats, placing structural signs in the area, distributing booklets, organizing meetings, and providing safety advice. Members of the movement, as observers and informants, perform such tasks as immediately reporting suspicious situations to the police, helping to prevent the occurrence of crimes and other negative phenomena, such as locking their homes, exchanging information with neighbors, and participating in helping young people or low-income families[13; 22; 23].

The strengthening of *public patrols* in the UK was achieved through the adoption of special programs in the field of ensuring public safety in the early 1990s. One of them was the Street Patrol, as well as a Public Patrol Service (Community Support Officers) and a special constable structure. Members of this organization protect public order as part of mixed patrols, but do not have the right to use force against offenders. Their main task is to establish facts about committed crimes and report various incidents through the radio station. The effectiveness of their activities is ensured by strengthening social control in public places.

However, according to the results of his research on the participation of citizens in ensuring public safety, as well as cooperation with the police, a scientist from the University of Monash, Kwang Choi, notes that in Great Britain, citizens are mainly involved in this process due to a personal factor, i.e., personal benefit, while the issue of ensuring public safety is considered a secondary factor, and in South Korea, participation in ensuring public safety for citizens is formed as a continuation of their civic responsibility, respect for society[6].

In Germany, the capabilities of auxiliary (voluntary) police forces (Freiwilliger Polizeidienst or Sicherheitswacht) are used in many administrative-territorial units of the country. These formations, which have been operating in the country since 1963, have tested their ability to perform police duties, and voluntary citizens who have undergone two weeks of preliminary training have been admitted, with 10-15 of them serving in a single group[34].

Although these structures were initially created with the aim of using their assistance in preventing mass riots, later, in most cases, the police had to use their assistance in

maintaining public order in places of mass gatherings of people and combating vandalism* on the outskirts of the city[36]. Members of the structure also provide close assistance to the police in the event of mass riots, the search for missing persons, and in other cases requiring increased activity. For this, they are paid a certain amount of monetary rewards[31].

Citizens recognize such persons performing patrol duty on foot or by bicycle by their uniform or special shirt with a photo identification card on the left chest and a light green bandage.

They can detain a citizen who has committed an offense, conduct an interrogation, and establish their identity. Auxiliary police forces use means of communication during service, as well as gas cylinders as a means of protection[36].

It should be especially noted that in the USA and European countries, special attention is paid to improving cooperation between the police and the public in the field of ensuring public safety using information and communication technologies. Through the "NUM" (National Ugly Mugs) platform, created as a result of technological solutions in this area, the "Nextdoor" platform was able to unite the public in the UK in the protection of prostitutes, and in the USA in the exchange of information about crime in the region and protection from it. Also, within the framework of the UNITY project implemented in Europe, specific mobile applications were developed to bring the public and the police closer together, through which special attention was paid to responding to local needs, building trust, strengthening cooperation, crime prevention, increasing accountability, and ensuring effective communication. Tests conducted in Belgium and Finland allowed the public to safely report suspicious cases to the police.

However, although these technologies, in particular mobile applications and internet platforms, often serve as an important tool for cooperation between the police and the public in the field of ensuring public safety, in practice there are certain problems and obstacles in the use of their capabilities[3].

Japan's police has extensive experience in collaborating with the public in ensuring public safety[25]. As equal subjects of cooperation with the police in the field of public safety, one can point to many structures in the country, such as the "Brothers and Sisters," "Parents and Teachers" societies, neighborhood associations, and police contact points[33].

In Japan *Mahalla associations* are called "Chonaikai" (chonaikai) or "Jichikai" (jichikikai). In Japanese, "chonaikai" means "internal community," "jichi" means "self-governance," and "kai" means "union." The roots of these associations go back to neighborhood associations called "Yui" (yui) 1000 years ago.

In the cities, the chonaiqay consisted of several groups called "kumi" or "han," usually consisting of 5-10 households. In each school microdistrict, there are several chonaikai, which are combined into smaller structures called rengo-chonaikai (rengo-chonaikai). Rengo-chonaykay will be involved in collective work on holding national and public holidays together in mahallas, assisting the elderly and children, taking safety measures in emergency situations, and reducing disasters and crime prevention. Joining mahalla associations is voluntary. However, in recent years, due to the aging of the population and a decrease in the birth rate, the predominance of older men aged 60-70 in associations, the fact that most people spend little time in the mahalla due to employment in cities, and the weakening of the younger generation's connection with the mahalla, the level of participation of the population in chonaiqays is decreasing year by year[20].

Understanding that strengthening public cooperation contributes to improving police activities, the Japanese government paid special attention to establishing Kobans (police posts and points) in residential areas. This system was founded during the Meiji period (1874), and by the beginning of 1982, 9,446 police posts and 6,053 police stations began serving the population in the country[35]. Over decades, the Coban system developed throughout the

country, adapting to changes in society. Initially specialized in surveillance, the system gradually shifted its focus to prevention and relief missions. Kobans are small police formations located on the busy streets of Japan, playing an important role in maintaining public order and peace, operating around the clock, with 3 to 10 officers on duty. Kobans are mainly located in strategically important areas (railway stations and intersections), where traffic congestion is high, and today the number of Kobans operating throughout Japan is about 6,000, including 1,000 in Tokyo alone[15].

For the Japanese police, good communication and cooperation with the population is an important condition for ensuring public safety and preventing crime. For this reason, the Koban system plays an important role in the country. Kobans are a point of contact between the police and the local population, where police officers respond to questions and requests from residents who visit them, when an incident occurs, the nearest Koban officer goes to the scene and resolves the situation resolutely, they organize patrol service in areas with high crime rates, exchange information and take preventive measures, and also support the efforts of local volunteer groups in this regard. This cooperation contributes to ensuring security in neighborhoods[29]. In addition, "Police Contact Points" operate throughout the country and include members of voluntary associations of citizens. The number of such points, each covering a close family, in Japan is approximately 700,000[32].

From the very first days of the founding of *the People's Republic of China*, the country supported a policy of "encouraging public participation." Initially, workers of large public organizations and institutions, such as factories and plants, participated in the life of society, in particular, in the process of ensuring public safety, but later, due to changes in the labor market due to economic reforms, the dominance of labor collectives was limited, and the above function began to transfer to neighborhood communities. Public participation in ensuring public safety in Beijing neighborhoods has gone through an evolutionary path from "activists" (jijifenzi) to "volunteers" (zhiyuanzhe). Mahalla committees initially consisted of ordinary mahalla activists, but later acquired a more professional appearance and were formed as a mahalla community - Shetsyu (Shekyu). Despite the fact that after the liberalization of housing policy in China, housing began to be managed by self-financed property management companies (wuye guanli gongsi), the role of mahalla control is still preserved in the context of the professionalization of security and the increasing complexity of mahalla management. The participation of citizens in the detention of criminals by the police is often mentioned in the press. The adoption of the Anti-Terrorism Act in 2016 in the country led to an increase in the role of citizens in reporting and exposing suspicious incidents, criminal acts, as the Act created the possibility of receiving monetary rewards for reporting this to the police.

Starting in the 1980s, new actors joined to help the police maintain the city's security. While "guards" (baöan) emerged as a new professional category, the "Chungguan" (Chengguan) service was introduced in the 1990s to ensure public participation in combating illegal trade activities[5].

Since the 2000s, inspired by the West, the participation of citizens in ensuring public safety and volunteer services have been revived. In particular, 100 thousand volunteers were involved by the city administration in the 2008 Olympic Games in Beijing. In particular, the volunteer activities of student youth in this regard were recognized as a major socio-political reality in the country[10].

A scholar who conducted research on population volunteering activities in Beijing during 2007-2015 as part of doctoral and postdoctoral research *Judith Oden* identifies three categories of permanent volunteers in China:

first category - representatives of the population (jumin daibiao), elected by the population and responsible for the affairs of the mahalla, acting as an intermediary between the population and the mahalla committee;

second category - housing supervisors (loumen zhang), whose task is to convey the problems of neighbors to the population committee, to ensure order and discipline in the mahalla. They are mainly determined from among the representatives of the population permanently residing in this mahalla, but not working, i.e., pensioners, housewives, unemployed people;

third category - members of the "security patrol" (zhi'an xunluodui), who patrol public places with a red ribbon, performing public control and maintaining public order.

In addition, there are cases of involving temporary volunteers in the cities of the country, who can mainly participate in socio-cultural events as part of the above-mentioned three categories of communities.

After the launch of the urban volunteer service development policy (*zhiyuan fuwu*) in China in 2014, by the end of the year, more than 1.5 million neighborhood volunteers were registered in Beijing, which, according to the media, united into 12,908 communities and provided a total of 19,610,000 hours of community service during the year, including participation in public works, in particular, ensuring public safety[1].

Speaking directly about "security patrols," this practice is very widespread in China, with just the capital of the country, Beijing, uniting nearly 850,000 volunteers. The peculiarity of these patrols, operating on a public basis, is that the majority of their members are pensioners aged 50 to 70 years. They mainly assist the police in apprehending criminals and reporting crimes and offenses. The activities of such public patrols are intensified, especially during national holidays and mass cultural events[8].

In South Korea, the historical use of the police as a tool of political control under authoritarian regimes led to increased public distrust, eventually leading to a crisis, resulting in a reform of the police's role in society, with a focus on recognizing the rule of law, justice, and the protection of human rights[21]. The country's public police force was first introduced in 1999 as part of the country's "100-Day Grand Reform Operation." According to it, comprehensive strategies were introduced into the activities of the Korean police, allowing them to overcome the authoritarian regime that had developed since the beginning of the 20th century. As society embarked on the path of democratization, the police were forced to abandon their long-established traditional procedures. To overcome the challenges ahead, the Korean police adopted the idea of a public police, which encourages citizen-police partnership and the active participation of the public in ensuring public safety[27].

It should be noted that increasing public trust in the police in South Korea today is one of the priority issues in ensuring public safety in the country, and a number of studies have been conducted in this area. Consequently, as they emphasized, public trust and cooperation are important criteria for the effective functioning of the police. Korean scientists Lim Ch. and Kwak D. in their research, based on the study of three theoretical approaches affecting public trust in the police - instrumental, expressive, and normative models in the Korean context, came to the conclusion that if in the *instrumental model* the effectiveness of the police's activities in the field of ensuring public safety, combating crime and crime prevention, providing prompt and necessary assistance to citizens in this process is shown as the strongest factor of public trust in it, then in the *expressive model* social harmony in mahallas, the effective solution of existing problems in society, public participation in ensuring public safety have a positive impact on public trust in the police. *In the regulatory model*, the police's adherence to legality and fair conduct in their activities is an important factor in public trust[19].

According to the results of research conducted by the South Korean Institute for the Study of Victims of Crime, the effectiveness of public participation in ensuring public safety, in particular, the solidarity of the population in this regard, is the main indicator of their trust in the police. Moreover, in neighborhoods with high levels of disorder, crime risk, and low population stability, public trust in the police is low[16].

Therefore, over the past years, a number of programs have been put forward in the process of reforms aimed at forming a public police force in the country. In particular, the implementation of the "Civil Police Academy" and "Civil Practice at Police Stations" programs to provide citizens with a better understanding of police activities and subsequent support; conducting open discussions by police officers, together with representatives of the public and the mahalla, on the study of crimes in mahallas, their causes and other problems in society; conducting door-to-door visits by police patrol officers to the homes of citizens and providing assistance to families in need; These include involving volunteers in night patrols within the "Voluntary Patrol Organization" and "Crime Reporting Agents" programs, informing the police with necessary information by professionals with a high probability of witnessing crimes, such as taxi drivers and shop assistants[27].

As a result of the work carried out in this area in the country, as in other countries, certain forms of citizen participation in ensuring public safety have been established. In particular, one of the most popular forms of cooperation between the police and citizens, which was formed in the USA in the 1970s and is now widespread in many countries of the world, is the implementation of the "*Neighborhood Watch*" program, which allows citizens to organize groups in mahallas, monitor their territory, identify suspicious activities, and report them to the police. As a result, along with the prevention of crimes in mahallas, cooperation and solidarity between citizens, and strengthening of "social control" are being achieved. Some studies have shown that this program has drastically reduced crime rates, particularly thievery in some neighborhoods by 30-40%.

Volunteer patrols (Citizen Patrols), another form of citizen participation in ensuring public safety, is a program based on the patrolling of mahallas by volunteer citizens, according to which volunteers take turns patrolling the streets of mahallas at night and during the day, reporting to the police only as observers and informants, without directly intervening in the situation when disorder is observed in the area. These volunteers are often provided with simple equipment, such as flashlights, telephones, and radio communication. As a result of such cooperation, citizens' responsibility for public safety in the mahalla increases, citizens feel under public control, and police resources are saved[14].

Based on the analysis of the above-mentioned best foreign practices regarding the participation of citizens in ensuring public safety, the following conclusions can be drawn:

firstly, in developed countries, citizen participation is considered an important and integral component of ensuring public safety, an important element of the public-state system, and therefore is constantly supported by the state and society in terms of legal, organizational, material, technical, methodological, and other aspects;

secondly, the participation of citizens in ensuring public safety is clearly defined and legally regulated by special laws;

thirdly, neighborhood observation (neighborhood control); assistant police volunteers; volunteer patrol groups; joint projects by parents and youth organizations to identify and address societal problems; participation in public order at public events are the most common forms of citizen participation in ensuring public safety;

fourthly at the present stage, it is becoming clear that it is impossible to achieve effectiveness in ensuring public safety without a diversity of citizen participation and initiatives, the main forms of citizen participation in ensuring public safety are: information exchange and reporting to the police; consultations and public councils; direct participation in maintaining public order (patrol, preventive measures); manifested in partnership in decision-making processes;

fifthly, the main criteria for assessing the effectiveness of citizen participation in ensuring public safety are: increased sense of security among the population; strengthening trust and cooperation between the police and the public; a decrease in the number of crimes; financial and social effectiveness;

sixth the priority goal put forward in the reforms carried out in developed countries over the past period - the formation of a "public police" - has now been practically achieved, where the opinion and participation of citizens in ensuring public safety and jointly solving existing problems in society in this area is one of the most important elements; *seventh*, a number of factors currently negatively affect the effective participation of citizens in ensuring public safety, including: the fact that personal interests remain the main factor in the participation of citizens, and the problems raised by the public are often not part of the main tasks of the police (Great Britain); the presence of certain problems and obstacles in the use of digital technologies and Internet platforms (Germany); low public trust in the police (South Korea); aging and declining birth rates (Japan).

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