



**Project No. 4100233**

**„Institution- and Capacity Building of  
Community Policing in Georgia“**

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# **FINAL REPORT**

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### **I Introduction and project objectives**

*"How do the police identify and deliver high-quality services to the community?"*

*This question is the heart of the concept of community policing and lays the foundation for a progressive policing philosophy. Numerous former Soviet Union countries recognized community policing as an essential step to reform police services in their society, because it aims at improving communication and cooperation between the police and citizens and therefore develops citizens' trust in the police as a state institution. This causal connection is the essential and advancing element of the comprehensive process of internal democratization and political and social stabilization of the countries in the region.*

*This process has started in Georgia with the final objective of leveling up of security, to mutual benefit and contentment of both the police and citizens consequently also leading to a higher degree of security in the country.*

This final project report contains a comprehensive summary of the activities within the project "Institution- and Capacity Building of Community Policing in Georgia." Furthermore, it covers outputs, task and activities carried out.

The main objective of the project was to continue with the implementation of the recommendations of the OSCE needs assessment mission aimed at introducing a modern community policing concept in the Georgian police service.

In this sense the project focused on:

- supporting of institution building in the field of community policing
- supporting of community policing related capacity building of police officers
- starting with pilot implementation of community policing in selected areas
- strengthening police-public partnership

The final project report of the community policing expert (Ref. Dec 2005, Mehmet Erdem) was reviewed and sensible activities assessed.

In contradiction to this report a "Community Policing Development Unit" (CPDU in the MIA) was not set up and is still not functioning.

Furthermore, respective training was held, but had no impact on any implementation of community policing in Georgia. Obviously, the equipment, provided by the OSCE Mission, still remains in the analytical department of the MIA.

It also needs to be stressed, that the topic of community policing is not mentioned on the MIA website until now.

In addition, it seems to be questionable, why four police officers from Turkey spend time in Georgia during the project duration, while no developments or impact was reached. It also seems unclear, which impact two study tours for Georgian officers had, if there are no sustainable developments or recommendations subsequently translated into action. It also needs to be emphasized, that no working group on the development of a "National Concept on CP" has been set up.

The project document and budget planning were revised in collaboration with the Mission's Police Adviser, as it was noted that some planned activities were not in conjunction with the real situation within the Georgian police service.

## **II Project outputs, tasks and activities**

## **1. Improving the institutional structure for community policing and strengthening of police-public partnership**

### 1.1

#### Contributing to the strengthening of police-public partnership

The International Adviser monitored the situation within the Georgian police service and assessed the need to establish District Partnership Councils (DPC).

During the assessment it became increasingly apparent, that according to the Georgian culture and traditions, the establishment of such councils would not be feasible at this stage.

The neighbourhood inspectors are regularly visiting citizens in their apartments or gathering places and discussing the society's problems.

It would not be any sustainable effort to establish DPC`s at this stage, as the issue of institutionalizing is not common in Georgia and was rejected by all stakeholders involved.

In conjunction with respective commanders of the pilot districts and region, the adviser supported the coordination of community policing activities within the pilot sites.

Furthermore, intensive discussions on the issues of community policing and crime prevention were held with representatives of public society, such as schools, universities, journalists, NGO`s, minority representation groups and others.

### 1.2

#### Expanding public knowledge about the work of the Tbilisi police

For 1 June 2007 the adviser in conjunction with the Vake-Saburtalo police commanders organized the first "Police Open Day" in the Didi-Digomi police station in Tbilisi.

The event was attended by the Head of OSCE Mission and the Deputy Minister of Internal Affairs.

Around 250 children, teachers and parents attended the event and learned about their police. Since the open day was organized at the International Children's Day the adviser also organized amusements for the children in a separate park after the event, which was joined by various police officers as well.

The open day and its activities were widely covered by the Georgian media and had great impact on expanding public knowledge about the project and community policing in general.

The adviser has not organized police-media roundtables; as such events were already organized by the MIA in cooperation with the Sores-Foundation before arrival.

The MIA has therefore trained and appointed spokespersons for all regions of Georgia, as well as for Tbilisi.

In conjunction with the OSCE Centre in Bishkek the adviser organized a study trip for 5 Kyrgyz police officers and one NGO representative to Tbilisi 10-16 June 2007. The delegation contained of police spokespersons that learned about Georgian experiences and best practices in improving police/media relations.

In this regard the Georgian MIA has facilitated a programme, which gave the opportunity to study press and public relations work on very practical examples.

A national conference on community policing was organized in Batumi, 27-29 August 2007.

The Head of Administration of the OSCE Mission and the Deputy Minister of Internal Affairs attended this high profile event, which has been extensively prepared by the adviser. International key note speakers from Slovenia and Germany, as well as from HCoNM headquarters gave their inputs to participants. Around 50 attendees, representing NGO's, minority representation groups, the government and parliament of Georgia, international organisations and other ministries, discussed strategies to elaborate a "National Concept on Community Policing in Georgia" in the future. In a number of workshops proposals were made, how to implement community policing throughout the country in the future.

An important result of the conference is the opportunity to set up a working party, comprising all relevant stakeholders, for further elaboration of the concept for adaptation by the government. Relevant participants of the conference committed themselves for such a working party on needed basis in regard to relevant projects.

The adviser drafted a summary of given recommendations and proposals, which was distributed to all conference participants. (See attached to this report in annex)

The adviser discussed and organized free access for lay visitors to all respective police stations within the pilot sites. All police facilities are available for visitors and the openness of respective police officers can be assessed as improved.

### 1.3

#### Supporting the institutional development of community policing

The adviser, in cooperation with respective police commanders, re-organized the duties and responsibilities of neighbourhood inspectors within the pilot sites.

In addition, as foreseen in the project, the police district stations in Tbilisi have been renovated after tendering and evaluation. The current working conditions can be assessed as comparable to European standards and sustainable and fulfil the requirements of respective officers.

The adviser also assessed the need for purchasing necessary equipment for the pilot sites.

After tendering and bids evaluation computer techniques, radios and camcorders were purchased, to improve the working conditions of neighbourhood inspectors.

In an official donation ceremony the equipment was handover to the Deputy Minister of Internal Affairs.

This event was covered by Georgian media nation-wide.

Within the Vake-Saburtalo police station a crime prevention component will be added. Necessary equipment and education will be needed to improve this effort in the future.

The establishment of a crime prevention unit within the Patrol Police Department was discussed with the commander and will be taken into consideration, after discussions with responsible decision makers in the MIA. There might be a need for support by the OSCE Mission in the future.

## **2. Enhancing capacity of Georgian police in community policing**

### 2.1

#### Providing training to facilitate a strong and close police-public partnership

After elaboration of a curriculum for a basic CP training at the Georgian Police Academy, 6 trainers were trained to deliver CP training in the future.

In conjunction with the HCoNM the issues of policing in minority societies were included into the curriculum.

Training for 15 neighbourhood inspectors from Samtskhe-Javakheti was conducted in Bakuriani 21-25 May 2007. The opening of the event was covered by different media from Georgia and Armenia and has raised the awareness about the ongoing project. The NGO "Foundation for Development" participated during the training and covered the issues of policing minority societies, since the region consists of a large Armenian population. Also 3 officers of Armenian origin participated in the event. The participants of the training assessed it as useful and they will spread their newly acquired knowledge throughout the region to their colleagues.

*In contradiction to the project document and misleading information, the trainings could not be conducted by CPDU members, as this unit has never been existing in this sense.*

A second basic CP training was held in Gudauri, 16-20 July 2007, for 12 officers of the two pilot districts of Tbilisi and 3 officers representing the patrol police headquarters. The training was similarly positive assessed by the participants.

The adviser and the chief of Tbilisi neighbourhood inspectors have held a meeting with all police commanders to assess the training and to elaborate further implementation of community policing principles in Tbilisi. It was agreed that the trained officers will train their colleagues in all districts of Tbilisi in the near future.

The adviser has undertaken several visits to all sub-stations within the pilot districts of Tbilisi, as well as to all district stations of Samtskhe-Javakheti region. These visits focused on discussions of current problems with officers of all levels and to assess needs for further improvements and support.

## 2.2

### Providing training to facilitate expansion of public knowledge about the work of Tbilisi police

A police-media relations course has not been organized, as this has been done already by the MIA in conjunction with the Sores-Foundation. (See above)

Community policing round-tables and discussions were held in all pilot sites. Newly acquired skills and knowledge has been monitored by the adviser in practice, while visiting all sites regularly. Significant improvements in regard to the perception of police officers work among the society could be noticed.

## 2.3

### Computer training

#### Study tour for Georgian police officials

#### Monitor use of newly acquired skills in daily work

Computer training for officers of the pilot sites was conducted 18-29 June 2007 at the Police Academy.

The training aimed at educating officers to be able to use the newly purchased IT equipment in their daily work.

A study visit to the German Federal State Saxony-Anhalt for 5 officials of the Georgian MIA was conducted 25 June-1 July 2007.

During the visit the participants got acquainted with the issues of community policing and crime prevention on a very practical basis.

Their study visit report reflects the great appreciation and the knowledge, acquired during the tour.

Different proposals were made towards the Minister in regard to introduce ‘Criminal Prevention Mobile’ to be deployed in Georgia and exhibitions on drug prevention in schools throughout the country. Meetings on the practical implementation of those proposals were held between the adviser and representatives of the MIA.

### **3. Efficient project management, evaluation of project results and analyses of lessons learned**

#### 3.1

##### Providing human resource management - required for efficient project management

The adviser was provided with his respective contract almost two weeks after arrival in the mission area. Several administrative measures have not been prepared accordingly, as expected.

Therefore, the whole first project week was spent to resolve open administrative issues.

The national project officer - an employee of the Ministry of Internal Affairs - has been already appointed at this time.

It is disputable, if there is no conflict of interests, since various difficulties during the project process have been faced.

This issue has been discussed periodically with the Mission’s Police Adviser.

The interpreter has been appointed as well upon arrival of the adviser.

During the project duration she has performed outstanding and has been of excellent support to the adviser.

The selected driver performed his duties in an exceptional manner and has also been of excellent support to the adviser.

Support was given accordingly by the Police Adviser of the OSCE Mission, but certain administrative procedures should have been briefed and introduced after arrival immediately, with the aim to conduct project activities more efficiently.

#### 3.2

##### Conducting a public opinion poll to measure change in public perception of police performance in the pilot districts

An opinion poll in all three pilot sites was carried out 1-20 August 2007, while sub-contracting BCG company.

Survey results were professionally evaluated and improvements in police officers performances and citizen’s reception could be noticed. (The survey results are available as a power point presentation)

The results of the survey have been discussed with two Deputy Ministers of Internal Affairs and senior staff in the three pilot sites for further improvements and consideration.

The adviser supported the mission’s Police Adviser in drafting a project proposal for a continuing project “Enhanced Institution- and Capacity Building of Community Policing”, which is currently under professional review by SPMU.

This project, if purposefully structured and sufficiently funded, should improve the sustainability of already achieved project objectives and should aim on further introduction of community policing throughout the country.

#### 3.3

### Conducting a round-table with police commanders in the Samtskhe-Javakheti region on the main community policing concepts and outcome in pilot districts

A round-table with police commanders of all districts and regional headquarters was conducted on 1 August 2007 in Bakuriani.

The attendees assessed the activities, which have been already undertaken during the project process as very use- and helpful. A number of organizational and structural changes have been undertaken, due to the given advices. Remarkably, the community policing trainings, improvements on issues of criminal prevention and the provided equipment were highly appreciated. The adviser demanded an absolute sustainability in all the activities (in the future) and proposed further advisory support by the OSCE Mission to Georgia.

#### 3.4

### Conducting external evaluation of OSCE police assistance results achieved since September 2005

This task should be performed in the end of 2007.

Respective terms of references should be prepared by the OSCE Mission and two seconded evaluation experts should be employed.

It seems to be recommendable, that those experts should represent participating states, which have contributed to the budgeting of the project.

According to the project document, sufficient funding for such evaluation would be provided.

## **III**

### **Indicators of achievements and sources of verification**

The facilitation of open access to all police stations within the pilot districts is achieved.

Remarkable improvements in neighbourhood inspector's performances could be noticed.

The performance and motivation of officers has significantly improved.

The overall public satisfaction with police performance has increased, which is proved by results of the public opinion poll, in comparison to 2005. (See attached)

A decrease of complaints against police officers in the three pilot sites has been assured by respective police commanders and representatives of public society groups during numerous meetings held.

Following the "Police Open Day" and an increase of police-media relations, the awareness on community policing in Georgia has raised.

The OSCE Mission, in conjunction with the Ministry of Internal Affairs, has carried out a number of media coverage, which was positively received by the society.

The development of publicity items, due to criminal prevention and community policing in general, was certainly received by members of the Georgian society within the pilot sites.

A close co-operation between the adviser and some Georgian media representatives was developed, as remarkable support was given by the OSCE Mission's public affairs office.

The national conference on community policing was held in Batumi, 27-29 August 2007.

Significant input has been given by international experts and key note speakers. In various workshops the participants developed strategies how to further elaborate a "National Concept on Community Policing in Georgia."

It was agreed to place a working body comprising all relevant stakeholders, with the aim to elaborate such a concept for adaptation by the Georgian government in the future.

Community policing and IT training has been conducted in all pilot sites.



All officers, who attended those trainings remain in their posts and were appointed by their respective commanders to expand their gained knowledge to their colleagues. Considerable improvements in their job performance have been noticed by the adviser.

Following a study visit to the Federal Republic of Germany an analysis of lessons learned has been undertaken. A respective meeting between attendees of the study visit and the Minister of Internal Affairs was held with the aim to further elaborate possible realistic improvements on the issues of criminal prevention in Georgia. Recommendations were given to the adviser, aiming to advocate future support by the OSCE Mission to Georgia.

## **IV Recommendations**

The results and achievements of objectives of any project should be closely assessed and evaluated by responsible mission staff.

The evaluation and drafting of new project proposals should be based on close interaction with the respective MIA staff and orientated on the real situation.

It seems recommendable to evaluate technical needs before project proposals

The issue of establishing District Partnership Councils should be discussed with all respective stakeholders in the future. However, it should be seen as a long-term objective, as the Georgian society is currently in a transformation phase. This objective needs to be carefully and sensitively addressed.

“Police Open Days” should be organized in all regions of Georgia and centrally in Tbilisi. To reach sustainability, the OSCE Mission should support those efforts, but at the same time leave responsibility to the Georgian police service.

Permanent media coverage of all related community policing events in Georgia needs to be assured, as this has to be seen as an important factor to reach public awareness.

The appointment of strategic planning experts on the issues of community policing and criminal prevention in the MIA and regional headquarters seems to be appropriate in 2008.

Community policing trainings for neighbourhood inspectors and patrol police officers in all regions of Georgia and districts of Tbilisi needs to be carried out in 2008. The curriculum on community policing should be further developed and an advanced training should be established. A closer collaboration between the MIA and the Police Academy should be envisaged.

“Train the Trainers” courses for officers in the regions should be facilitated to assure prospective in-service-training and sustainability.

Criminal prevention components should be established in Tbilisi police headquarters and regional headquarters. Appropriate equipment should be provided.

The deployment of a ‘Criminal Prevention Mobile’ in Georgia, as proposed by participants of the study visit, should be further evaluated and could be achieved with support of the OSCE Mission and other international donors. In this conjunction it should be stressed, that better international donor coordination on police assistance in Georgia needs to be envisaged.

Study visits to other former Soviet Union countries, which implement community policing, should be organized. It needs to be assured, that officers, who participate in those study tours, will stay in their respective functions at least one year after.

The Georgian MIA should be encouraged to establish closer links to other police services in the region and share experiences and lessons learned on bi-literal and multi-literal forums.

Opinion surveys should be conducted throughout the country in late 2008, with the aim to measure the public perception of newly community policing tools and police officers satisfaction with achieved changes.

Public meetings in all regions of Georgia should be organised, with the aim to introduce community policing philosophy to communities.

The issues of policing in minority societies need to be permanently addressed and strategies should be elaborated on MIA level.

A working body has to be set up to further elaborate the "National Concept on Community Policing in Georgia." This working body should reflect all relevant stakeholders of the Georgian society, including the government and parliament. The inclusion of political decision makers would assure sustainability and adoption of the concept in the future.

The future project adviser should be given the opportunity to choose his/her own staff after appropriate selection procedure.

The national project officer, if needed, should be not an employee of the MIA at the same time, to avoid conflicts of interests and misinterpretations.

An advanced administrative briefing of the project adviser should be given to avoid delays and unnecessary complications during project implementation.

The OSCE Mission to Georgia should step into a strategic discussion approach towards the MIA of Georgia, with the objective to reach sustainability of projects achievements and appropriate future planning.

The strategic planned implementation of community policing in Georgia should be realised as an essential tool leading to further reform of the Georgian police service.

## **V Annex**

Conclusions and recommendations of the "National Conference on Community Policing in Georgia"

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**NATIONAL CONFERENCE ON  
COMMUNITY POLICING  
IN GEORGIA**

**Batumi**

**27-29 August 2007**

## Statement

*"How do the police identify and deliver high-quality services to the community?"*

*This question is the heart of the concept of community policing and lays the foundation for a progressive policing philosophy. Numerous former Soviet Union countries recognized community policing as an essential step to reform police services in their society, because it aims at improving communication and cooperation between the police and citizens and therefore develops citizens' trust in the police as a state institution. This causal connection is the essential and advancing element of the comprehensive process of internal democratization and political and social stabilization of the countries in the region.*

*This process has started in Georgia with the final objective of leveling up of security, to mutual benefit and contentment of both the police and citizens, eventually also leading to a higher degree of security in the country.*

The conference, held 27-29 August 2007 in Batumi and attended by 50 participants, was opened by the Deputy Minister of Internal Affairs of Georgia, Ms. Ekaterine Zguladze and the Head of Administration and Finance of the OSCE Mission to Georgia, Mr. Krzysztof Czekalowski.

The conference, which was funded by the OSCE Mission to Georgia, was organized in collaboration with the Ministry of Internal Affairs of Georgia in the framework of the OSCE project: "Institution- and Capacity Building of Community Policing in Georgia."

The implementation of community policing in Georgia is a comprehensive process of changes within the police and within the Ministry of Internal Affairs in a broader sense. Furthermore, it is the logical continuation of the police reform's efforts already undertaken in Georgia.

The final objective of this process is to transform the classic police model into a model of community policing and to create a compatible model of work organization in relation to internationally recognized standards.

In order to achieve the set goal, changes within the police can hardly be enough - changes in the entire community are needed. Therefore the projection of the planned changes should be understood as a long-term process, not squeezed into a tight time-frame. Based on the evaluation of the condition in the police (community) and the experience of the countries that have already implemented community policing, the optimal planned time frame for planning and implementation of the changes is a minimum of five years.

It should be remembered that the complete implementation of the community policing model, or the police as a public service for citizens, should require permanent interaction of the police and the community in harmony with

changing the structures and methods of police and community cooperation, in accordance with challenges of the new era and contemporary social changes.

Under public pressure, as a part of the complete society democratization process, and as a response to the demands that citizens imposed to the political structures and the structures of the government administration, the model of community policing (known as "Community Policing" in English or "Bürgernahe Polizei" in German) was successfully implemented in the 1980s and 1990s in the Scandinavian countries, Great Britain, Germany and other EU countries, United States of America, Australia and Canada - in other words, in the countries of developed and stable democracies.

Even though almost all the police theoreticians and police officials from the police practice of the above mentioned countries agree that such model of the organization and functioning of the police is the best model so far (they highly recommend it for countries in transition). But as a precaution they warn about possible risks and difficulties, should this process of transformation start randomly and without planning. Therefore as a basic term for success they suggest developing processes of determined and careful planning, creating, developing and implementing community policing, which requires adequately prepared police officers (police structures) and citizens. This cannot be achieved "over night". This is why the National Concept of the Community Policing is divided into six projects. Above all, *the reform of the operative and preventive work of the police in uniform* is the most demanding project. It is flanked by the *improvement and development of the criminal prevention* and the *organization of the communal prevention* - the police cannot carry out by itself, so including all the stakeholders will be necessary, especially local administration and self-management. Even though the *public relations* were considerably improved during the previous years, it is estimated that this reform should be continued, emphasizing the organization and positioning the public relations, especially relations with media, within the police offices, depending on their category. The reform of the *police education system* and *internal democratization of the police* are also important steps on the progression of the reform of the Ministry of Internal Affairs.

International experts gave presentations on the following issues:

Mr. Marco Kubny, International Adviser on Community Policing, Georgia,  
"The OSCE Project: Institution- and Capacity Building of Community Policing in Georgia"

Dr. Branko Lobnikar, Slovenia  
"The concept of community policing and its implementation on the example of Slovenia - Best practices and lessons learned"

Mr. Rolf-Peter Wachholz, Germany  
"The concept of criminal prevention in the Federal Republic of Germany"

Mr. Dmitri Alechkevitch, Office of the OSCE High Commissioner on National Minorities, The Netherlands  
"Recommendations on policing in multi-ethnic societies"

Dr. Hendrik Fuchs, Germany

"The implementation of criminal prevention in the framework of community policing in practice on the example of the German Federal State of Saxony-Anhalt"

Mr. Zurab Tvauri, Ministry of Internal Affairs of Georgia

"The implementation of community policing in Georgia-vision and objectives"

### **Conclusions and Recommendations**

In different workshops the participants discussed the following issues and presented their conclusions and recommendations to the auditorium:

#### How to further implement the principles of community policing in Georgia?

- there is a definite need to overcome the low level of legal culture among the population in Georgia
- juvenile delinquency is a top priority in implementing criminal prevention
- the cooperation with the media needs to be improved, as so far it is very often counterproductive in the fight against crimes
- the fight against drug related crimes need to be intensified
- there is still a lack of communication between citizens and police officers
- communication- and mediation training should be improved within the police
- the international donor coordination on police assistance should be improved
- the police should carry out PR-campaigns with the mass media, with the aim to raise transparency, while using pro-active approaches
- the neighbourhood inspectors should increase their visibility in the communities to be more approachable for citizens
- in certain areas partnership/neighbourhood initiatives should be supported
- the issue of institutionalizing is still difficult in Georgia and need a longer-term perspective
- working parties should be established, while implementing community policing projects on all levels, as appropriate (the definite need for an inter-agency approach was emphasized)
- a more strategic planning process, while implementing community policing and criminal prevention, should be envisaged
- the philosophy of community policing and the issues of criminal prevention will have to be included into the basic police training curriculum at the Police Academy
- periodically statistical data surveys should be carried about in all regions, with the aim to have real pictures on developments throughout the country
- a strategic body that coordinates all relevant projects and initiatives would need to be established

#### How to further implement criminal prevention in Georgia?

- the low level of coordination between ministries and state-agencies need to conquer
- the mentality of Georgian people to tolerate crimes should be changed

- the weak witness protection system needs improvement
- there is no proper rehabilitation system for drug users in place
- the high rate of unemployment leads to severe crime problems in the country
- the fight against hooliganism needs to be intensified
- the issue of street children in Georgia needs to be addressed by all relevant stakeholders in the country, as it is also an issue of violence and abuse related crimes
- the employment of a crime prevention mobile in Georgia could be implemented with support of the OSCE Mission to Georgia or other donors

#### How to build confidence in minority communities within Georgia?

- in regard to national minorities, there is a lack of knowledge of state language campaigns to raise awareness of each others culture, religion and customs could improve the situation
  - the Police Academy should increase language training for national minorities within the police
- I- leaflets, booklets and other information material should be published also in minority languages

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