

Good Practices in Building Police-Public Partnerships

by the Senior Police Adviser to the OSCE Secretary General

- The Organization for Security and Co-operation in Europe (OSCE) works for **stability, prosperity and democracy** in 56 States through political dialogue about shared values and through practical work that makes a lasting difference.

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List of Acronyms

DAC	Development Assistance Committee (of the OECD)
EFQM	European Foundation for Quality Management
NGO	Non-Governmental Organization
OECD	Organisation for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
Para	Paragraph
SARA	Scanning, Analysis, Response, Assessment
SPMU	Strategic Police Matters Unit
TQM	Total Quality Management

Glossary / Clarification of Terms

For the purpose of achieving a better common understanding by the readers and users of this document, and to facilitate the translation of this document into the different languages of the OSCE area, the following important terms are clarified below:

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

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

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

Police (Police Service or Police Force): A public service operating within a specific jurisdiction taking charge of: maintaining public order and safety; protecting the individual's fundamental rights and freedoms, particularly life; preventing and detecting crime; reducing fear; and providing assistance and services to the public. Depending on the national law enforcement set-up, it may be associated with more specific structures, including, military police, border police, etc.

Police-Public Partnerships: A synonym for community policing for the purpose of facilitating a better translation and interpretation of the term community policing into different languages. In this document both terms can be used interchangeable.

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

Preface

A core objective of the work of the Strategic Police Matters Unit (SPMU) at the OSCE Secretariat is to promote community policing/police-public partnerships in OSCE participating States. The importance of community policing has been highlighted in several OSCE Ministerial Council Decisions and Action Plans, such as the Bucharest Ministerial Council Decision No. 9; the Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area; and the OSCE Action Plan to Combat Trafficking in Human Beings.¹

Since the term “Community Policing” – which is well established in the documents of the OSCE, EU or UN and in the police reform programmes of the OSCE field operations –, is difficult to translate into a number of languages in the OSCE area, it is suggested that the term “Police-Public Partnerships” may be used as a synonym for the term “Community Policing” in any translations.

Based on the core objective mentioned above, the SPMU has embarked on compiling and elaborating “Good Practices in Building Police-Public Partnerships”, in close co-operation and co-ordination with the OSCE participating States, the High Commissioner on National Minorities, the Office for Democratic Institutions and Human Rights, OSCE field operations, international organizations, NGOs and research organizations. This document provides a common basis for all OSCE community-safety-related activities and could easily be taken over by the law enforcement institutions of the OSCE participating States.

The challenge of this task is based on the variety and vagueness of definitions and the lack of a common understanding of the key characteristics of community policing among proponents of this policing concept, resulting in inconsistent programmatic implementation approaches in the participating States. This can lead to confusion and frustration among the police, other government agencies involved in the reform process and the population, especially when different (external) donors and implementation agencies follow incompatible approaches and conflicting goals. Furthermore, inconsistent programmatic approaches make it difficult to compare them and to extract best practices from lessons learned.

The aim of “Good Practices in Building Police-Public Partnerships” is to overcome these shortcomings by drawing together the common basic principles and characteristics of current concepts of community policing applied in the OSCE area, thereby reflecting on the basic questions of what community polic-

¹ See for instance, OSCE (2001), *Ninth Meeting of the Ministerial Council*, Decision No. 9 (Bucharest 2001), Art. 3; OSCE (2003a), *OSCE Action Plan to Combat Trafficking in Human Beings*, PC Decision No. 557 (Vienna 2003) Art. 10; OSCE (2003b), and *Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area*, PC Decision No. 566 (Vienna 2003), Art. 33.

ing is and what it is not. As the principles of community policing represent an essential part of the principle of democratic policing, this book builds on the “Guidebook on Democratic Policing”.² “Good Practices in Building Police-Public Partnerships” thus further illustrates aspects of community policing, touched on in the “Guidebook on Democratic Policing”.

Acknowledging the regional diversities in the OSCE area and the multi-ethnic character of most of its participating States, this book is flexible enough to be applied under a variety of national, regional, political and cultural conditions, providing policy-makers and police practitioners with a framework for good practices and operational measures for implementing community policing in country-specific contexts.

Following the introductory chapter, Chapter II gives an overview of the basic principles and characteristics of community policing, considering its key philosophical, strategic and organizational elements. Chapter III focuses on the operational aspects of implementing the concept of community policing based on the collection of good practices. It elaborates on the different steps of implementation, potential challenges for implementation and ways to address them, and describes a variety of specific community policing activities. Chapter IV draws a number of conclusions with respect to key characteristics of, and the requirements for, successful and sustainable community policing.

A handwritten signature in black ink, appearing to read 'Kevin Carty' with a stylized flourish at the end.

Kevin Carty
Senior Police Adviser to the OSCE Secretary General

² See OSCE (2006), *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General* (Vienna 2006).

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In order to draw together the common principles of current community policing philosophies that are applied in the OSCE area, the OSCE Senior Police Adviser, Kevin Carty, brought together a group of distinguished police experts, comprising representatives of OSCE participating States, OSCE institutions and field operations, international partner organizations, non-governmental organizations and independent research organizations. He also appointed a principal drafter and editor, Dr. Thorsten Stodiek, Senior Researcher at the Centre for OSCE Research (CORE) in the Institute for Peace Research and Security Policy at the University of Hamburg. The findings of this book are based on an in-depth study of available academic literature, documentation in the field and relevant documents of international organizations on community policing. Other sources include conclusions, presentations and views exchanged at three regional workshops – in Bishkek (October 2006), Vienna (June 2007) and Skopje (October 2007) – that brought together community policing experts from Central Asia, South Caucasus, Eastern Europe, South-Eastern Europe, Western Europe and North America. In the course of several rounds of written experts' contributions and during two review workshops in Vienna (November 2007 and February 2008), the draft of the book was reviewed. The OSCE Senior Police Adviser is deeply grateful for the comprehensive and highly valued input that the experts provided to this process.

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Executive Summary

In the OSCE area, community policing has emerged as the major strategic complement to traditional policing practices. With its focus on establishing police-public partnerships, where the entire police organization, all government agencies and the communities actively co-operate in problem-solving, community policing presents a change in practice, but not in the general objectives of policing. These objectives continue to be: the maintenance of public tranquility, law and order; the protection of the individual's fundamental rights and freedoms – particularly life; the prevention and detection of crime; and the provision of assistance and services to the public to reduce fear, physical and social disorder, and neighbourhood decay. Police-public partnerships do, however, provide a strategy to achieve these objectives more effectively and efficiently.

Basic Principles and Characteristics of Community Policing

The central premise of community policing is that the level of community participation in enhancing safety and social order and in solving community-related crime should be raised since the police cannot carry out this task on their own. In order to achieve such partnerships, the police must be better integrated into the community and strengthen their legitimacy through policing by consent and improving their services to the public. They should therefore:

- be visible and accessible to the public;
- know, and be known by, the public;
- respond to the communities' needs;
- listen to the communities' concerns;
- engage and mobilize the communities;
- be accountable for their activities and the outcome of these activities.

Key strategies for the translation of these principles into practice include:

- creating fixed geographic neighbourhood areas with permanently assigned police officers;
- introducing visible and easily accessible police officers and police facilities;
- reorienting patrol activities to emphasize non-emergency servicing;
- engaging communities;
- introducing a pro-active problem-solving approach;
- involving all government agencies and services;
- involving all branches of the police.

Organizational changes required for implementing the community policing philosophy and strategies primarily involve management issues, internal structures of the police organization and the structures of the community and other government agencies.

The main changes in structures and management styles within the police should focus on:

- the devolution and decentralization of decision-making and resource management from mid-level management to front-line officers;
- the transformation of responsibilities of all police officers, with subordinate ranks becoming more self-directing, and supervisors and senior ranks assuming a co-ordinating, guiding and supporting role encouraging front-line officers;
- the shift of communication within the police from a predominantly top-down approach to more emphasis on a bottom-up approach;
- the training and mentoring of officers, going beyond the traditional technical skills and basic requirements for democratic policing and including an even broader range of skills, such as: communicating; building trust; mediating in conflicts; developing creative approaches to addressing community concerns; conducting problem-solving and gathering information; translating general mandates into appropriate action; and conveying the concerns of the community to the police leadership and other stakeholders;
- the teaching of these skills in the basic training for cadets, in field training for probationary officers as well as in in-service training for police officers, supervisors and managers;
- the performance evaluation, which should focus on the officers' ability to effectively address community problems and to involve the community in this effort.

The main changes in structures and management styles outside the police should focus on:

- the empowerment of communities, with the police facilitating the organization of community meetings and forums, and educating community members on how they can be actively involved in the problem-solving process;
- the education of the other government agencies about their role in the problem-solving approach and the establishment of formal structures for smooth co-operation in the interest of avoiding duplication, dividing labour, assisting each other and developing synergies in the use of public resources.

Benefits to the public, the police and other agencies would be:

- the ability of communities to convey their concerns to the police and to become partners in finding tailored solutions to their problems, which, in turn, can lead to improved crime prevention, improved safety and an enhanced perception of safety;
- the strengthening of social bonds and informal social control within communities, which can enhance their ability to withstand the social problems and pressures that could lead to crime or disorder in the future;
- the improvement of relations between the police and the public, increasing public trust, which is particularly important for the relationships be-

tween the police and minority communities that have been burdened by conflict in the past;

- the building of synergies with other agencies in problem-solving, which can save resources while addressing social problems;
- the increase of information from the population and moral support for police action;
- the enhancement of effectiveness and efficiency based on the benefits of technology based problem-solving and preventive action;
- the increase of police officers' job satisfaction due to more positive encounters with the public; increased safety feelings and self-confidence due to greater awareness of potential hot spots and real dangers; a generally improved working climate in police agencies due to department-wide responsibilities and enhanced communication and co-operation between departments as well as between front-line officers and their supervisors; and more avenues to career development due to the greater variety of tasks and expanded responsibilities.

The Implementation Process

The building of police-public partnerships is a complicated and multifaceted process, requiring changes at every level of the police agency and in every area of police work. The implementation of community policing programmes can be separated into four stages, which should be considered circular, or revolving: the preparatory stage, the implementation stage, the evaluation stage, and the modification stage.

The Preparatory Stage

Essential preparatory steps for the successful implementation of community policing programmes are:

- winning the support and commitment of all key stakeholders from the political, administrative and community level and from the police organization;
- conducting an independent survey in order to understand the local context in the implementation area;
- involving all key stakeholders in discussing the appropriate strategies from implementing community policing;
- developing a vision and mission statement to explain the police's goal;
- designing a strategic development plan that considers local conditions, clearly defining consistent objectives, practices and implementation benchmarks that can realistically be achieved within a sufficient time frame and in view of available resources;
- selecting a core implementation group or lead agency tasked with: supervising and co-ordinating the implementation process; creating mechanisms for communication, supervision and evaluation of the implementation process; and bearing the overall responsibility for implementation;

- identifying community policing sites and key players, and preparing them for their special tasks in the implementation process;
- creating the necessary legal foundation, framework or implementation policy for an effective and sustainable implementation process;
- co-ordinating external donors and facilitators in order to ensure the building of synergies and consistent approaches in implementing community policing.

The Implementation Stage

Measures relating to the police organization:

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

Measures relating to other government agencies:

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

Measures relating to communities:

- developing trust in the police;
- complementing crime-preventive problem-solving activities with immediate, intensive and more traditional law enforcement;
- establishing public forums, following a problem-solving approach in dealing with all aspects of quality of life in the neighbourhood, with clear procedures and regulations, and chaired by widely respected individuals;
- empowering members of public forums;
- complementing community forums at the local grassroots level with community forums at a higher administrative level in order to co-ordinate efforts of local forums and facilitate their exchange of experiences and lessons learned;
- creating alternative occasions for meetings and exchanges of views such as: police open days; visits to schools; invitations to community groups to police stations; information campaigns, among others;
- developing sound co-operation with the media, including guidelines for media contacts, creating clearly defined roles for spokespersons and providing media training for officers;

- establishing stringent and clear regulations and policies to deal with potential ethical dilemmas or negative impacts of close community-police relations.

The Evaluation Stage

Introducing community policing is a long-term effort and needs regular evaluations, which should be linked to the policy cycle, enabling the strategic level to systematically and continuously improve the quality of the police service.

- General criteria for evaluating community policing implementation processes would be their relevance, efficiency, effectiveness, impact and sustainability.
- The extent of organizational transformation of police agencies could be assessed by focusing on:
 - the level of autonomy in decision-making;
 - the level of decentralization of patrol, crime analysis and investigation units;
 - the level of internal co-operation and communication;
 - modifications in recruitment to reflect the skills and characteristics required from community-assigned police officers and the extent to which training curricula convey community policing skills;
 - the individual performance evaluations;
 - the level of job satisfaction of the police staff.
- The performance of other government agencies could be assessed by focusing on:
 - the level of their commitment to and participation in problem-solving;
 - the amount of their resources provided for problem-solving activities;
 - the level of inter-agency co-operation and communication.
- The development of police-public partnerships could be assessed by:
 - conducting public perception surveys and focus group interviews on police performance, and the safety and security situation in the community;
 - conducting internal and public oversight reports on the police;
 - analysing media reports;
 - keeping records of police-community activities;
 - analysing the sustainability of formal and informal public forums, etc.
- These qualitative criteria should be complemented by quantitative criteria such as crime statistics, crime clearance rates, and/or victimization reports.

- The public should be informed of the results of the evaluation and opportunity for reflection and celebration of problem-solving successes should be provided to further mobilize community participation and strengthen the police-public-partnerships.

The Modification and Expansion Stage

Based on the evaluation and review of the implementation process, successful pilot site programmes should be expanded in additional sites. It should always be kept in mind, however, that best practices of one pilot site still need to be adapted to best fit another site environment.

I. Introduction

1. The main duties of democratic police forces and services “are to maintain public tranquillity, law and order; to protect the individual’s fundamental rights and freedoms, particularly life; to prevent and detect crime; to reduce fear; and to provide assistance and services to the public”.³
2. The traditional style of policing, which focuses primarily on an exclusive law enforcement approach, the efficiency of rapid response as a means to address crime and the bureaucratization of the police (for instance, the centralization and emphasized division of work) has, however, proven to be no longer appropriate for tackling the emerging crime problems and safety concerns of contemporary societies. Certain (less privileged) segments of society in particular (low-income areas, minority groups) have become especially vulnerable to and affected by crime and social disorder.⁴ It has increasingly become accepted among police practitioners, academics and policy-makers in OSCE participating States that a shift in the philosophy of police work is needed, from an exclusive law enforcement approach to one that also focuses on prevention, partnerships and problem-solving.⁵
3. Moreover, it has been recognized that the police do not, on their own, have the resources to deal with the underlying causes for social decay and crime, and thus need the support of other state agencies, and in particular, that of civil society. On the one hand, public support is needed to receive the information required for preventing and solving crime problems. On the other hand, through social control, the public has the opportunity to contribute directly to improving the social environment. The police can serve as a catalyst, challenging people to accept their share of responsibility for the overall quality of life in their community.⁶ In exchange for their support, law-abiding individuals deserve the opportunity to give their input into the policing process and

³ OSCE (2006), (op. cit., note 2), p. 13, Para. 2.

⁴ Cf. Bonnie Bucqueroux (ND), *What community policing teaches us about community criminal justice* Policing.com, Bureau of Justice Assistance (1994), *Understanding Community Policing. A Framework for Action* (U.S. Department of Justice. Office of Justice Programs, Washington 1994), p. 1; and Pavel Abraham (2002), “Community Policing in Romania: De Factum, Tendencies, Solutions”, in: OSCE, *The Role Of Community Policing in Building Confidence in Minority Communities*, Supplementary Human Dimension Meeting. Final Report, Vienna, 28-29 October 2002, pp. 25-32, here p. 26.

⁵ OSCE (2002), *The Role Of Community Policing in Building Confidence in Minority Communities*, Supplementary Human Dimension Meeting. Final Report, Vienna, 28-29 October 2002, p. 3.

⁶ Cf. Robert Trojanowicz/Bonnie Bucqueroux (1990a), *Community Policing: A Contemporary Perspective*, Cincinnati 1990, p. xiv; and Robert R. Friedmann (1992), *Policing. Comparative Perspectives and Prospects*, New York 1992, p. 28.

the police must be prepared to listen and act in accordance with their demands and concerns.⁷ This police-public partnership approach, however, can only be achieved if confidence and trust has been established on both sides.

4. Further, confidence-building has been the main impetus for introducing community policing within the framework of police reform in countries in transition to democracy and especially in those with a multi-ethnic composition or recovering from armed civil conflict. These countries have repeatedly requested the OSCE and other international actors to facilitate the reform of the police, which were often burdened and discredited by their historical record of undemocratic and repressive policing styles, under which social minorities have particularly suffered.⁸
5. Community policing has emerged as the major strategic complement to traditional policing. It focuses on stronger involvement of other government agencies and the population in the work of the police, in order to fight crime more effectively and efficiently and to improve the relationship between the police and the communities. However, questions on the extent of community involvement and the need for introducing new police tasks, organizational structures and management styles – in effect introducing a new police culture – have been answered differently in the OSCE area, due to a lack of conceptual and programmatic clarity among different proponents of community policing. This has resulted in a plethora of police-public partnership programmes in the OSCE participating States that all claim to reflect the concept of community policing, but often have little in common. As a consequence, the success of different programmes may vary significantly and may result in frustration of the police and other government agencies involved in the implementation of community policing. “Recipients” of community policing may also experience confusion and frustration, if different external donors and implementation agencies follow incompatible strategies or, even worse, pursue conflicting goals.
6. As the OSCE is increasingly being asked by participating States for support in building police-public partnerships through the implementation of community policing as part of national police reforms, the aim of “Good Practices in Building Police-Public Partnerships” is to tackle the above-mentioned shortcomings and to provide for a consistent pro-

⁷ Cf. Jerome H. Skolnick/David H. Bayley (1988), *Community Policing: Issues and Practices around the World* (U.S. Department of Justice. National Institute of Justice, Washington 1988, p.12; and Friedmann (1992), (op. cit. note 6), p. 28.

⁸ Cf. Saferworld/South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) (2006), *Philosophy and Principles of Community-based Policing*, Belgrade 2006, p. 3; and Thorsten Stodiek (2006), *The OSCE and the Creation of Multi-Ethnic Police Forces in the Balkans* (CORE Working Paper 14), Hamburg 2006, pp. 7f.

grammatic approach to implementation. This should help in overcoming confusion on the part of the host states authorities and communities, and also make it easier to compare and evaluate different implementation outcomes. This would, on the one hand, contribute to the lessons-learned process, and, on the other, also give donors the chance to see how effectively and efficiently their donations have been used.

7. Arriving at a common understanding of community policing is a challenging task, however, since there are almost as many definitions of the concept of community policing as there are articles and books published on the subject. In addition, in some regions, even the term “community policing” is disputed and translations into local languages differ considerably. An essential first step towards achieving this common understanding is to define the key elements of community policing. Most of the different concepts of community policing have the following in common: they consider community policing to be both a philosophy and organizational strategy that promotes a partnership-based, collaborative effort between the police and the community to more effectively and efficiently identify, prevent and solve problems of crime, the fear of crime, physical and social disorder, and neighbourhood decay in order to improve the quality of life for everyone.⁹
8. Thus the following chapter will describe the philosophical essentials of community policing commonly agreed upon in the OSCE area, as well as the key strategic and organizational elements for translating philosophy into practice.

⁹ See *inter alia* Robert Trojanovicz/Bonnie Buqueroux (1990b), *Restructuring Police Priorities: Police Chiefs Must Take the Lead*, (Policing.com, The Community Policing Series, 1990), p. xiii; Community Policing Consortium (ND), *About Community Policing*, Washington, DC, p. 1; Bureau of Justice Assistance (1994), *Understanding Community Policing. A Framework for Action* (U.S. Department of Justice. Office of Justice Programs, Washington 1994), p. 1; Friedman (1992), (op. cit. note 6), p. 4; or Saferworld/SEESAC (2006), (op. cit. note 8), p. 3.

II. Basic Principles and Characteristics of Community Policing

II.1 The Philosophy

9. The central premise of community policing is that the level of community participation in enhancing safety and social order and in solving community-related crime should be raised as the police cannot carry out this task on their own.
10. In order to encourage the public to share responsibility for enhancing the communities' quality of life and thus actively support the police in efforts to control and prevent crime, the police must build trust and develop a partnership between themselves and the public. This partnership needs to be characterized by mutual responsiveness and an equal footing for both partners.¹⁰
11. To achieve such a partnership, the police must be better integrated into the community and strengthen their legitimacy [in the community] through policing by consent and improving their services to the public. Thus they should:
 - be visible and accessible to the public;
 - know, and be known, by the public;
 - respond to the communities' needs;
 - listen to the communities' concerns;
 - engage and mobilize the communities;
 - be accountable for their activities and the outcome of these activities.
12. *Visibility and accessibility* require that police officers be easily approachable by members of the community through creation of a visible and non-threatening presence within the neighbourhood.¹¹ Daily personal contacts will also familiarize the communities with "their" police officers.
13. Police officers should be aware of the social fabric of their communities. They should, in co-operation with other administrative agencies, thus develop "social maps" of the neighbourhoods to which they are assigned, listing, for instance, vulnerable residents and groups, trou-

¹⁰ Cf. Paul G. Goldenberg (2007), *Law Enforcement Officers Training Programme for Combating Hate Crimes and Community Policing*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing, Vienna 11-12 June 2007, p. 2.

¹¹ Cf. Thomas Botterman (2007), *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations* (OSCE Spillover Monitor Mission to Skopje, 2007). p. 31.

blemakers and criminals, crime generators (e.g. bars) and hot spots, community leaders, types of businesses in the area and social facilities.

14. *Responsiveness* is an essential principle of democratic policing, meaning that the police respond to the (immediate) needs and concerns of all members of the public and strive to deliver their services promptly, and in an even-handed and unbiased manner, showing empathy to those in need and respect for human rights.¹² Their services should also be tailored to the norms and values of the community and the individual needs of the members of the communities in which the police work¹³ (see also Para. 21).
15. The requirement for community *consultation* is based on the recognition, that an introverted police organization which unilaterally decides what the public needs will not be successful.¹⁴ *Consulting, engaging* and *mobilizing* the community in the identification of community problems, in analyzing the underlying causes of the problems, in setting priorities for actions and implementing these actions are also essential aspects of another distinct strategic feature of community policing, the pro-active *problem-solving* approach (see also Para. 25). Through consultation the police demonstrate that the community's concerns, values and advice will be considered. In exchange, the community is desired to provide information, resources and moral support for police activities.¹⁵ In practice, the community should be an active partner with the police in identifying and addressing these issues (see also Para. 25).
16. *Accountability and transparency*, which are also central principles of democratic policing, demand that the police be open to having their activity observed – including the behaviour of individual police officers, strategies for police operations, appointment procedures and budget management – by a variety of oversight institutions. They also need to voluntarily provide the public with both information and reassurance. The police must be accountable to the law, and accountable and transparent to the public.¹⁶ If the police are willing to be transparent

¹² Cf. United Nations, Draft UN Technical Guidance on Community-Based Policing Techniques, pp. 10f.; High Commissioner on National Minorities (HCNM) (2006), *Recommendations on Policing in Multi-Ethnic Societies*, The Hague 2006, pp. 7 + 24, Rec. 1+ 16; and OSCE (2006), (op. cit. note 2), pp. 13-31, Para. 3-79.

¹³ Cf. Andy Myhill (2005), *Engagement in Policing. Lessons from the Literature*, (Home Office, U.K., London ND 2005), p. 10.

¹⁴ Cf. Frank Harris (2005), *The Role of Capacity-Building in Police Reform* (OSCE Mission in Kosovo, Department of Police Education and Development, Pristina 2005). p. 22f.

¹⁵ Cf. United Nations, (op. cit. note 12), p. 3.

¹⁶ Cf. Harris (2005), (op. cit. note 14), p. 24; HCNM (2006), (op. cit. note 12), pp. 22-25, Rec. 15f.; OSCE 2006: (op. cit. note 2), pp. 33-35, Para. 83-94; and Office for Democratic Institutions and Human Rights (ODIHR) (2007), *Concept of Community Policing. Consent, Accountability, Partnerships, Customer Focus*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing, Vienna 11-12 June 2007, p. 4.

regarding their operation, the communities may be much more likely to be supportive when “issues” arise (for instance officer misconduct, budget issues etc.). (For more on accountability and transparency, see also OSCE (2006), pp. 33-35).

17. Essential to the translation of these philosophical principles into practice is the application of a number of key strategies and organizational measures, which will be described in the following paragraphs.

II.2 Strategic Approaches

18. Key strategies that could be applied include:

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

19. *Fixed geographic neighbourhood beats* should be created.¹⁷ This would allow *continuously assigned police officers* to focus on the communities, including minority ethnic communities within the designated neighbourhoods with their specific characteristics and concerns and would also demonstrate the officers’ feelings of territorial responsibility and enhance their feelings of accountability.¹⁸ *Continuing assignment* would also allow for mutual recognition and foster communication with the community, as the police officers and the people would have the opportunity to meet each other on a daily basis. In this way the police officers would acquire an adequate understanding of what is important for the community’s individuals and groups and would be able to provide the public with information about their activities.¹⁹ The officers assigned to the neighbourhood would act as the direct link between the public and the police agency, other public administration agencies or private organizations that can offer help.²⁰

¹⁷ Cf. Lee P. Brown (1989), *Community Policing: A Practical Guide for Police Officials*, (U.S. Department of Justice, Office of Justice Programs, Washington, DC 1989), p. 5; Myhill (2005), (op. cit. note 13), p. 10.

¹⁸ Cf. Saferworld/SEESAC (2006), (op. cit. note 8), p. 10.

¹⁹ Cf. Brown (1989), (op. cit. note 17), p. 5.

²⁰ Cf. Trojanowicz/Bucqueroux (1990a), (op. cit. note 6), p. xiii; Friedmann (1992), (op. cit. note 6), pp. 28f.

20. However, communication will only improve if police officers are easily *visible and accessible*. This can best be achieved if the officers patrol on foot or bicycle.²¹ The creation of sub-stations and mobile stations with community contact points, or high traffic contact points in schools, community centres, transit hubs, or shopping malls, staffed with officers, who are representative of the communities in the locality, would also facilitate the contacts between the public and the police. The appearance of patrol officers and the atmosphere at police (sub-) stations should be friendly and non-threatening so the public will not hesitate to get in contact with them.
21. While *reorienting patrol activities to non-emergency servicing*, the officers conducting foot patrols would still respond to emergency calls and make arrests but would seek other ways to get in non-emergency contact with the public and develop long-term co-operative initiatives with the public to prevent crimes and improve the overall quality of life in the community. Responses to non-emergency phone calls could be organized differently to free more time for long-term problem-solving activities. Instead of routinely sending patrol cars, for instance, the police might suggest ways for managing minor concerns without police involvement or to report concerns in alternative ways (for instance, by sending e-mails, reporting on the telephone or making appointments at police facility).²²
22. *Community involvement*. In addition to maintaining individual contacts, the police should facilitate occasions and forums where they can exchange views with the community on issues of mutual concern.²³ Examples of formal or informal interactive forums for communication are community advisory boards, joint police-community workshops, public meetings, and police open days. In order to elicit a broad range of views, and to reach as many community members as possible, these public forums should be open to all segments of the community.²⁴ Specific efforts may need to be made to ensure that groups such as ethnic minorities, women and young people actually become involved in these processes.
23. Such public forums would permit police actions to be discussed (including sharing of personal experiences by police officers and members of the public) and empower the population to engage actively in the issues related to their safety and security. It would also be an op-

²¹ Cf. Trojanowicz/Bucqueroux (1990a), (op. cit. note 6, p. xiii, Friedmann (1992), (op. cit. note 6), p. 28; and Myhill (2005), (op. cit. note 13), p. 10.

²² Cf. Skolnick/Bayley (1988), (op. cit. note 7), p. 4 and 8; Brown (1989), (op. cit. note 17), p. 6; Trojanowicz/Bucqueroux (1990a), (op. cit. note 6), pp. xiii-xiv; Friedmann (1992), (op. cit. note 6), p. 29; and Myhill (2005), (op. cit. note 13), p. 10.

²³ United Nations, (op. cit. note 12), pp. 11f.

²⁴ OSCE (2002), (op. cit. note 5), p. 4; HCNM (2006), (op. cit. note 12), p. 19, Rec. 12; and OSCE (2006), (op. cit. note 2), p. 37.

portunity for community members to give input on their concerns and priorities and on how they think their neighbourhood should be policed – for example, where and when police patrols might be necessary²⁵ (see also Para. 25 on problem-solving). Communities should be allowed to participate in this decision-making process unless the law specifically grants that authority to the police alone.²⁶

24. The promotion of co-operation can also mobilize communities to become actively involved in crime prevention activities and to develop a sense of shared responsibility for enhancing public safety. Examples of active involvement of community residents would be:
- activities to enhance informal social control;
 - the creation of neighbourhood watch groups;
 - the development of “Community Service Officer” programmes, allowing uniformed civilians to assist police officers in their non-emergency activities;
 - the adoption of self-protection measures, or
 - the use of mediation to settle local disputes.²⁷
25. Complementing traditional (reactive) enforcement activities, a *problem-solving* approach to reducing crime and increasing safety is another important aspect of community policing. A key feature of this strategy is the systematic (and ideally computer-aided) analysis of social problems by focusing on recurring patterns of incidents rather than on isolated incidents, treating them as a group of problems; and by determining the underlying causes of crime and disorder.²⁸ Examples of analytical information gathering are conducting victimization surveys, mapping of crime hot spots, or canvassing social and health facilities

²⁵ Cf. HCNM (2006), (op. cit. note 12), p. 18, Rec. 12; OSCE (2006), (op. cit. note 2), p. 37; Nick Tilley (2003), “Community Policing, Problem Oriented Policing and Intelligence-Led Policing”, in: Tim Newburn, *Handbook of Policing* (Portland, 2005), pp. 311-33, here p. 317; Botterman (2007), (op. cit. note 11), p. 8; and Anneke Osse (2007), *Community Policing: The Concepts and its Characteristics. Is Community Policing a Tool for Better Accountability or Rather a Smokescreen?*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing, Vienna 11-12 June 2007, p. 9.

²⁶ Cf. Brown (1989), (op. cit. note 17), p. 5.

²⁷ Cf. Skolnick/Bayley (1988), (op. cit. note 7), p. 8; Wesley G. Skogan (1994), “Partnerships for Prevention? Some Obstacles to Police-Community Cooperation”, Presentation at the 22nd Cropwood Round-Table Conference *Preventing Crime and Disorder: Targeting Strategies and Community Responsibilities*, Cambridge University, Cambridge 1994, pp. 161f.; Bureau of Justice Assistance (1994), (op. cit. note 9), p. 17; Myhill (2005), (op. cit. note 13), p. 10; United Nations, (op. cit. note 12), pp. 12f.; Saferworld/SEESAC (2006), (op. cit. note 8), p. 3; OSCE (2006), (op. cit. note 2), p. 37; and Botterman (2007), (op. cit. note 11), pp. 9 and 26.

²⁸ Cf. Herman Goldstein (1979), “Improving policing: A problem-oriented approach”, in: *Crime & Delinquency*, 25 (1979), pp. 236-258, here pp. 243-250. Skolnick/Bayley (1988), (op. cit. note 7), p. 17; Herman Goldstein (1990), *Problem-Oriented Policing*, Philadelphia 1990, pp. 32-49 and 65-145, Skogan (1994), (op. cit. note 27), p. 161; Tilley (2003), (op. cit. note 25), p. 312; Bucqueroux (ND), (op. cit. note 4), p. 2; United Nations, (op. cit. note 12), pp. 14-16; and Osse (2007), (op. cit. note 25), p. 9.

or schools.²⁹ As this information can only be gathered from the community, close and trusting co-operation is indispensable. As a first step, problems and incidents are scanned, identified and then analyzed. In the next step solutions are developed and implemented. Finally, the results of that implementation are assessed. All of these steps are carried out in co-operation between the community and the police (see also Para. 22-23). The different steps are systematically dealt with by problem-solving models such as “SARA” (Scanning, Analysis, Response, Assessment) or the “Problem Analysis Module”³⁰, both using the “Problem Analysis Triangle”³¹ at the analysis stage. The SARA model is outlined in Box 1.

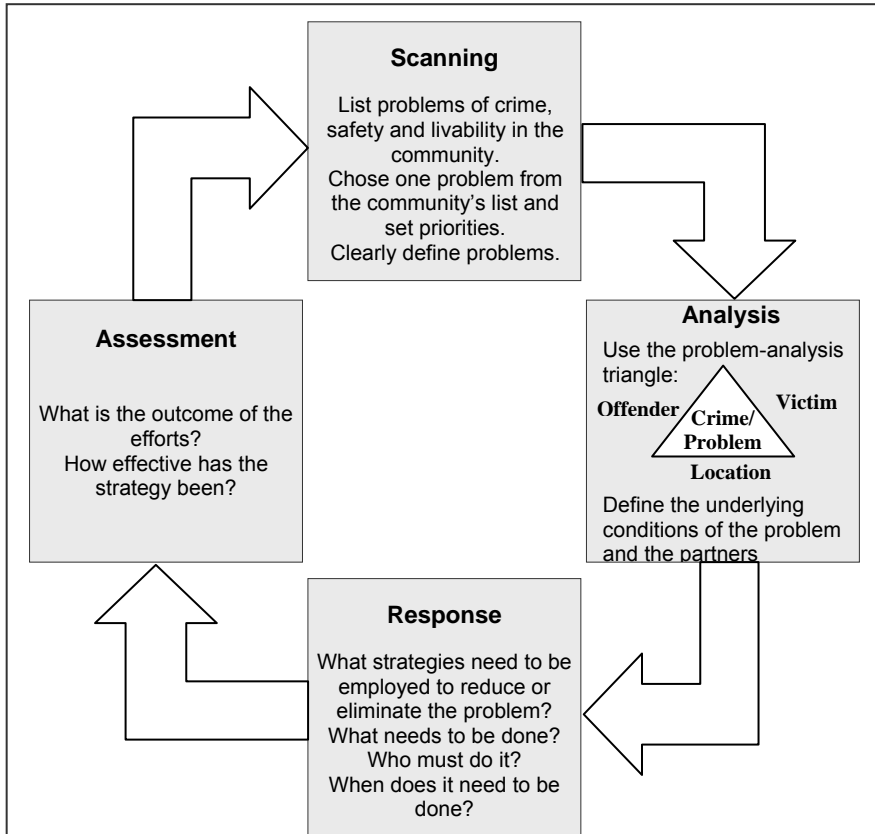
To formalize the problem-solving process, community safety plans can be developed that include a “clear statement of the problem; the steps agreed upon to address the problem; the allocation of tasks to individual working group members; objectives and indicators of progress; and regular review dates”³².

²⁹ Cf. Bureau of Justice (1994), (op. cit. note 9), p. 39; and Tilley (2003), (op. cit. note 25), p. 312.

³⁰ Information on the different models can be found at the following web-links: For SARA see: <http://www.crimereduction.homeoffice.gov.uk/learningzone/sara.htm>, or <http://www.popcenter.org/about-SARA.htm>; and for “Problem Analysis Module” see <http://www.popcenter.org/learning/pam/>.

³¹ The “Problem Analysis Triangle” is described for instance at: <http://www.popcenter.org/about-triangle.htm>.

³² Saferworld (2006), *Creating Safer Communities. Lessons from South Eastern Europe*, London 2006, p. 11, see also Direction générale de la gendarmerie nationale (2007), *Les contrats locaux de sécurité et les conseils locaux de sécurité et de prévention de la délinquance*, p. 1.



Source: OSCE Mission in Kosovo/Department for Security and Public Safety/ICITAP 2007: SARA Problem-Solving Worksheet, Pristina 2007.

26. *Involvement of all government agencies.* In problem-solving activities, other government agencies, such as local governments and administrations, courts, the prosecutor's office, as well as social, health and environmental services should also be actively involved as they may offer complementary resources for resolving certain crime- and safety-related issues³³ (see also Para. 64, 78, 92 and 94). An example would be the improvement of power supplies and street lighting carried out by the municipality.
27. *Involvement of all branches of the police:* In order to make a police-public partnership approach to problem-solving successful and sus-

³³ Cf. Skolnick/Bayley (1988), (op. cit. note 7), p. 17; Bureau of Justice Assistance (1994), (op. cit. note 9), p. 39; Skogan (1994), (op. cit. note 27), p. 161; OSCE (2006), (op. cit. note 2), p. 37; and Erling Børstad (2007), *Problem oriented policing in Norway – Background, strategies, challenges and possibilities*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing, Vienna 11-12 June 2007, p. 9.

tainable, all branches of the police need to adopt the philosophy of community policing and be committed to following the crime preventive, problem-solving and co-operative approach in dealing with the public and with other government agencies as well as with all other police units.³⁴

II.3 Organizational Changes

28. Organizational changes required for implementing the community policing philosophy and strategies primarily involve management issues, internal structures of the police organization as well as the structures of the community and other government agencies.

II.3.1 *Changes in structures and management styles within the police*

29. Since different communities have different values, customs and concerns, the police officers assigned to them need to be flexible enough to adapt their police-public partnership approaches to the specific conditions of the neighbourhoods in which they work. As the officers on the beat are most familiar with the community's needs and capacities, they should have the *autonomy* to act at their own discretion when they put police policy into action (for instance when initiating contacts, conducting problem-solving and using resources). *Devolution and decentralization* of decision-making and resource management from the mid-level management to the "front-line" officers are thus particularly important.³⁵
30. Decentralization is closely linked to the *transformation of responsibilities* of all police officers, with subordinate ranks becoming more self-directing and supervisors and senior ranks assuming a co-ordinating, guiding and supporting role encouraging front-line officers to be disciplined but creative in their initiative-taking, and ensuring that they have the resources necessary for effective problem-solving.³⁶ Police officers as well as their supervisors are accountable to the public, the law and the government for the actions taken by the officers.³⁷

³⁴ Cf. Friedmann (1992), (op. cit. note 6), p. 30; Myhill (2005), (op. cit. note 13), p. 10; and Børstad (2007), (op. cit. note 28), p. 9.

³⁵ Cf. Skolnick/Bayley (1988), (op. cit. note 7), p. 4; Brown (1989), (op. cit. note 17), p. 6; Skogan (1994), (op. cit. note 27), p. 161; Bureau of Justice (1994), (op. cit. note 9), p. 23; Tilley (2003), (op. cit. note 25), p. 317; Harris (2005), (op. cit. note 14), p. 22; OSCE (2006), (op. cit. note 2), p. 41, Para. 117; and Osse (2007), (op. cit. note 25), p. 9.

³⁶ Cf. Skolnick/Bayley (1988), (op. cit. note 7), p. 4; Brown (1989), (op. cit. note 17), p. 6; Bureau of Justice (1994), (op. cit. note 9), p. 23; and Denis Bergmans (2005),), "Police and Gendarmerie Reform in Belgium: from Force to Service", in TESEV/DCAF, *Democratic Horizons in Security Sector: Turkey and the European Security Sector Governance Experience* (TESEV/DCAF, Ankara 2005), p. 8.

³⁷ Cf. OSCE (2006), (op. cit. note 2), pp. 41f., Para. 114-115 and 121-122.

31. Furthermore, *communication* within the police should shift from a predominantly top-down approach to a style with more emphasis on a bottom-up approach, where front-line officers transmit the community's concerns and requests to their supervisors and the higher management. This two-way communication should also lead to a collaborative style of decision-making.³⁸
32. In addition to devolving responsibilities and enabling the officers to communicate on an equal footing and participate in decision-making with their superiors, *empowering* police officers to perform community policing in a satisfactory way also requires extensive *training and mentoring* of the officers. Beyond the traditional technical skills and basic requirements for democratic policing (cultural and religious awareness, human rights and police ethics)³⁹, community policing demands an even broader range of skills, including the ability to communicate (also in the languages of the local communities), to listen to different opinions, to build trust and to mediate in conflicts. In addition, it requires ability to develop creative approaches to community concerns, including organizing community groups, conducting problem-solving and gathering technology-based information as well as translating general mandates into appropriate action as well as conveying the concerns of the community to the police leadership and other stakeholders.⁴⁰ The skills required for community policing should be taught in basic training for cadets and in field training for probationary officers as well as in in-service training for police officers, supervisors and managers. For greater effectiveness, training programmes should include elements of both trainer- and student-centred learning.⁴¹ As the aim of community policing must be incorporated into all types of operational policing (see also Para. 60, 66 + 72), the essentials of com-

³⁸ Cf. Bureau of Justice (1994), (op. cit. note 9), p. 23; and Saferworld/SEESAC (2006), (op. cit. note 8), p. 10.

³⁹ Cf. OSCE (2002), (op. cit. note 5), p. 11; HCNM (2006), (op. cit. note 12), p. 14, Rec. 8; and OSCE (2006), (op. cit. note 2), p. 47, Para 150.

⁴⁰ Cf. Skolnick/Bayley (1988), (op. cit. note 7), p. 15f.; Petra Posiege/Birgitta Steinschulte-Leidig (1999), *Bürgermahe Polizeiarbeit in Deutschland. Darstellung von Konzepten und Modellen* (BKA, Wiesbaden 1999), p. 105; Trojanowicz/Bucqueroux (1990a), (op. cit. note 6), p. xiv; Friedmann (1992), (op. cit. note 6), p. 30; Lorie Fridell (2004), "The Defining Characteristics of Community Policing", in: Lorie Fridell/Mary Ann Wycoff (Eds.), *Community Policing. The Past, Present, and Future* (Police Executive Research Forum/Annie E. Casey Foundation, Washington, DC 2004), p. 10; Nancy McPherson (2004), "Reflections from the Field on Needed Changes in Community Policing", in: Lorie Fridell/Mary Ann Wycoff (Eds.), *Community Policing. The Past, Present, and Future* (Police Executive Research Forum/Annie E. Casey Foundation, Washington, DC 2004), p. 134; HCNM (2006), (op. cit. note 12), p. 14, Rec. 8; OSCE (2006), (op. cit. note 2), p. 47, Para 150f.; and OSCE (2008), *Basic Police-Training – Curricula Aspects*, OSCE SPMU, Vienna 2008 (forthcoming).

⁴¹ OSCE 2006, (op. cit. note 2), p. 46f., Para. 146. For more information on modern teaching techniques see for instance, Office of Community Oriented Policing Services (COPS) (ND), *PTO: An Overview and Introduction. A Problem-Based Learning Manual for Training and Evaluating Police Trainees* (U.S. Department of Justice, Washington, DC ND).

munity policing need to be taught to all employees of the organization and included in all training modules.⁴²

33. Police officers, who are adopting the community policing approach and who are willing to learn the new skills, should be considered for incentives such as promotional opportunities or flexible shifts and have their achievements formally recognized.
34. The *performance evaluation* must focus on the officers' ability to effectively address community problems and to involve the community in these efforts.⁴³ Rather than simply using quantitative output criteria such as the number of traffic tickets issued or arrests made, a mixture of quantitative and qualitative criteria measuring (long-term) impacts and outcomes such as the level of the officer's effectiveness in addressing community problems, the level of public satisfaction with the police service, or the level of public co-operation, the sustainability of community projects, and feelings of safety within the community⁴⁴ should be introduced (see also Para. 77).

II.3.2 *Changes in structures and management styles outside the police*

35. *Empowering the community* is as important as empowering the police officers. Police could facilitate the organization of community meetings and forums, and should educate community members on how they can be actively involved in the problem-solving process. This would include helping them to formulate their own priorities and allocating resources for problem-solving. Empowering community members does not mean making them part of the police or allowing vigilantism⁴⁵ (see also Para. 99).
36. Finally, the *other government agencies* must also be made aware of their role and encouraged to take part in the problem-solving approach, and formal structures should be established for smooth co-operation in the interest of avoiding duplication, dividing the labour, assisting each other and developing synergies in the usage of public resources⁴⁶ (see also Para. 78).

⁴² Cf. Brown (1989), (op. cit. note 17), p. 6; Trojanowicz/Bucqueroux (1990a). (op. cit. note 6), pp. xiii, xv; and Friedmann (1992), (op. cit. note 6), p. 30.

⁴³ Cf. Brown (1989), (op. cit. note 17), p. 6.

⁴⁴ Cf. Brown (1989), (op. cit. note 17), p. 6; and Bureau of Justice (1994), (op. cit. note 9), p. 25; and Harris (2005), (op. cit. note 14), pp. 44, 59, 72f; 160-163 and 196-203.

⁴⁵ Cf. Harris (2005), (op. cit. note 14), p. 22; Saferworld/SEESAC (2006), (op. cit. note 8), p. 22; Girina Holland (2006), *Ethnic Minorities and access to Justice in the Russian Federation. Cooperation between Ethnic Minorities and the Police at Local Level*, A publication based on the Russian-British partnership project Ethnic Minorities and Access to Justice, London 2006, p. 13; and Osse (2007), (op. cit. note 25), p. 12.

⁴⁶ Cf. Friedman (1992), (op. cit. note 6), p. 81.

II.4 Benefits to the Public, the Police and other Agencies

37. If community policing is implemented successfully, the public and the police will enjoy a number of benefits, some of which are listed below.
38. Communities are able to convey their concerns to the police and to become partners in finding solutions tailored to their problems, which, in turn, can lead to improved crime prevention, improved safety and an enhanced perception of safety.
39. Community involvement can also lead to the strengthening of social bonds as well as informal social control within communities.⁴⁷ Communities which have come together with the common goal of achieving improved safety, security and liveability, can very quickly begin to establish long-term relationships, regardless of ethnicity, race, religious and even political differences. These relationships can also enhance the ability of communities to withstand social problems and pressures that could lead to crime or disorder in the future.⁴⁸
40. Furthermore, the police-public partnership can lead to improved relations between the police and the public, thereby increasing public trust, particularly important for the relationships between the police and minority communities that have, in the past, been burdened by conflict.
41. Other government agencies also benefit from their participation in community policing. By building synergies with other agencies and complementing their work, they can save resources while addressing social problems. Furthermore, addressing social problems successfully saves a great deal on costs (vandalism, victim aftercare etc.).
42. The police may receive more information, general moral support for police action – even for robust action – if the communities understand why the action is being taken, and respect from the law-abiding public, even in those communities which have refused to co-operate with the police in the past because of their strained relationships.⁴⁹ Eventually, this support can also lead to assistance in disruption of more serious, organized crimes and criminal markets/economies.
43. Since the concept of community policing adds new options for information gathering, new interpersonal skills, the benefits of technology-

⁴⁷ Cf. Brown (1989), (op. cit. note 17), pp. 7f.

⁴⁸ Cf. Saferworld (2006), (op. cit. note 32), p. 7.

⁴⁹ Cf. Skolnick/Bayley (1988), (op. cit. note 7), pp. 67-71 and 90; and Roy Fleming (2002), "Community Policing: the Concepts and its Characteristics", Introduction to Working Session 1, in: OSCE, *The Role Of Community Policing in Building Confidence in Minority Communities*, Supplementary Human Dimension Meeting. Final Report, Vienna, 28-29 October 2002, pp. 18-24, here p. 20.

based problem-solving and preventive action to the more traditional elements of reactive policing (including the ability to respond to immediate crisis), police activities become more effective and efficient, even contributing to solving complex crimes.⁵⁰ In contrast to the misperceptions that are sometimes voiced, community policing is thus not soft on crime at all. Moreover, it is only through combining traditional police efforts with the community policing philosophy that long-term safety and security can be achieved.

44. Police officers who experience more positive encounters with the public as a result of their police-community partnerships have a much greater sense of job satisfaction. They are much less likely to face the “us against them” mentality and can enjoy the improvements of police-community relations as much as the communities do. As police officers get to know their communities better, they become aware of potential hot spots and thus are better able to assess real dangers, which may give them more self-confidence and enhance their own feelings of personal safety. A good personal relationship with community members may also mobilize law-abiding people to lend their support or even give direct help, if they see “their” police officer in danger.⁵¹
45. Shared department-wide responsibilities and enhanced communication and co-operation between departments as well as between front-line officers and their supervisors lead to a general improvement of the working climate in police agencies.⁵²
46. Finally, the greater variety of tasks and expanded responsibilities make the job more interesting and offer more avenues to career development because personnel are valuable in more ways.⁵³
47. Following the description of the basic principles and characteristics of community policing, Chapter III will deal with the implementation of community policing in practice.

⁵⁰ Cf. Trojanowicz/Bucqueroux (1990a), (op. cit. note 6), p. xiv; and Friedemann (1992), (op. cit. note 6), p. 247.

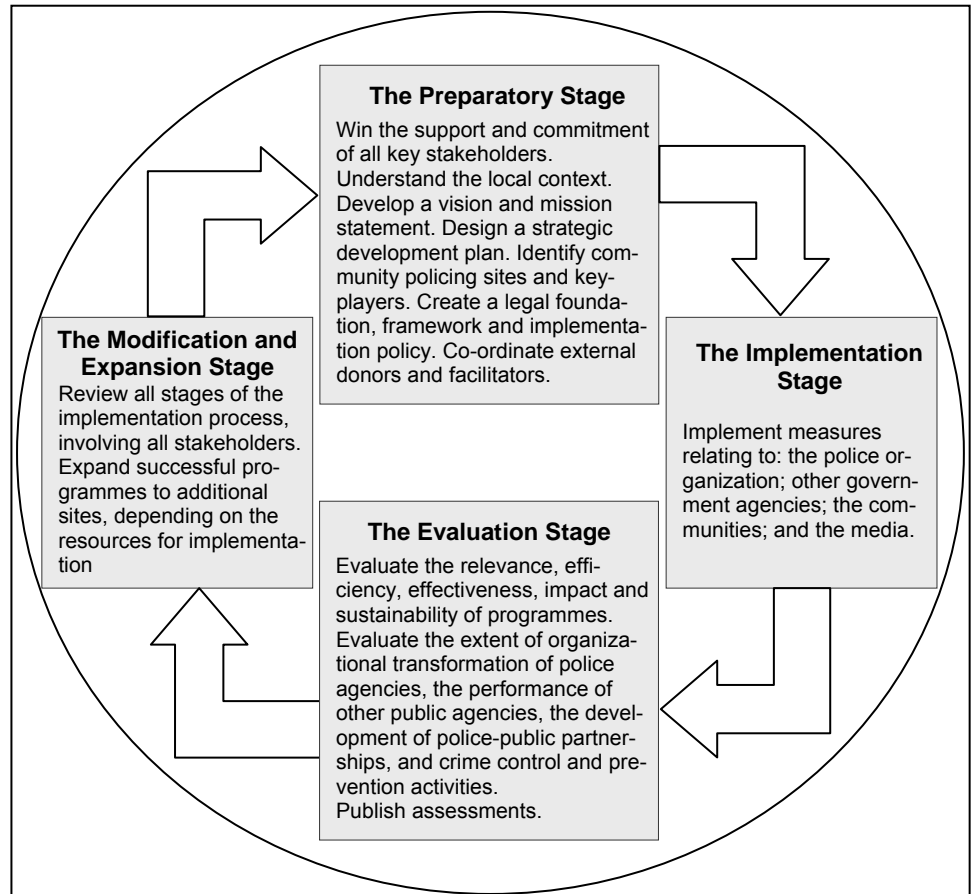
⁵¹ Cf. Robert Trojanowicz/Dennis W. Banas (1985), *Perception of Safety: A Comparison of Foot Patrol Versus Motor Patrol Officers*, (Policing.com, The Community Policing Series, 1985), pp. 4f.; David Hayeslip/Gary Cordner (1987), “The Effects of Community-Oriented Patrol on Police Officer Attitudes,” in: *American Journal of Police* 6,1 (Spring), pp. 95-119; and Arthur Lurigio/Dennis Rosenbaum (1994), “The Impact of Community Policing on Police Personnel: A Review of the Literature,” in: Dennis Rosenbaum (ed.), *The Challenge of Community Policing: Testing the Promises*. Thousand Oaks, CA, pp. 147-163.

⁵² Cf. Brown (1989), (op. cit. note 17), pp. 7f.

⁵³ Cf. Skolnick/Bayley (1988), (op. cit. note 7), p. 73.

III. The Implementation Process

48. The building of police-public partnerships is a complicated and multi-faceted process, requiring changes at every level of the police agency and in every area of police work. Because this cannot be described here in any detail, this chapter does not claim to be an exhaustive discussion of the different steps in implementing community policing. Rather, it focuses on a number of essential aspects of implementation that need to be considered if community policing is to be a long-term success.
49. Furthermore, as the demands, requirements and options for implementing community policing vary due to the regional, national and local diversity in the OSCE area, chapter III will also suggest a number of different options for dealing with specific issues and challenges of implementation, based on the experience of and lessons learned by international and national actors in a variety of OSCE participating States. Thus, it will allow for the flexible adaptation of the steps to implementation to fit varying local conditions.
50. The implementation process can be separated into four stages, which should be considered circular, or revolving:
- The preparatory stage;
 - The implementation stage;
 - The evaluation stage;
 - The modification stage.



III.1 The Preparatory Stage

III.1.1 *Winning the support and commitment of all key stakeholders*

51. An essential prerequisite for the successful implementation of community policing is the commitment of all key political stakeholders in the government and relevant ministries to adopting this new policing approach, particularly in countries with centralized command structures.⁵⁴ Without a publicly stated commitment at the highest level, subordinate officials may either not dare or not be motivated to introduce community policing-related reforms within the police agency. The

⁵⁴ Cf. United Nations, Draft UN Technical Guidance on Community-Based Policing Techniques, p. 8; Harris (2005), (op. cit. note 14), p. 23f.; and Botterman (2007), (op. cit. note 11), p. 8.

most effective strategy to win their support is to present to them the benefits of community policing – the improved relationship between the police and all communities, resulting in increased effectiveness and efficiency of the police’s crime prevention and crime reduction efforts. Inviting them for a study tour abroad to see the benefits of community policing (possibly to potential project donor countries) could be very valuable in winning their commitment. Key political stakeholders will be motivated by “what’s in it for them”. If this is not answered, they likely will not buy in. However, all stakeholders should be made aware of the fact that examples of successful community policing in another country cannot simply be replicated in different local circumstances.

52. In order to sustain their commitment, the leadership must also understand from the beginning the operational requirements and initial costs of the implementation process.⁵⁵ Furthermore, external proponents of community policing (field operations, international NGOs, foreign national actors) must emphasize that their goals and strategies will fit into the national cultural context in the host country and that no external concepts that are not appropriate and adaptable to local conditions will be imposed.

III.1.2 *Understanding the local context/conducting public surveys*

53. In order to understand the local conditions, an independent survey, backed by the political and police leadership, should be carried out.⁵⁶ This would focus on:

- the state of policing;
- the public’s perception of the police;
- victimization issues;
- the needs and demands of communities; and on
- social and administrative structures.⁵⁷

The survey should cover representative samples of police staff and of society, including members of a variety of communities, including ethnic and other minority communities, civil society groups (NGOs), social public services and administrations, religious leaders or religious communities, the business sector, the media etc. as well as relevant documentation (written policies, legislation and other written assess-

⁵⁵ Cf. OSCE (2002), (op. cit. note 5), p. 6; United Nations, (op. cit. note 54), p. 8; and Harris (2005), (op. cit. note 14), p. 23.

⁵⁶ Cf. Harris (2005), (op. cit. note 14), p. 39, 57; and Robin Oakley/Chris Taylor/John Slater (2007), *Systematic Assessment of Policing Policy and Practice Relating to Roma: Guidance for Use in OSCE Participating States. A Practical Guidance Document to Support Implementation of the recommendations on Policing in the OSCE Action Plan for Roma and Sinti*, OSCE/ODIHR, London 2007, p. 11.

⁵⁷ Cf. OSCE (2002), (op. cit. note 5), p. 4; Saferworld/SEESAC (2006), (op. cit. note 8), p. 8 and 14; Botterman (2007), (op. cit. note 11), p. 9. For details see United Nations, (op. cit. note 54), pp. 22-26; or Oakley/Taylor/Slater (2007), (op. cit. note 54).

ments). Furthermore the social, political and economic conditions in the society should be assessed in view of their potential for causing conflict between and within communities. The quantitative and qualitative information gathered in the survey should be used for developing benchmarks and criteria in the operational plan to evaluate the success and/or impact of the implementation of community policing (see also Para. 57 and 106-109).

54. Following this assessment, all key stakeholders should be involved in discussing the appropriate strategies for implementing community policing, including the goals, priorities and the steps to implementation to ensure that strategies are appropriate for local conditions.⁵⁸

III.1.3 Development of a vision and mission statement

55. The first step in developing the strategy should focus on formulating a vision and a mission statement, which would explain to all stakeholders involved, in a few succinct words, the goal that the police are trying to achieve with the introduction of community policing. Adapted to the local context, the mission statement should be closely linked to the core business that the police are expected to conduct by practicing community policing.⁵⁹

III.1.4 Designing a strategic development plan that considers local conditions

56. This plan should have clear, consistent objectives and practices that can, realistically, be implemented within a given time frame, with the given resources and with due regard for local conditions. The plan should also emphasize, as the ultimate goal, the integration of community policing throughout the entire police agency thereby making it a *national strategy*. All stakeholders should sign this plan or memorandum of understanding to demonstrate commitment.⁶⁰
57. An *operational plan* should be developed describing in detail how different steps of implementation are put into practice. This plan should identify the required organizational changes and resources (personnel, material and financial) for the different steps. With respect to resources, emphasis should be put firmly on the most efficient use of available resources, rather than provision of new hardware. While many police services will have legitimate requirements for infrastructure and equipment to support capacity-building, such equipment should only be supplied to meet requirements clearly identified in a

⁵⁸ Cf. Bucqueroux (ND), (op. cit. note 4), p. 6; United Nations, (op. cit. note 54), p. 9; and Botterman (2007), (op. cit. note 11), p. 8.

⁵⁹ Cf. Harris (2005), (op. cit. note 14), p. 23-25; and Saferworld/SEESAC (2006), (op. cit. note 8), pp. 8 and 13.

⁶⁰ Cf. United Nations, (op. cit. note 54), p. 10; and Harris (2005), (op. cit. note 14), p. 25f. and 37.

needs assessment and accompanying development plan. This should be clearly communicated at the outset of any reform programme or the promise of material resources may detract from or undermine the more pressing business of institutional reform and decentralization (see also Para. 70).

The operational plan should also include a timetable and set benchmarks to be achieved within a given time, defining criteria for the later evaluation of the process. The criteria should be “smart” (specific, measurable, attainable, relevant, trackable). The timetable should reflect the local state of policing and police-community relations and provide for more time in an environment where conditions for implementations are difficult. A minimum of three to five years might be appropriate in a challenging environment.⁶¹ With respect to evaluation, the plan should also include provisions for documenting implementation to provide evaluators with valuable background information. Since governments or police authorities may be reluctant to publicize evaluation reports, particularly if they deal with tactically or operationally sensitive issues or show failure rather than success, it is important to decide on later publication during the planning stage and to request all stakeholders to commit to this decision.

58. A *core implementation group* should be selected whose tasks would be to supervise and co-ordinate the implementation process and create mechanisms for communication, supervision and evaluation, and who would bear the overall responsibility for implementation.⁶² This core group should be headed by a senior police officer and mandated with sufficient authority to initiate, design and carry through required institutional changes in the face of inevitable resistance. Care should also be taken to recruit, train, support and reward officers of sufficient competence and skill to staff this group. As the chief of the police and his direct deputies might be overburdened by devoting the attention required to the operational implementation process, a high-ranking position of *senior community policing co-ordinator* could be established. This official would work exclusively on the implementation process. Since implementation might take several years, it would be important to make this a long-term assignment.⁶³ At the political level, a community policing steering committee could be established that would oversee the implementation of community policing among ministries and their administrative bodies. In addition to its role in overseeing changes within the police service, this committee should be responsible for establishing appropriate links between the police reform programme and other political and governance reform processes, most obviously within the justice sector. External consultants from the

⁶¹ Cf. Harris (2005), (op. cit. note 14), p. 25-27 and 37; and Saferworld/SEESAC (2006), (op. cit. note 8), p. 9.

⁶² Cf. Harris (2005), (op. cit. note 14), p. 28; Saferworld/SEESAC (2006), (op. cit. note 8), p. 9; and Oakley/Taylor/Slater (2007), (op. cit. note 54), p. 13.

⁶³ Cf. United Nations DPKO, (op. cit. note 54), p. 16.

wider criminal justice system and civil society, with significant experience in implementing community policing, could be useful to advise the core implementation group. A memorandum of understanding could clearly define their purpose, role and competencies.

III.1.5 Identification of community policing sites and key-players

59. Community policing pilot sites should be identified; and representatives of the communities and other administrative agencies, as well as police officers and managers responsible for implementing the pilot project should be selected and prepared for their special tasks. Furthermore, it should be defined which of the local structures and police capacities could be used at the early project implementation stage and which would need to be changed or developed.⁶⁴

In an ideal scenario, the pilot sites would be determined in cooperation with the communities living in potential pilot sites that are willing to develop the new police-public partnerships. This would boost local ownership of the implementation process. In cases where the local populations do not show interest in the implementation process, community awareness campaigns should be initiated to inform them about the aim of community policing and how to get involved.

OSCE Mission staff responsible for implementing community policing would need to be prepared in advance, following a standardized curriculum, in order to avoid inconsistent implementation approaches by different mission members due to their different national traditions and experiences.⁶⁵

60. *Introduction of pilot sites.* While the ultimate implementation goal should be to integrate the concept throughout the entire police organization, it would be difficult to change the policing style of all police officers at the same time, especially of those who, because of their specialized policing areas, do not see the need for giving the public a say in their work. It might therefore be more appropriate to start implementation at a pilot site with a "pilot staff". Moreover, as the implementation of community policing strategies is a demanding endeavour, influenced by numerous factors within and outside of the police organization, the possibility that there might be shortcomings or failures cannot be ruled out, especially at the beginning of the implementation process. Pilot projects would allow for some negative experiences without having a disastrous impact on the image of the entire police agency and discrediting the concept in general.⁶⁶ Furthermore, the focus on rather small pilot project areas would allow for early identification of

⁶⁴ Cf. United Nations, (op. cit. note 54), p. 9.

⁶⁵ Cf. Stodiek (2006), (op. cit. note 8), p. 86.

⁶⁶ Cf. United Nations, (op. cit. note 54), p. 17.

difficulties, early corrections and an easier assessment of the outcomes of these corrections (see also III.3.1).⁶⁷

61. *Selection criteria for (pilot-) communities:* Usually, it would be rather difficult to define pilot site boundaries in accordance with homogenous community patterns, such as identity, shared values, customs and interests, as such homogenous communities rarely exist in reality, especially in big municipalities and cities. Therefore, boundaries would rather be defined along geographically manageable lines and distinctive neighbourhood beats. The levels of homogeneity and potential for conflict in the neighbourhoods might differ considerably and the question might arise, of whether to select a pilot site with heterogeneous structures, with high conflict potential and high crime rates or a rather homogenous and stable neighbourhood with little conflict potential and low crime rates. Although success might be more easily achievable in neighbourhoods with low crime rates, a number of reasons speak for the selection of more challenging neighbourhoods. First of all, they suffer most from the problems, community policing would be introduced to solve. Secondly, strategies and tactics that have been successful under these challenging conditions, have more potential to be adapted to other challenging environments than strategies that have only been tested in an unchallenging environment. A special focus in the selection process could be on less-privileged and vulnerable minority groups as these groups might be those most in need of better community-police relations and improved problem-solving (For more on the challenges in developing police-community relations see also III.2.3).
62. With respect to the lessons learned process, it would be ideal to have several pilot sites, covering different community environments and different degrees of challenges to implementation. This would allow for evaluating how successful specific implementation strategies and tactics prove to be under different conditions. Another methodology for comparing and evaluating implementation strategies and tactics would be to select several pilot sites with similar characteristics, but to implement community policing only in some of them, and to use the other communities as “control sites”. One could thereby evaluate whether community policing really makes a difference in crime prevention, crime reduction and problem-solving. Positive results would make a good case for further promoting community policing.
63. Within the police agency, officers who are motivated to take this new approach to policing and who have the basic skills for this challenging task should be selected. As confidence and trust in the police is likely to be particularly low at the pilot sites among minority populations who

⁶⁷ Cf. Saferworld/SEESAC (2006), (op. cit. 8), p. 17.

may previously have experienced biased and repressive treatment by the police, an important step in winning the trust of the minority communities would be to integrate them into the police throughout all ranks and in all functions. Their integration would serve not only as a confidence-building measure, but would also provide the police with a range of knowledge and skills required for working in a multicultural environment: especially the knowledge of minority languages and specific traditions and customs.⁶⁸

Recruitment should also focus on women, whose percentage in the police is usually not proportionate to the composition of the population.⁶⁹ (The recruitment principles are further discussed in the Guidebook on Democratic Policing, see OSCE (2006), pp. 43f.).

64. The other government agencies should also appoint suitable candidates with the required skills and motivation. In order to select key players in the community, existing social structures and the advice of people with influence and a high level of legitimacy within the community should be considered. While public officials should be obliged to participate in community policing, representatives of civil society should volunteer to participate. They should be motivated by their desire to reduce crime and increase safety in their community. The positive experience and the success they achieve later will help maintain their motivation.

III.1.6 Creation of a legal foundation, framework and implementation policy

65. Without a legal foundation that clearly promotes community policing, the implementation of the concept may not be effective and sustainable. Therefore, legislative support should be given, where needed, to prepare such a foundation.⁷⁰
66. Furthermore, implementation policies and guidelines should be adopted⁷¹ and distributed throughout the entire police agency to make all police employees familiar with the concept, the steps to implementation and the roles and responsibilities expected of every staff member. They should, for instance, address staffing and operations of facilities, chains of command, accountability procedures, record-keeping, problem-solving,⁷² and criteria for performance evaluation.

⁶⁸ Cf. OSCE (2002), (op. cit. note 5); p. 10, HCNM (2006), (op. cit. note 12), pp. 10f., Rec. 4; OSCE (2006), (op. cit. note 2), p. 43, Para. 126f.; and Stodiek (2006), (op. cit. note 8), p. 7.

⁶⁹ Cf. OSCE (2006), (op. cit. note 2), p. 43, Para. 125.

⁷⁰ Cf. Harris (2005), (op. cit. note 14), p. 37f.; and Botterman (2007), (op. cit. note 11), p. 9.

⁷¹ Cf. Saferworld/SEESAC (2006), (op. cit. 8), p. 21; and Botterman (2007), (op. cit. note 11), p. 9.

⁷² Cf. David W. Purdy (2007), *Community Policing*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing, Vienna 11-12 June 2007, p. 10.

Moreover, the policies should formally commit each staff member to the successful implementation of community policing.⁷³

67. Such formal commitments should also be requested from all other state agencies involved in community policing.⁷⁴

III.1.7 Co-ordination of external donors and facilitators

68. The involvement of several external actors may pose a big challenge to coherent and consistent community policing implementation.⁷⁵ Un-coordinated efforts by different donors and project implementation agencies may lead to a waste of resources because of project duplication, incompatible equipment donations and missed opportunities for developing synergies. Even worse, un-coordinated activities could lead to considerable confusion and frustration among the programme beneficiaries (state agencies as well as civil society) if different approaches follow conflicting goals and strategies. The best ways to avoid such shortcomings are to establish a co-ordinating cell or steering group within the national core implementation group (see also Para. 59), or for the host government to select one lead agency among the international actors, which would be tasked with and empowered to co-ordinate the activities of all external agencies and stakeholders involved.⁷⁶ The co-ordinating cell, steering group or lead agency could organize multidisciplinary meetings of all relevant actors on a monthly/regular basis to discuss activities and initiatives taking place notionally to ensure reduced duplication and increased effectiveness. These meetings should also be used to remove barriers to initiatives that might face challenges.

III.2 The Implementation Stage

III.2.1 Measures relating to the police organization

69. *Development of pilot sites and stations.* Model police stations, established in line with the strategic development plan, and foot patrols, whose staff is representative of the community they serve (see also Para. 63), should be created in the pilot neighbourhoods, ensuring visibility of and easy access to the police as well as improved two-way communication between the police and the community members of all backgrounds and social groups. Community-assigned police officers are regular police officers and should thus still be involved in detecting criminal action and arresting offenders and criminals if they witness a

⁷³ Cf. United Nations, (op. cit. note 54), p. 6.

⁷⁴ Cf. United Nations, (op. cit. note 54), p. 6; and Botterman (2007), (op. cit. note 11), p. 8.

⁷⁵ Cf. OSCE (2002), (op. cit. note 5), p. 7.

⁷⁶ Cf. Stodiek (2006), (op. cit. note 8), p. 48.

crime. However, as the sound establishment and maintenance of co-operative structures will demand a portion of their work time, these officers could be released from handling calls for service for several hours per shift to focus on community-police related activities. In the very beginning, until the first co-operative structures are established, they might focus exclusively on this task.

In the absence of emergency calls for service, community-police activities need to be given as much priority as most others, since, in contrast to the short-term impact of reactive policing, community policing has a long-term impact on safety and crime-solving.

70. Police stations could have special community-contact points providing a friendly atmosphere where community members feel free to state their concerns, make requests and lodge complaints. In an ideal scenario, the police stations should also be equipped with the technology required for enhancing telephone- or internet-communication with the public, for giving presentations to public audiences, and for conducting computer-based problem-solving methodology. However, since in many cases, available funding to fulfil all those needs will be scarce, emphasis should be put on a more efficient use of available resources, always with a view to improved service delivery (see also Para. 57).
71. Police open days should be organized and community groups and the media should be invited to police stations to see the new service-oriented, friendly, and partnership-based style of policing. These public relations activities should, however, only be used as a supportive tool to raise awareness within communities. One should not fall into the trap of focusing primarily on public relations activities, thereby neglecting the considerably more important tasks of changing the organization and improving the performance of the police.
72. As useful as it might be to create model stations and specialized community policing units in the initial implementation phase, care should be taken not to create or even deepen divisions and old rivalries within police agencies, especially between patrol units and investigative units which sometimes have poor records of co-operation and exchanging information.⁷⁷ Furthermore the impression that community policing is a special unit function having little in common with “real” law enforcement must be avoided,⁷⁸ especially if police officers have to co-

⁷⁷ Cf. Bureau of Justice (1994), (op. cit. note 9), p. 30; Susan Sadd/Randolph M. Grinc (1996), *Implementation Challenges in Community Policing. Innovative Neighborhood-Oriented Policing in Eight Cities* (U.S. Department of Justice, Offices of Justice Programs, National Institute of Justice: Research in Brief, Washington 1996, p. 8; and Wesley G. Skogan (2004), “Community Policing: Common Impediments to Success”, in: Lorie Fridell/Mary Ann Wycoff (Eds.), *Community Policing. The Past, Present, and Future* (Police Executive Research Forum/Annie E. Casey Foundation, Washington 2004), pp. 162 and 165.

⁷⁸ Cf. Bureau of Justice (1994), (op. cit. note 9), p. 30; Tilley (2005), (op. cit. note 25), p. 331; and Botterman (2007), (op. cit. note 11), p. 27.

ordinate the demands and priorities of the communities with diverging tactical demands from other (investigative) units.⁷⁹ Such misperceptions would significantly hamper the department-wide integration of the concept at a later stage.⁸⁰ Thus it is important to ensure that police officers, whether assigned to patrol, community policing, investigations or other specialized units, meet regularly and are briefed together and that information is passed on between shifts through log books or beat books.⁸¹

In countries in which the police are generally organized in single-function, specialized units, the introduction of a specialized Community Policing Unit at the pilot site, complementing the national police structure, may be the only way to initiate implementation of community policing. Within the framework of general police reform, these separate structures could be reorganized and community policing integrated in all units.

73. *Structural and managerial challenges to reform:* An important means for fighting the misperceptions mentioned above is comprehensive education for the entire police staff about the concept of community policing. However, as community policing may imply significant changes to traditional police cultures and tasks, resistance to these changes and ignorance about conveying the new philosophy might occur within all ranks of the police.⁸² Officers may feel that their life's work has been put into question, might feel threatened by the new demands and duties imposed on them⁸³ and worry about their careers if new criteria for performance evaluation are being introduced, especially if these indicators are not immediately understood.⁸⁴ Officers might become particularly cynical, if they have the impression that these new philosophies, demands or "unrealistic goals" have been formulated by civilians at the headquarters level and have not been developed by police practitioners on active frontline duty.⁸⁵
74. Supervisors might be reluctant, in particular, to devolve authority and responsibilities to their subordinates if they fear a loss of command and control ability, if they assume an increase in corruption (see also

⁷⁹ Cf. Tilley (2005), (op. cit. note 25), p. 332.

⁸⁰ Cf. Bureau of Justice (1994), (op. cit. note 9), p. 30.

⁸¹ A beat book is a log of issues, activities, crimes, houses whose residents are on vacation, calls for service from each shift etc., in short – a communication tool for officers working the same beat, but on different shifts.

⁸² Cf. Ron Sloan/Robert Trojanovicz/Bonnie Bucqueroux (1992), *Basic Issues in Training. A Foundation for Community Policing Making the transition to Mission-Driven Training* (Policing.com, The Community Policing Series, 1992), p. 5; Bureau of Justice (1994), (op. cit. note 9), p. 30; Peter Stevens/Diana M. Yach (1995), *Community Policing in Action. A Practitioner's Guide*, Kenwyn 1995, 18.

⁸³ Cf. Bucqueroux (ND), (op. cit. note 4), p. 5; Bureau of Justice (1994), (op. cit. note 9), p. 32; Sadd/Grinc (1996), (op. cit. note 76), pp. 8-10.

⁸⁴ Cf. Skogan (1994), (op. cit. note 27), p. 3.

⁸⁵ Cf. Skogan (1994), (op. cit. note 27), p. 4; Skogan (2004), (op. cit. note 76), p. 163; and Tilley (2005), (op. cit. note 25), p. 332.

Para. 102) and inefficiency among their subordinates, if they worry about the need for additional personnel because of the labour intensive approach of community policing, and if they feel uncomfortable with the new tasks demanded of them (for instance co-ordinating services of different agencies, evaluating performance in accordance to new criteria).⁸⁶ Front-line officers may worry in particular about the new work load, the requirements of facilitating close communication and co-operation with the communities, conducting computer-based problem-solving etc. and the new responsibilities given to them.⁸⁷

75. Resistance can only be counteracted if the political leadership and the police leadership emphasize their continuing support and commitment to community policing; if police officers and their supervisors are shown the benefits of community policing for themselves (see also Para. 40-47); and if management leads by example, encouraging intensive communication and exchange of views among all ranks of the police and including lower ranks in the decision making process. A bottom-up flow of information and easy access by lower ranking officers to their supervisors is essential for considering the needs and demands of the communities in the internal police decision-making process.⁸⁸ Spoilers within the police, obstructive to this new way of management, need to be identified and either brought on board with the new policy, or be discharged.⁸⁹
76. *Training.* As already noted in Para. 32, the specific additional skills required for community policing should be taught in basic training for cadets as well as in field-training and on-going in-service training for police officers and managers in all branches of the police and thus should be incorporated into each training module.⁹⁰ In this way, all police officers could be taught how community policing can assist all departments in reducing and preventing crime, thereby making police work more effective and efficient, and without at all being soft on crime.⁹¹ In addition to training, police managers may also need assistance and mentoring from external consultants to help them adopt their new roles. Civilian external trainers and representatives of civil society should therefore be invited whose ideas, experiences, drive and ability will help to spur the progress of community policing. Consideration could also be given to joint trainings of police officers, rep-

⁸⁶ Cf. Skogan (1994), (op. cit. note 27), pp. 9f.; Skogan (2004), (op. cit. note 76), p. 165; and Tilley (2005), (op. cit. note 25), p. 332.

⁸⁷ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 7.

⁸⁸ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 8; OSCE (2002), (op. cit. note 5), p. 7; Saferworld/SEESAC (2006), (op. cit. note 8), p. 13; and Botterman (2007), (op. cit. note 11), p. 29.

⁸⁹ Cf. Bucqueroux (ND), (op. cit. note 4), p. 6; and Saferworld/SEESAC (2006), (op. cit. note 8), p. 13.

⁹⁰ Cf. Sloan/Trojanowicz/Bucqueroux (1992), (op. cit. note 80), pp. 5-13.

⁹¹ Cf. McPherson (2004), op. cit. note 40), p. 135; United Nations, (op. cit. note 54), p. 18; and Botterman (2007), (op. cit. note 11), pp. 26 and 33.

representatives of other government agencies and members of the communities, engaged in community policing projects that could facilitate the break down of stereotypes and distrust between groups and promote positive and effective interpersonal and cross-cultural relations. Joint trainings could focus, for instance, on conflict management, consensus building, cultural diversity and anti-bias education. Furthermore, training could include study tours abroad on community policing for both police managers and police trainers to show them good practice and positive results of community policing in other countries and to share experience.

77. *Supervising, Evaluating and Mentoring.* Meaningful performance evaluation should be linked to assignments, promotions and salaries.⁹² A good evaluation system would describe the expectations of the officer and would be reinforced by ongoing mentoring.⁹³ Performance evaluation should focus on an officer's ability to address community problems and to involve the community in this effort⁹⁴ using primarily qualitative evaluation criteria (see also Para. 34 + 106f.). However, the shift from incident-related work to the solving of clustered problems may lead to difficulties in measurement, especially if the public sets priorities that are not considered by the police agencies' information systems.⁹⁵ Police management should therefore be open to modifying the measurement system in the implementation review phase. Evaluation must be an on-going process.

III.2.2 Measures relating to other government agencies

78. Since the solving of community problems is a task that involves all relevant state agencies, a broad consensus must be reached with all agencies present in a community environment about their share of the responsibility and the need for close co-operation. Incoherent policies across the criminal justice sector and other state agencies related to solving community problems should be harmonized. Competing agendas and priorities, differing views about the scale of problems or rivalries over scarce funds may hamper this co-operative approach.⁹⁶ Again, the political leadership needs to commit all agencies to co-operate with each other and with the community. Management and oversight bodies for police reform, such as the suggested steering group and core implementation group, should ensure that official structures and procedures for co-operation are established, that the

⁹² Cf. McPherson (2004), op. cit. note 40), p. 133.

⁹³ Cf. McPherson (2004), op. cit. note 40), p. 133; and Harris (2005), (op. cit. note 14), pp. 44, 59, 72f; 160-163 and 196-203.

⁹⁴ Cf. Brown (1989), (op. cit. note 17), p. 6.

⁹⁵ Cf. Skogan (2004), (op. cit. note 76), p. 166.

⁹⁶ Cf. Stevens/Yach (1995), (op. cit. note 80), pp. 9f.; Skogan (2004), (op. cit. note 76), p. 165f; Saferworld/SEESAC (2006), (op. cit. note 8), p. 22; and Børstad (2007), (op. cit. note 28), p. 9.

responsibilities of different actors are clearly defined, and that barriers to effective inter-agency co-operation are dealt with.⁹⁷ Furthermore, all administrative authorities should be obliged to participate actively in local community forums. They should also be involved in the analysis phase of the problem-solving process to ensure that a clearer understanding of the underlying conditions can be achieved. Finally, with respect to making co-operation most effective and efficient, the officials of the other agencies need to be educated about community policing and taught about its main techniques and their roles in co-operative problem-solving, to the same extent as their colleagues from the police agency. Joint training session for members of government agencies, the police and community members may also boost future interaction (see also Para. 76).⁹⁸

III.2.3 Measures relating to communities

79. As noted earlier (Para. 22f.), community policing focuses on the creation of occasions and forums for active participation of the population in the problem-solving process. To create public forums, the key players within the communities, which have been identified in the planning stage (see also Para. 53 + 64), should be involved in the identification and mobilization of the different communities at the pilot site. The project co-ordinator should, however, see to it, that all segments of a community are actually addressed and that community groups with a low public profile are not neglected.
80. Mobilizing communities might be a difficult task for different reasons. Communities might be reluctant to co-operate with the police because of:
- bad experiences that they have had with the police before, for instance either being mistreated or not given protection;⁹⁹
 - fear of retaliation from criminals or certain community members, if active participants are considered to be police collaborators;¹⁰⁰

⁹⁷ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 11.

⁹⁸ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 17; and Alvydas Sakocius (2002), "Implementing Community Policing in Practice: New identified socio-integrative problems", in: OSCE, *The Role Of Community Policing in Building Confidence in Minority Communities*, Supplementary Human Dimension Meeting. Final Report, Vienna, 28-29 October 2002, pp. 36-40, here p. 39.

⁹⁹ Cf. Oakley (2002), Relations between Minorities & the Police: Some Key Questions, in: OSCE, *The Role Of Community Policing in Building Confidence in Minority Communities*, Supplementary Human Dimension Meeting. Final Report, Vienna, 28-29 October 2002, pp. 41-45, here p. 41.

¹⁰⁰ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 13; Hesta Groenewald/Gordon Peake (2004), *Police Reform through Community-Based Policing. Philosophy and Guidelines for Implementation* (International Peace Academy and Saferworld, New York 2004), p. 9; Skogan (2004), (op. cit. note 76), p. 166; and Tilley (2005), (op. cit. note 25), p. 332.

- a high degree of disorganization¹⁰¹ especially in disadvantaged communities;
- local social structures and traditions that are not familiar with and therefore do not have such types of public gatherings;
- ideological barriers towards co-operation with the police by certain segments of the community;¹⁰² or simply because
- community members do not see any immediate personal gain from their voluntary participation.¹⁰³

81. Community support cannot be assumed. It must be won. This might take a while, depending on the general relationship between the public and the police and the level of democratic policing in a society. Winning trust and support will take especially long in states of transition, where the police might have functioned as repressive instruments of the state, used particularly against minorities and groups in opposition to the government, and in post-conflict societies, where the police have been actively involved in fighting certain communities.¹⁰⁴
82. In general, trust in the police can only be developed if the police demonstrate on a daily basis their willingness and competency to deliver professional quality-based service to all community members (see also Para. 1 + 14). Immediate activities that could speed up confidence-building would be carrying out intensive and more traditional law enforcement actions¹⁰⁵ as well as some clean-up actions (abandoned vehicle tows, graffiti removal etc.)¹⁰⁶ to deliver some quick results of police action and improve the public's subjective feeling of safety. These intensive reactive activities should continue to complement the crime-preventive problem-solving activities that might need more time to lead to concrete results. Otherwise communities might become disappointed and frustrated, which could result in a loss of interest in further co-operation.¹⁰⁷
83. Another confidence-building measure would be to reach out to communities in a non-threatening way through police open days and visits to local facilities where the community members feel comfortable and safe. On these occasions, the police should listen to the complaints and concerns of the community, educate them about police policies and tasks related to problem-solving. Furthermore, the police should clearly and effectively communicate the reasons for introducing the new policing style and the benefits of community policing for the pub-

¹⁰¹ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 14.

¹⁰² Cf. Botterman (2007), (op. cit. note 11), p. 31.

¹⁰³ Cf. Myhill (2005), (op. cit. note 13), p. 38.

¹⁰⁴ Cf. Oakley (2002), (op. cit. note 99), p. 41; and Stodiek (2006), (op. cit. note 8), pp. 7f.

¹⁰⁵ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 13.

¹⁰⁶ Cf. Skogan (1994), (op. cit. note 27), p. 15.

¹⁰⁷ Cf. Sadd/Grinc (1996), (op. cit. note 76), p. 13.

lic.¹⁰⁸ The use of dynamic and effective communicators drawn from the ranks of the police service can be very helpful. When implementing the new policing style, presentation and symbolism are vital in signalling change to the community. Foot patrols conducted by local police commanders would also be highly symbolic, sending a strong message to members of the community about senior-level interest and commitment in community policing.

84. Because NGOs can play a critical role as part of information-sharing networks, they should be involved the creation of co-operative structures,¹⁰⁹ even if there have been tensions and controversies between the NGOs and the police in the past. The police should accept them as their 'critical friends'.¹¹⁰ The challenge of selecting the most appropriate NGOs can be met by using selection criteria such as the NGOs' stability,¹¹¹ accountability and authentic representation of their constituencies.¹¹¹
85. In any case, police should reject the tendency to focus too soon only on those communities and groups which have already established public forum structures such as street committees or social activities and which can, thus, be easily persuaded of the benefits of co-operation.¹¹² Otherwise, the weak and unresponsive communities, those that probably have the biggest problems, might be left alone and continue to cause problems for themselves and other communities.
86. *Role of public forums:* Public forums, such as community advisory boards¹¹³ are the most structured institutions for a two-way dialogue and active community participation in problem-solving. To be able to cover the problems of the entire neighbourhood and to provide the largest number of resources for solving these problems, their composition should be representative of all the communities and agencies residing and working in the neighbourhood. They should, therefore, be composed of representatives from local administrative agencies, courts, the prosecutor's office and the police, as well as social, health and environmental services, housing boards, educational and religious organizations, business associations, private security companies, minority groups, human rights and other NGOs, the media, sport organi-

¹⁰⁸ Cf. Purdy (2007), (op. cit. note 71), pp. 13f.

¹⁰⁹ Cf. OSCE (2002), (op. cit. note 5), pp. 8 and 11.

¹¹⁰ Oakley (2002), (op. cit. note 99), p. 43.

¹¹¹ Cf. OSCE (2006), (op. cit. note 2), p. 38, Para. 109.

¹¹² Cf. Stevens/Yach (1995), (op. cit. note 80), pp. 17f.

¹¹³ In the OSCE area, such public forums have different names. In addition to "Community Advisory Boards", one can find for instance, "Citizen Advisory Boards"; "Community Advisory Boards"; "Community Safety Action Teams"; or "Local Public Safety Committees". Despite their different names, they all share similar conceptual characteristics with respect to structure, functioning and tasks.

zations etc. They should also be open to every individual community member interested in their activities.¹¹⁴

87. Since the composition of public forums may be very heterogeneous, bringing together participants with considerably different levels of experience and customs with respect to acting in such an environment, the forums need to be organized and run according to clear procedures which may or may not be codified in regulations or a constitution for the group, in a national community policing strategy or even in legislation. This is important so that decisions can be made transparently and potential disagreements and divergent interests properly managed.
- A second issue is how the police balance the requirement to remain autonomous as an organization (which must follow national and international standards of democratic policing as listed in the Guidebook on Democratic Policing (see OSCE 2006), laws, strategies and targets) and, at the same time, to be responsive to local demands. There may be competing demands on officers, for instance, from commanders and communities. Related to this is the fact that some community demands may be unrealistic, impossible to respond to or even contrary to human rights standards or the law. The role of the police in these forums is therefore complex.
88. Public forums should be chaired by a widely respected person. In the best case, this would be a person who would not only be accepted by all segments of the communities but would also be highly motivated to take on this job voluntarily. In reality, finding such a widely accepted volunteer might be difficult, especially in heterogeneous neighbourhoods. In some countries, therefore, elected community representatives such as mayors have taken on this chairing role. Their selection could have two positive effects. On the one hand, they would enjoy democratic legitimacy and on the other, as civil servants, they could also be obliged by administrative policies and directives to devote part of their work to this chair position.
89. In order to avoid the impression of police dominance in the public forums police representatives should not take on the chair role.¹¹⁵ In some situations, however, it may be difficult, at least initially, to identify willing and skilled community members. In such cases, police officers could chair or co-chair the forums during a transition period.

¹¹⁴ Cf. Stevens/Yach (1995), (op. cit. note 80), p. 11; Bergmans (2005), (op. cit. note 36), pp. 13f.; HCNM (2006), (op. cit. note 12), p. 19, Rec. 12; OSCE (2006), (op. cit. note 2), p. 37, Para. 101; and Botterman (2007), (op. cit. note 11), pp. 17 and 26.

¹¹⁵ Cf. Jens Wurtzenbacher (2005), "Community Policing und lokale Problembearbeitung: Notizen über die Southwest-Side in Chicago", in: TRIALOG 87, Zeitschrift für das Planen und Bauen in der Dritten Welt 4/2005, pp. 12-16, here p. 5.

90. In any case, the chairperson should have the skills to organize meetings, bring people together, obtain consensus and instigate action.¹¹⁶ The more heterogeneous the composition of the public forums is, the more difficult they are to be chaired. Diverse communities may bring with them divergent perspectives, values, experiences, needs and demands on the police and the other government agencies. The perspectives and demands may conflict and compete with one another. Diverging interests may exist not only between communities but also within communities or between personalities. All of this could be a distraction from finding solutions.¹¹⁷ Groups that are more vocal may have success in using the forums for their own purposes.¹¹⁸ Wealthier sections of the communities may also not accept the majority of resources being spent in the poorer sections.¹¹⁹ In such circumstances chairpersons must be able to avoid simple majority decisions over minorities or the implementation of resolutions for one community at the expense of the other. Otherwise, less vocal groups may retreat and accuse the police of being discriminatory and having a too close relationship with the other sections of the community.¹²⁰ To avoid such developments, the awareness of shared responsibilities must be strengthened, compromises found and the rights of all respected in accordance with the principles of democratic policing.¹²¹ As the police might not always agree with the priorities that the communities have with respect to police activities, sharing the perspectives and needs of the police and the public would be essential for developing better mutual understanding and thus could lay the groundwork for compromises and reciprocal support.
91. In cases, where certain minority groups are reluctant to convene with other community groups thematic forums could be established – at least at an initial stage –, including only members of the specific group and representatives from government agencies, focusing only on the needs and demands of the minority group. Another option would be to hold discussion with these particular groups and to incorporate the results of these meetings in the discussions of the general public forum.¹²²

¹¹⁶ Cf. Saferworld/SEESAC (2006), (op. cit. note 8), p. 22.

¹¹⁷ Cf. Stevens/Yach (1995), (op. cit. note 80), p. 18; and Sadd/Grinc (1996), (op. cit. note 76), p. 14.

¹¹⁸ Cf. Bureau of Justice (1994), (op. cit. note 9), pp. 14f.; and Botterman (2007), (op. cit. note 11), p. 25.

¹¹⁹ Cf. Trojanowicz/Bucquerou (1990b), (op. cit. note 9), pp. 2f.

¹²⁰ Cf. Tilley (2005), (op. cit. note 25), p. 332.

¹²¹ Cf. Stevens/Yach (1995), (op. cit. note 80), p. 18; and OSCE (2006), (op. cit. note 2), pp. 14 and 22f., Para. 5 and 36-39.

¹²² Cf. Saferworld (2006), (op. cit. note 32), p. 10.

92. The frequency, time and location of meetings, and the topics discussed should reflect the needs and expectations of the communities and may therefore be different in each neighbourhood.¹²³

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

The purpose of the meetings can be to provide police accountability or transparency, and to focus on problem-solving in which members of the public thoroughly examine problems and jointly act to address them (for problem-solving methodology see also Para. 25). Topics of the forums can deal with all aspects of quality of life in the neighbourhood, ranging from road safety, concerns about levels of crime, or violent behaviour, health and environmental issues (such as drug-awareness; or pollution problems and natural disasters), maintenance of public utilities, to specific police activities and police behaviour.¹²⁴

These forums also give the police the opportunity to share with the public how they can assist the police, i.e.; when and how to call the police, development of a phone tree for neighbours to notify each other of an incident in the neighbourhood, how to watch out for each other, how to prevent burglaries, and the importance of watching each other's homes when someone is away on vacation. Resources of local businesses and retail outlets could be used to provide information through display space, better lighting, and staff who are aware of crime prevention measures and how to summon police assistance when necessary.

Some problems discussed might even be outside of the police's competencies and resources, but of concern to other government agencies. Taking a multi-disciplinary approach to problem-solving will ensure a greater understanding of the underlying conditions of the problem. It will also help if responsibilities are delegated to relevant stakeholders, rather than the police acting on their own. All partners can then work within their own circle of influence, to ensure effective resolutions to the problems being addressed. An example may illustrate this point: In the case of domestic violence, many partners/institutions are responsible for addressing the problem. A multi-disciplinary ap-

¹²³

Cf. Botterman (2007), (op. cit. note 11), p. 17.

¹²⁴

Cf. Botterman (2007), (op. cit. note 11), p. 17; Julie Fleming (2007), *Experience in implementing Community Policing in Kosovo*, Presentation at OSCE Regional Police Experts Meeting on Community Policing, Skopje, 16-17 October 2007, p. 7; and Mite Stoykov (2007), *Community Policing*, Presentation at OSCE Regional Police Experts Meeting on Community Policing, Skopje, 16-17 October 2007, p. 14.

proach would be to meet regularly as a working group to include the police, the district attorney's office, courts, social welfare, treatment centres for battered victims, victim assistance, victim shelter, kindergarten or school representatives, etc. Together, different agencies can address the problem from multiple angles and, over the long term, have a greater impact on the results.

93. Members of public forums should be empowered to make the most effective and efficient use of these structures. This could include capacity-building in the form of workshops and other training formats (including joint trainings with police and other government officials, see also Para 76). Another component could be community awareness campaigns at which participants learn about the overall purpose and proper functioning of the forums and participants' roles, rights and duties in problem-solving. Such events would offer participants a chance to develop their skills in problem identification, priority setting and drafting project proposals as well as implementing and evaluating projects.¹²⁵ Empowering also means that the police agree to a two-way dialogue on an equal footing, based on shared knowledge, and equal decision-making and priority-setting rights.¹²⁶ In order to maintain a shared knowledge base the community should continuously be informed about progress in, successes of and shortcomings in community policing. Inaccurate information and rumours should always be corrected quickly. Otherwise they may lead to misperceptions, frustration and a loss of interest. An information network should be established that ensures correct and quick transmission of information. In this context the media play an important role (see also III.2.4).
94. Decisions of the forums must have an impact on the work of the police and the other public administration agencies. Public officials must therefore have the competencies and power to translate the needs and demands into tailored policy and action.¹²⁷ Otherwise, the communities will soon lose interest in participating in problem-solving and may use public forums only as an instrument for making complaints, if they continue to attend the meetings at all.
95. Community forums that have developed sound and trusting partnerships between the public and the police will also be invaluable in defusing tensions in crisis situations, for instance, in cases of police misconduct, since they provide the opportunity to discuss the situation at a short notice in well established structures and in a trusting atmosphere.

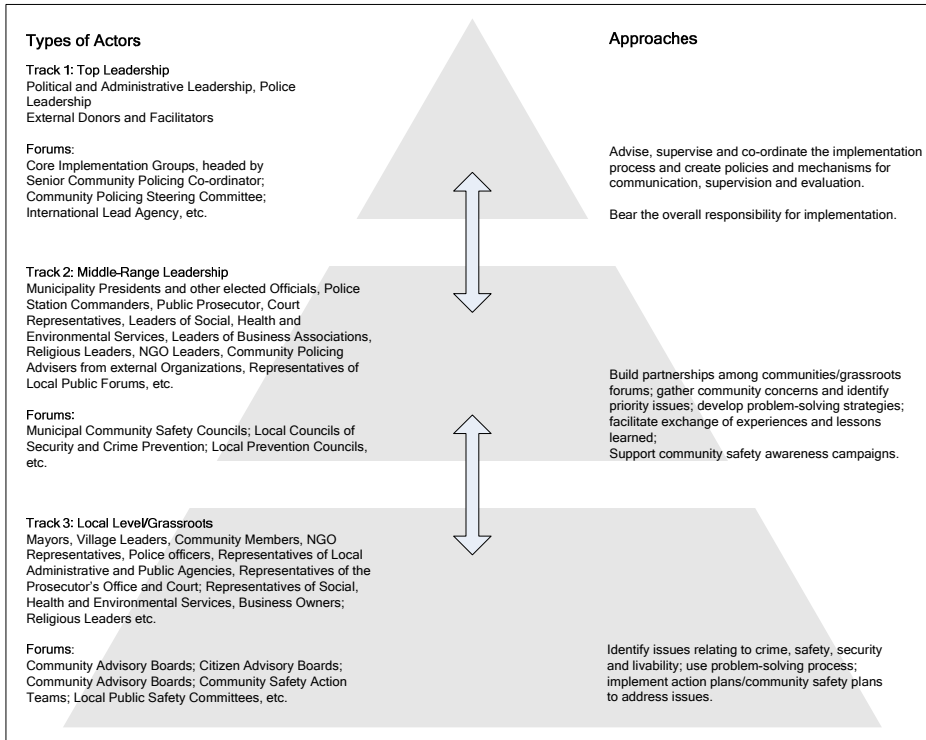
¹²⁵ Cf. OSCE (2006), (op. cit. note 2), p. 38, Para. 104; Stodiek (2006), (op. cit. 8), p. 87; Botterman (2007), (op. cit. note 11), p. 18.

¹²⁶ Cf. Myhill (2005), (op. cit. note 13), p. 38; and Botterman (2007), (op. cit. note 11), p. 29.

¹²⁷ Cf. Wurtzenbacher (2005), (op. cit. note 113), p. 7; and Botterman (2007), (op. cit. note 11), p. 25.

96. Once pilot sites have expanded, public forums at the neighbourhood level should be complemented by similar forums at a higher administrative level (municipality or district level), bringing together representatives of the neighbourhood forums, to address problems that are of relevance to more than just one neighbourhood or community. While strategic issues will be dealt with at both the neighbourhood and municipality level, the steps to implementation of problem-solving will usually be handled at the neighbourhood/grassroots level. The meetings at the higher administrative level will provide representatives of the neighbourhood forums with the opportunity to exchange their practical experiences in problem-solving. Since meetings at the higher administrative level require more co-ordinated efforts, the structure of these forums should be more formalized than that at the neighbourhood level. Those different structural levels are outlined in Box 3.

Box 3: Different Structural Levels of Community Policing



Source: Adapted from: Fleming, Julie (2007), Experience in Implementing Community Policing in Kosovo, Presentation at OSCE Regional Police Experts Meeting on Community Policing, Skopje, 16-17 October 2007, p. 2.

97. *Alternative occasions for meetings and exchanges of views:* Police open days, visits to schools or civil society organizations by police officers, invitations of community groups to police stations, information campaigns on billboards, in newspapers or police newsletters, on ra-

dio, television or on the internet¹²⁸ could be alternative opportunities for initiating meetings and the exchange of views. These events can help to educate the public about official procedures and policies, the community's rights and responsibilities and the benefits of community policing. TV spots that illustrate community policing activities and their positive effects on the life of communities can have a positive and mobilizing effect. Another confidence-building activity with a high symbolic impact demonstrating the willingness of the police to communicate with the public would be the introduction of question times on the radio or TV, in internet chat-rooms, or in newspapers where high-ranking police officials (station commanders, chiefs of police) would answer questions by the public.¹²⁹ As noted earlier (see also Para. 71), these public relations activities should, however, only be used as a supportive tool to raise awareness within the communities. The much more important focus of action must remain on organizational changes and the improvement of police performance.

98. In societies with no traditions of public community gatherings, for instance where families or clans are the predominant structure of social control and exchange between community groups, these contacts may be the only way to involve these groups in problem-solving. The police could also serve as mediators or facilitators in co-operation with traditional and informal conflict resolution mechanisms to solve conflicts between clans. The police should, however, take care that they do not co-operate with groups and institutions that are opposed to human rights and the rule of law.¹³⁰ While recognizing the traditional clan structures, the police should also ensure that they are able to promote the opportunities for democratic participation for those who may traditionally have subordinate positions within the clan structures. Closely related to this is the need for specifically reaching out to and empowering women, who in some cultures often have been excluded from participation and may lack confidence and skills.
99. Neighbourhoodwatch schemes may be appropriate instruments for involving communities in the process of problem-solving, as they could contribute to supporting the police, fostering routine communication between the public and the police, and enhancing the communities' spirit of responsibility for their own safety. In order to avoid the risk that members of a neighbourhoodwatch scheme might try to take the law into their own hands and turn to vigilantism, or be exploited by influential community groups for their own purposes, it must always be clear that they only have a reporting role to play and that the monopoly of

¹²⁸ Cf. Posiege/Steinschulte-Leidig (1999), (op. cit. note 40), p. 103.

¹²⁹ Cf. Botterman (2007), (op. cit. note 11), p. 18; and Almabek Maldokmatov (2007), *Implementation of the "Community Police" project in the system of Ministry of Interior of Kyrgyzstan*, Presentation at OSCE Regional Police Experts Meeting on Community Policing, Skopje, 16-17 October 2007, p. 30.

¹³⁰ Cf. United Nations, (op. cit. note 54), p. 23.

the use of force remains in the hands of the police. It would therefore be advisable to have clear and strict regulations in place on neighbourhood schemes and a police officer installed who would act as their supervisor and co-ordinator, taking responsibility for their actions.

100. Another instrument for actively involving neighbourhood residents in problem-solving would be “Neighbourhood Wardens” or “Community Service Officer” programmes, allowing civilians to assist police officers in their non-emergency activities, for instance, parking enforcement, dealing with pedestrian zone violations (bicycles/skateboards, etc), or non-emergency report-taking.
101. The most important activity in building trust and exchanging views, however, will remain the daily positive routine contacts between the police, and the people on the street.
102. Cultivating close police-public partnerships with communities could, however, result in ethical dilemmas for police officers if they are offered [and accept] gratuities by members of the communities, which could easily be interpreted as crossing the blurred line to corruption.¹³¹ “The fight against corruption requires the application of anti-corruption policies and codes of conduct for the correct, honourable and proper performance of police officers, as well as effective measures to implement those policies at all levels of the police. An effective solution must target not only the root problem of low incomes, and in particular opportunities in certain types of policing for receiving bribes, but must also enhance the efficacy of the discipline and sanctions systems.”¹³² In turn, there should also be some kind of merit system or positive reinforcement for those officers who have risen above the temptations of corruption. Ethics training for police officers has proved successful in providing officers with additional tools when placed in a challenging ethical situation.

III.2.4 Measures relating to the media

103. The most effective and efficient way of informing the public about police activities and progress with police reform, and thereby also complying with the democratic policing principles of accountability and transparency is to involve the media. As with NGOs, police should see the media as their critical friend, which has the right and obligation to provide the public with accurate information. However, policies have to be developed that govern what information should be released, for example, information that raises public confidence or gives a feeling of safety, or general facts about the objectives of the police and how the

¹³¹ Cf. OSCE (2006), (op. cit. note 2), pp. 20 and 39, Para. 27 and 111.

¹³² OSCE (2006), (op. cit. note 2), p. 20, Para. 28.; see also Para. 24-33.

police work. Information that must not be publicized includes that which would compromise police investigations and confidential information relevant to maintaining public security or the presumption of innocence. Sound co-operation with the media also requires guidelines for media contacts, clearly defined roles for spokespersons and media training for officers.¹³³

An often unanticipated effect of improved police-public partnerships is the rise of reported crimes, because community members have more trust and see more value in reporting crimes to the police. Police leaders and the media should be prepared to interpret this rise correctly (see also Para.104).

III.3 The Evaluation Stage

104. Evaluations are in line with a learning and accountability function to assess the effectiveness, efficiency and relevance of specific implementation activities. Their purpose is: to contribute to improving tactics, procedures and techniques; to consider a continuation or discontinuation of projects and programmes; and to account to stakeholders and tax payers for expenditures/the use of scarce resources.¹³⁴ Introducing community policing is a long-term effort and needs cyclic evaluations, which should be linked to the policy cycle, enabling the strategic level to systematically and continuously improve the quality of the police service. Referral frameworks supporting organizational development such as the “EFQM” Model by the *European Foundation for Quality Management* or the “*Total Quality Management*” Model (TQM) by the *Common Assessment Framework* could be appropriate tools to follow this approach.¹³⁵ Final evaluations should not be undertaken before implementation programmes have had a chance to succeed. In the case of introducing community policing, this could mean that programmes should be given two to five years time, depending on the challenges that confront the implementation process (see also Para. 57). In addition, care should be taken to ensure that any monitoring and evaluation framework contains a sufficiently broad range of indicators of both qualitative and quantitative nature. This will allow changes in one area (e.g. levels of reported crime which may initially rise as a result of growing public willingness to report to the police) to be interpreted within a broader context (see also Para. 103). In order to avoid any perceptions of biased assessments or conflicts of interests, and to raise the credibility of evaluations, self-evaluations by

¹³³ Cf. OSCE (2006), (op. cit. note 2), p. 36, Para. 97; and Purdy (2007), (op. cit. note 71), p. 16.

¹³⁴ Cf. Harris (2005), (op. cit. note 14), p. 157; and OECD (2006), *DAC Evaluation Quality Standards*, Paris 2006, p. 6.

¹³⁵ Cf. OSCE (2002), (op. cit. note 5), p. 6; and OSCE (2006), (op. cit. note 2), p. 42, Para. 120.

the police could be complemented by independent external evaluations.¹³⁶

III.3.1 Criteria for evaluation

105. *General criteria* for evaluating community policing implementation processes, in accordance with the OECD *Development Assistance Committee* (DAC) criteria for evaluating development assistance would be: relevance, efficiency, effectiveness, impact and sustainability¹³⁷ (see also Box 4).

Box 4: DAC Criteria for Evaluating Development Assistance (adapted to Community Policing Programmes)

Relevance: The extent to which the community policing implementation measures are suited to the priorities and policies of the target groups, recipients and donors.

Questions to address:

- To what extent are the objectives of the programme still valid?
- Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the programme consistent with the intended impacts and effects?

Effectiveness: The extent to which projects attain their objectives.

Questions to address:

- To what extent were the objectives achieved / are the objectives likely to be achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?

Efficiency: Measurement of the qualitative and quantitative output in relation to the inputs. This requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.

Questions to be addressed:

- Were activities cost-efficient?
- Were objectives achieved on time?
- Was the programme or project implemented in the most efficient way?

Impact: The positive and negative changes produced by a community policing initiative, directly or indirectly, intended or unintended.

Questions to be addressed:

- What has happened as a result of the programme or project?
- What real difference has the activity made to the beneficiaries?
- How many people have been affected?

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

Questions to be addressed:

¹³⁶ Cf. OECD (1991), *DAC Principles for Evaluation of Development Assistance*, OECD/GD(91)208, Paris 1991, Para. 11.

¹³⁷ Cf. OECD (2006), (op. cit. note 134), p. 6. On the performance evaluation of the organization see also Harris (2005), (op. cit. note 14), pp. 59 and 204-206.

- To what extent did the benefits of a programme or project continue after donor funding ceased?
- What were the major factors that influenced the achievement or non-achievement of sustainability of the programme or project?

106. The extent of *organizational transformation of police agencies* could be assessed by focusing on:

- the level of autonomy in decision making;
- the level of decentralization of patrol, crime analysis and investigation units;
- the level of internal co-operation and communication;
- the modifications of recruitment to reflect the skills and characteristics required of community-assigned police officers and the extent to which training curricula (for basic, field and in-service training) reflect the conveying of community policing skills;¹³⁸ and
- the individual performance evaluations; as well as
- the level of job satisfaction of the police staff.

Box 5: Examples of Questions for Evaluating the Organizational Transformation of Police Agencies (selected and adapted from Trojanovicz/Bucqueroux (1998), Trojanovicz/Bucqueroux 1998; *Community Policing: How to get started*, second edition, Cincinnati 1998).

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

¹³⁸ Cf. Fridell (2004), (op. cit. note 40), p. 10.

- Have first-line officers been included as part of community policing team effort?
- Have first-line supervisors communicated encouragement for innovation and tolerance for well-intended mistakes?
- Have first-line supervisors found ways to express creativity and problem solving in their job?
- Is the size of the beat appropriate, as reflected in analysis of the geographic size of the beat, the number of people in the area, and the number of crimes reported and calls for service?
- Have front-line officers been delegated sufficient authority to self-initiative innovations with a minimum of red tape?
- Are front-line officers provided with enough time to do more than answer calls for service?
- Are front-line officers selected for superiority in communication skills, as well as for their empathy and sensitivity to ethnic, racial, sexual, religious, and cultural differences?
- Do front-line officers have sufficient time to develop rapport and trust with community members and to generate proactive efforts?
- Does duty on community-related activities impair or enhance promotability?
- Has the police organization considered ways of integrating its efforts with other elements of the criminal justice system and with other government agencies?

107. The performance of other *government agencies* could be assessed by focusing on:

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

108. The development of *police-public partnerships* could be assessed by:

- conducting public perception surveys and focus group interviews on police performance and the safety and security situation in the community;
- conducting internal and public oversight reports on the police (accessibility and responsiveness of the police):
- analyzing media reports; or
- keeping records of police-community activities; and
- analyzing the sustainability of formal and informal public forums etc.¹³⁹

If a measurable public perception survey is conducted at the planning stage of community policing implementation (see also Para. 53), then the results of that survey should be measured against the results of this later one.

¹³⁹ Cf. OSCE (2006), (op. cit. note 2), p. 37, Para. 98.

Box 6: *Examples of Questions for Evaluating the Development of Police-Public Partnerships* (selected and adapted from Trojanovicz/Bucqueroux 1998; *Community Policing: How to get started*, second edition, Cincinnati 1998).

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

109. In order to assess *crime control and prevention activities*, quantitative assessment tools such as crime statistics, crime clearance rates, or victimization reports should complement the mix of qualitative and quantitative assessment methodologies mentioned above.

III.3.2 *Publication of assessment*

110. The public should be informed of the results of the evaluation, including both positive and negative developments. This is required by the democratic policing principle of accountability and – in cases of successful problem-solving activities – will further mobilize community participation and strengthen the police-public partnership. Providing space for reflection and celebration of problem-solving successes could also further strengthen the feelings of pride and local ownership among all stakeholders involved.¹⁴⁰

III.4 **The Modification and Expansion Stage**

111. Based on the evaluation of the implementation process and its results, a review process should be initiated, involving all stakeholders, and focusing on all stages of the implementation process. Any structural, organizational and strategic activities that have not proven to be successful in improving police-community relations, in fostering active community participation in problem-solving and reducing crime and in

¹⁴⁰ Cf. Saferworld (2006), (op. cit. note 32), p. 11.

enhancing the community's feeling of safety over a longer period of time (see also Para. 104), should be thoroughly redesigned.

112. If pilot site programmes prove to be successful, they should be expanded to additional (pilot) sites throughout the municipality, city, region or nation, depending on the resources for implementation (the number of project co-ordinators, the number of police officers and managers trained in community policing). The officers involved in the pilot phase should be used as a core team of advisers explaining the strategy to their colleagues in other departments and geographical areas.
113. It should however always be kept in mind that regional diversities might influence the implementation of strategies in different ways and that what worked in one community might not work in another. Best practices of one pilot site still need to be adapted to best fit another environment.¹⁴¹

¹⁴¹ Cf. Saferworld/SEESAC (2006), (op. cit. note 8), p. 14; and Purdy (2007), (op. cit. note 71), p. 16.

IV. Conclusion

114. In the OSCE area, community policing has emerged as a major strategic pillar of policing practices. With its focus on establishing a police-public partnership, where the entire police organization, all government agencies and the communities are actively co-operating in problem-solving, community policing represents a change in practice but not in the general objectives of policing. They continue to focus on the maintenance of public tranquility, law and order; the protection of the individual's fundamental rights and freedoms – particularly the right to life –; the prevention and detection of crime; as well as providing assistance and services to the public to reduce fear, physical and social disorder, and neighbourhood decay. What the police-public partnerships provide is a strategy to achieve these objectives more effectively and efficiently.
115. While the ways of implementing community policing may differ in practice in accordance with local conditions, the basic principles and characteristics of community policing should always be adhered to, if a police programme is to legitimately be associated with community policing: These principles are:
- the accessibility and transparency of the entire police agency to all segments of the community (including minority and vulnerable groups), and responsiveness to their needs, concerns and demands;
 - the commitment to crime-prevention and proactive problem-solving in order to address the underlying conditions of problems for long-term solutions; and
 - the active participation of all the different segments of the communities and other government agencies in the problem-solving process on the basis of equality (equality insofar as the national laws and operational tactical and operational necessities reasonably allow).
116. A key requirement for the sustainable success of this police-public partnerships approach would be the strong commitment of all stakeholders involved (politicians, police, other government agencies and the public) to actively support this approach and accept their share of responsibility.
117. Key strategies to overcome potential challenges to the implementation process and to sustainable progress would be sound organizational changes in the police in the general course of democratic police reforms, intensive training of community policing skills for the entire police agency and other government agencies concerned, and the em-

powerment of the communities to actively and effectively contribute to the new police-public partnerships.

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