

**SUPPLEMENTARY HUMAN DIMENSION MEETING  
“THE ROLE OF COMMUNITY POLICING IN BUILDING  
CONFIDENCE IN MINORITY COMMUNITIES”**

**FINAL REPORT**

**Vienna, 28-29 October 2002**

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1. General Zoran Jovanovski, Chief of the Uniformed Police in the Former Yugoslav Republic of Macedonia
2. Dr. Robin Oakley, Consultant to RrAJE Programme, European Dialogue, United Kingdom

## **I. EXECUTIVE SUMMARY**

The third and last of the 2002 Supplementary Human Dimension Meeting entitled “The role of community policing in building confidence in minority communities” took place in Vienna on 28-29 October 2002. The meeting focused on various aspects of community policing particularly its role in confidence building in minority communities and post-conflict situations.

The meeting was organized by the Portuguese Chairmanship together with the OSCE Office for Democratic Institutions and Human Rights (OSCE/ODIHR) and with the assistance of the OSCE Vienna-based Strategic Police Matters Unit.

The meeting gathered 159 participants out of which 94 were representatives of 35 OSCE participating States, 13 representatives of 6 International Organizations and 14 representatives of OSCE institutions, plus 37 representatives of 26 non-governmental organizations (NGOs).

The aims of the meeting were the following:

- To discuss the concept and characteristics of community policing;
- To review country-related examples of how community policing can be implemented in practice;
- To focus on the role of community policing in building confidence in minority communities and post-conflict situations with reference to previous experiences and lessons learned.

Three Working Sessions highlighted the general benefits of community policing, such as increased transparency, accountability, confidence, trust and partnership and focussed on particular experiences and problems of transitional societies in introducing community policing. One of the key problems stressed by the participants was the lack of understanding of the concept of community policing in the OSCE area and the misconceived separation of community policing principles from the general rule of law principles.

Participants underlined the need for comprehensive police reform supported by a strong and clear political will and called for a shift in the underlying philosophy of police work from an exclusively law-enforcement approach to one which concentrates on problem-solving and service-delivery. It was emphasized that there exists no single universal formula for community policing, and that any reform has to be applied with respect to local political and cultural realities.

As a result of the meeting, a series of recommendations were formulated. These recommendations are included in this report, and are grouped in three categories: the participating States; the OSCE as a whole, including its institutions and field operations; other international organizations or non-governmental organizations.

## II. RECOMMENDATIONS

This report contains only concrete recommendations arising from the three Working Sessions. The recommendations were expressed by the delegations of the OSCE participating States and partners for co-operation; international organizations and NGOs.

It should be noted that the OSCE can not implement all of these recommendations. The recommendations have no official status, are not based on consensus, and the inclusion of a recommendation in this report does not suggest that it reflects the views or policy of the OSCE. Nevertheless, the recommendations are a useful indicator for the OSCE in deciding priorities and possible new initiatives in promoting community policing in practice.

### **General Outcome of the Three Working Sessions:**

#### *General recommendations to the OSCE participating States from the three Working Sessions:*

- OSCE participating States are encouraged to continue to look into the process of shifting police work and philosophy from a control-oriented approach to a more service oriented approach, whereas the maxim of law enforcement remains the core issue of crime prevention and crime resolution. OSCE participating States and the law enforcement institutions should reflect on how to gain positive engagement of the citizens and communities. Community policing should affect every aspect of the police service; the community should be informed that community policing is policing by consent.
- OSCE participating States should understand that police reforms and the transition to community policing is a slow, evolving process and must be implemented using a well-planned and comprehensive strategy. Such reforms should be implemented in a step-by-step manner which will most likely guarantee sustainability and success.
- Before launching community policing initiatives, OSCE participating States should carry out surveys in order to better identify needs and concerns of the population. Eventually, this should become a regular exercise.
- OSCE participating States should encourage open exchanges in appropriate venues between police and local communities throughout the OSCE region, but especially in areas where dialogue with minority communities is needed.
- Advisory boards or consultation committees of police and community representatives could be established in OSCE participating States in order to promote better understanding of the role of the police in the society.

- When choosing and applying models from other countries, OSCE participating States should carefully review other countries' community policing models and should apply and adopt only those parts that are relevant to their own country's particular needs.
- OSCE participating States should give priority to the development of an effective complaints investigation system in order to achieve the following benefits for both police force and society: continuous improvement in service delivery and building trust and confidence.
- In cases where police mistreat citizens, there should be effective remedies which involve police accountability.

### **Outcome of Working Session 1:**

#### **“Community Policing: the Concept and its Characteristics”**

Moderator: *Ms. Cynthia Shain*, Associate Director of Regional Community Policing Institute, United States of America

Introducers: *Superintendent Roy Fleming*, Police Service of Northern Ireland, United Kingdom

*Professor Arie Bloed*, Open Society Institute, Budapest, Hungary

Discussion in Working Session 1 focussed on the concept and working definition of community policing - with emphasis on what community policing is and what it is not. In particular, discussions included possible ways to include community policing, its concepts and ideas, into OSCE work on international police training and reform.

The role of community policing as an integral part of policing in a democratic society was explored. Particular experiences and best practices about the introduction of community policing strategies were related by participants.

The following recommendations were made in Working Session 1:

#### *Recommendations to the OSCE participating States:*

- OSCE participating States should develop a common understanding and definition of the philosophy of community policing for the OSCE area.
- OSCE participating States should ensure that citizens have trust in the police and, at the same time, that the police officers have access to the community in order to be able to deal with community problems in a transparent manner.

- Community policing must involve commitment from the government, from the leadership of the police service and should engage all communities that the police serves in a particular country.
- Community policing should be viewed by OSCE participating States as only one segment of the criminal justice system that should be the subject of reform. Reform of the judiciary, the legislature and penitentiary system should be executed in parallel to police reform.
- Community policing is often referred to as “modern” or “democratic” policing, which aims to develop solutions to both crime and quality of life issues when police and citizens work together. OSCE participating States should aim to direct efforts of community policing toward achievement of the following goals: 1) improvement of the quality of life, 2) advancement of relationships between police and communities, 3) improvement of ways to deal with crime and 4) adoption of crime prevention methods.
- When implementing police reforms, OSCE participating States should be guided by the following criteria:

**Delivery of Service:** The issue of service delivery is very important. Citizens should feel that they receive, and deserve to receive, equal treatment by police regardless of their ethnicity, gender, sexual orientation or any other ground.

**Accountability:** Police should remain independent but should recognize that they are accountable for their actions to the citizens they serve.

**Transparency:** The stronger the involvement and input from community members is, the more transparent the actions of the police become. This transparency enhances trust and confidence between police and community.

**Benefits of Community Policing:** If implemented, community policing will ensure trust and confidence; the police will be better informed of the community needs and will have a better awareness of the values and problems of their local communities. Police service will become more representative of all the communities that the police serve in their own country.

- OSCE participating States should review performance evaluation criteria of the work of the police.
- OSCE participating States should be prepared to manage the increased workload which may result once community policing concepts are introduced into practice. Increased citizen confidence often results in increases in reported crime.
- OSCE participating States should strive to guarantee independence of the judiciary and police forces whilst recognizing that this can only be achieved if these branches of power are economically independent.

- Understanding and acceptance of community policing concepts and the need for change in police culture is often very limited at the lower ranks of police agencies. Therefore, it is important that the higher ranking officers set an example and provide leadership in reinforcing democratic principles to eliminate the existing gap in understanding of community policing concepts.
- The economic issues and low salaries of the police force should be addressed by OSCE participating States. Economic conditions are important pre-requisites to successful police reform, as often the low pay becomes an obstacle to professionalism.
- OSCE participating States should regularly organize training of police forces, inviting relevant outside experts and specialists in order to ensure a comprehensive training.

*Recommendations to the OSCE, its institutions and field operations:*

- Police reform should become one of the key issues for the OSCE as it is interconnected with the most important areas of the OSCE work.
- OSCE should not only implement reforms, but ensure continuity of its projects and carefully market the OSCE. It should also take credit for the results of implemented projects and develop them further to achieve final and comprehensive objectives.
- When implementing projects, the OSCE should strictly adhere to its regional approach and professionalism as the main principles, which can largely contribute to the successful outcome of project activities.
- OSCE could facilitate awareness raising. Thus, field missions, the HCNM, the Police Unit and other institutions are strongly encouraged to promote dialogue between police and the population.
- Availability of assistance which could be rendered by the OSCE should always be known to OSCE participating States.

*Recommendations to other inter-governmental and non-governmental organizations:*

- Effective donor coordination should be ensured as there is a great variety of international organizations active in the area of police reform.
- Long-term programmes, which are comprehensive and sustainable, should be introduced by the international community

- When introducing reforms in the OSCE participating States the donor community should ensure that implemented projects do not contain any elements alien to the local environment and that cultural sensitivity is borne in mind.
- The international community should guarantee that examples of success from local communities are largely advertised and further developed and applied.
- The international community, noting that the police do not sometimes have an understanding of the concept of NGOs and the role of the civil society, should develop awareness raising campaigns.
- Civil society, NGOs and the police should be brought together to tackle existing problems. NGOs should first have a clear understanding of what police work involves and then adopt more proactive methods of establishing cooperation and awareness raising among police officers.
- The role of the civil society as a mediator between police and population should be reinforced. Network of NGOs trained in the concept of community policing should be further built upon.

## **Outcome of Working Session 2:**

### **“Implementing Community Policing in Practice”**

Moderator: *Chief Inspector Ray Campbell*, Northamptonshire Police, United Kingdom

Introducers: *General, Dr. Pavel Abraham*, State Secretary, Ministry of Interior of Romania

*Mr. Jozef Frulek*, Director of the Regional Headquarters of the Police Force of the Slovak Republic in Bratislava

*Dr. Alvydas Sakocius*, Head of the Department of Police Law, Police Faculty, Law University of Lithuania

Discussion in Working Session 2 focused on the implementation of the concept of Community Policing in practice. The introducers’ presentations on the topic reflected their respective countries’ approaches and experiences with Community policing concepts and, in general, the developments in police reform throughout the past twelve years. The introductions were followed by lively discussions in the plenary, where various approaches to the concept of Community policing were discussed and commented upon, and views and experiences, best practices and lessons learnt were exchanged.



The following recommendations were made in Working Session 2:

*Recommendations to the OSCE participating States:*

- OSCE participating States should continue the exchange of experiences, best practices and lessons learnt in order to bring forward the introduction of Community policing in their respective countries.
- OSCE participating States should increasingly pay attention to the inclusion of their respective communities and minorities in a problem resolving, crime prevention and crime solution approach.
- OSCE participating States should ensure proper initial and continuing education for their police forces. Such education should include the following topics: human rights; cross-cultural communication; leadership; police ethics; specific training for community officers (roles and responsibilities); consultation and engagement of communities; comprehensive diversity training programmes (cultural sensitivity).
- OSCE participating States are encouraged to develop or, where already existing, continue, effective exchange programmes (sharing knowledge, expertise and experience).
- OSCE participating States should develop new codes incorporating legal provisions to regulate the powers and behaviour of police officers.

*Recommendations to the OSCE, its institutions and field operations:*

- OSCE and its institutions and field operations should elaborate the development of a coordinated strategy utilising a broad base of experts from participating States.
- OSCE should facilitate the development of a template for a coherent strategy and careful planning.
- OSCE and its institutions should assist participating States in the development of, or, where already existing, continue, to support and enhance effective exchange programmes (sharing knowledge, expertise and experience).
- OSCE should continue assisting States in setting up mechanisms to facilitate the exchange of legal documents, laws and regulations.
- OSCE should continue assisting participating States in their efforts in developing a coordinated and focused approach to funding and supporting the involvement of NGOs in community policing initiatives.

### **Outcome of Working Session 3:**

#### **“Building Confidence in Minority Communities: Special Focus on Policing in Post-Conflict Situations – Experiences, Challenges, Lessons Learned”**

Moderator: *Mr. Steven Wagenseil*, the ODIHR First Deputy Director

Introducers: *General Zoran Jovanovski*, Chief of the Uniformed Police in FYROM

*Dr Robin Oakley*, Consultant to RrAJE Programme, European Dialogue, UK

Discussion in Working Session 3 focussed on ways to improve the relationship between the police and minority communities. The Working Group started from an overview of the community policing programme in the Former Yugoslav Republic of Macedonia which was followed by a description of the problems that can emerge in the relationship between the police and minority communities. It was commented that the fundamental problem in the relationship between police and minorities is the lack of confidence. This lack of confidence may be further exacerbated where police have previously been used as a repressive organization. Minorities may feel that police do not provide them with adequate protection and also that the police stereotype them as a potentially criminal group.

Participants gave examples of best practice from their own countries and recommended inter alia, that the police should develop specific strategies to ensure that minorities are given the same professional standard of treatment as other members of the community, that the police should develop and implement codes of conduct for the treatment of minorities, that the police should be given training on minority issues and that members of minority communities, including Roma, should be employed in a representative manner in the police force.

The following recommendations were made in Working Session 3:

#### *Recommendations to the OSCE participating States:*

- OSCE participating States should strive to implement their commitments under Bucharest Decision Number 9 to increase community policing capacities.
- OSCE participating States should develop and implement specific recruitment policies to ensure recruitment of minority groups and women in the police.

- OSCE participating States should include training on minority issues within the overall framework of community police training.
- OSCE participating States should develop specific strategies to ensure that minorities are treated according to the same professional standard as other members of the community.
- Effective procedures for consultation with minorities should be initiated by the OSCE participating States.

*Recommendations to the OSCE, its institutions and field operations:*

- OSCE Representative on Freedom of the Media should address the issue of how the police are represented by the mass media.
- ODIHR and the Senior Police Adviser, within their respective mandates, should produce a compilation of best police practices in the OSCE region.
- Any future OSCE meetings and activities on this subject should actively seek the participation of minority communities.
- ODIHR, the Senior Police Advisor and the High Commissioner on National Minorities should consider implementing youth-oriented crime prevention programmes.
- ODIHR should be involved in awareness raising for minority groups on their rights vis-a-vis the police.
- OSCE should examine the concept of minority staff associations that can act as a mechanism for facilitating communication with the local community and recruitment, retention and development of minority staff.
- OSCE should research policing models which detail accountability for, monitoring of and training on the use of force.

*Recommendations to other inter-governmental and non-governmental organizations:*

- NGOs should be involved in awareness raising for minority groups on their rights vis-a-vis the police.

### III. ANNEXES:

#### 1. Agenda:

<b>Day 1, Monday</b>	<b>28 October 2002</b>
9.00-10.00	<p>OPENING SESSION:  <i>Opening:</i></p> <p><b>Ambassador Francisco Seixas da Costa</b>, Chairman of the Permanent Council</p> <p><i>Key-note speeches:</i></p> <p><b>Ambassador Kai Eide</b>, Head of the Norwegian Delegation to NATO</p> <p><b>Mr Richard Monk</b>, Senior Police Adviser and Director of the OSCE Strategic Police Matters Unit</p> <p><i>Technical information</i> by the OSCE/ODIHR</p>
10.00-10.30	BREAK
10.30 - 13.00	<p>SESSION 1: COMMUNITY POLICING: THE CONCEPT AND ITS CHARACTERISTICS</p> <p><u>Introducer 1:</u>            <b>Superintendent Roy Fleming</b>, Police Service of Northern Ireland, United Kingdom</p> <p><u>Introducer 2:</u>            <b>Professor Arie Bloed</b>, Open Society Institute, Budapest , Hungary</p> <p><u>Moderator:</u>              <b>Ms. Cynthia Shain</b>, Associate Director of Regional Community Policing Institute, United States of America</p>
13.00 – 15.00	LUNCH
15.00 - 18.00	<p>SESSION 2: IMPLEMENTING COMMUNITY POLICING IN PRACTICE</p> <p><u>Introducer 1:</u>            <b>General, Dr. Pavel Abraham</b>, State Secretary, Ministry of Interior of Romania</p>

Introducer 2: **Mr. Jozef Frucek**, Director of the Regional Headquarters of the Police Force of the Slovak Republic in Bratislava

Introducer 3: **Dr. Alvydas Sakocius**, Head of the Department of Police Law, Police Faculty, Law University of Lithuania

Moderator: **Chief Inspector Ray Campbell**, Northamptonshire Police, United Kingdom

18.00 CLOSE OF DAY ONE

**Day 2, Tuesday 29 October 2002**

09.00 – 11.00 SESSION 3: BUILDING CONFIDENCE IN MINORITY COMMUNITIES: SPECIAL FOCUS ON POLICING IN POST-CONFLICT SITUATIONS – EXPERIENCES, CHALLENGES, LESSONS LEARNED

Introducer 1: **General Zoran Jovanovski**, Chief of the Uniformed Police in FYROM

Introducer 2: **Dr Robin Oakley**, Consultant to RrAJE Programme, European Dialogue, UK

Moderator: **Mr. Steven Wagenseil**, the ODIHR First Deputy Director

11.00 – 12.00 BREAK

12.00 – 13.00 CLOSING PLENARY

Moderator: **Ambassador Carlos Pais**, Alternate Permanent Representative of Portugal to the OSCE

Closing Remarks by **Steven Wagenseil**, the ODIHR First Deputy Director

Reports by the Working Session Moderators

Comments from the floor

Close

## **2. Annotated Agenda:**

### **OVERVIEW**

The meeting will focus on three main areas:

- **Community Policing; the concept and its characteristics**
- **Implementing community policing in practice**
- **Building confidence in minority communities: special focus on policing in post-conflict situations – experiences, challenges, lessons learned**

The meeting will seek to develop recommendations based on best practice across the OSCE region.

Recommendations may be addressed to the participating States, the OSCE as a whole, the Strategic Police Matters Unit at the OSCE Secretariat, OSCE institutions including the Office for Democratic Institutions and Human Rights and OSCE field operations.

### **SESSIONS**

#### **1. Community Policing: the concept and its characteristics**

Many OSCE States have recently undertaken reforms with the goal of changing the way the police forces operate - from a control function to a service oriented approach. Community policing is part of this approach. While the importance of community policing is widely recognised, exactly what is meant by it is not always clear. The concept also seems to vary from country to country. One of the purposes of this meeting is to develop a common concept of community policing, which is a new format for policing in many OSCE participating States. Another goal is to discuss possible ways to include community policing, its concepts and ideas, into OSCE work on police training and reform.

The first session of the meeting will explore the reason and rationale of changing policing ideology and include a discussion about the central ideas of community policing. Citizen input and public involvement, broad functional responsibilities of working in co-operation with other public administrations, and equitable service for all are some of the basic components of community policing. The discussion will highlight the benefits to be derived from community policing – such as increased transparency, accountability, confidence, trust and partnership.

The role of community policing as an integral part of policing in a democratic society (“democratic policing”) will be explored. The particular experiences of transitional societies in introducing community policing could be discussed with this regard.

Community Policing cannot be the aim of an isolated reform approach: a comprehensive strategy plan is needed, embedded in a strategic police reform concept. It can only have an impact if supported by both the political actors and the police leadership. Following

the necessary political decisions, the effective implementation of the concept will require the reorganisation of the police forces both administratively and substantively.

Possible discussion topics of this session could be:

- What is community policing: is there a universally-applicable set of principles and elements that can be identified regarding community policing?
- What are the possible benefits derived from community policing?
- From mutual trust to increased transparency to accountability: safeguards for the public
- What lessons can be learnt from the countries where community policing has been initiated?
- What are the perceived weaknesses and obstacles of community policing?
- Why is community policing not a panacea to all police-related issues?
- What is the role and responsibilities of the community in community policing?
- A comprehensive strategy: the concept of community policing as an integral part of a comprehensive police reform concept
- The importance of the support from political key actors
- How can the OSCE apply the principles of community policing in our work?

## **2. Implementing community policing in practice**

The second session will examine the translation of the philosophy of community policing into action. Practical ways of implementing the policy will be explored taking into account one of the main characteristics of community policing – its problem solving approach. The session will emphasise the need for increased face-to-face interactions between police and (community) population, and the prevention of crime in co-operation with citizens. In order to promote the increase of mutual recognition, identification, responsibility and accountability, community policing as a concept demands establishing a stronger geographical focus – i.e. strong bonds between police officers and neighbourhoods.

This session could also include a discussion of how community policing tactics are different, stressing that police should engage in positive interactions whenever possible. The benefits of creating partnerships between police, other (state) agencies, civil society and citizens, who are critical to identifying and solving problems, will be demonstrated by way of example. The discussion could stress that the problem solving approach may also assist in prevention of future incidents.

The session will explore the organisational aspects of effective implementation of community policing, such as the required changes in a police department's organisation, administration, management and supervision of employees. The main points in this session could include the necessity for decentralisation and a decrease of bureaucracy, as

well as the need to give more responsibility to individual police officers. The discussion on management practices will focus on the organisational culture and its values, training and mentoring of new employees, as well as performance appraisals, and how all of these factors influence the quality of service, which is essential to community policing.

Possible discussion topics for this session could be:

- How are the three key strategic elements of translating community policing philosophy into action-re-orienting operations, emphasizing prevention, and creating a geographic focus-accomplished?
- What other tactics are needed to translate strategy into actions?
- What is meant by “problem solving approach”?
- What partnerships with other (State) institutions are needed?
- What internal changes are needed - Reorganisation of police forces: main organisational, administrative and managerial aspects of change needed for community policing.
- The shift from organisation to practical implementation: how to introduce “face-to-face interactions” and “strong links between police and neighbourhoods” – what does this mean in practice?
- How do communities support community policing?
- How is NGO support for community policing captured?
- What resource allocations are needed to implement community policing?

### **3. Building confidence in minority communities: special focus on policing in post-conflict situations – experiences, challenges, lessons learned**

The Istanbul Charter for European Security enhanced the OSCE’s role in civilian police-related activities as an integral part of the Organization’s efforts in conflict prevention, crisis management and post-conflict rehabilitation. It is thus appropriate that the last session of the meeting will discuss the role of community policing – as a confidence building measure – in particular in post-conflict situations. The particular challenges of community policing in post-conflict situations and in multi-ethnic societies will be highlighted through sharing of experiences and lessons learnt from the work of OSCE field missions as well as that of other International Organisations.

The role of community policing in building confidence may also be discussed in the context of conflict prevention and crisis management. The discussion here could focus on different confidence building measures, such as mediation, between different communities and between minorities and authorities. In this regard, the need to develop skills in mediation and training in multi-cultural relations should be included in community policing programs. While community policing is not a replacement or synonym with multi-ethnic policing, the need to increase the participation of minorities in the police forces and the need to ensure adequate gender balance remains important.



Also, the need of police officers to speak the language of the communities should be stressed.

Possible discussion topics for this session could be:

- The role of community policing in conflict prevention
- The importance of the composition of the police forces with a view to creating trust and confidence in post-conflict and crisis situations
- Proper recruitment, education and continuous training for police officers: necessary policies
- Specific challenges for policing in post conflict or crisis situations
- What are other international organisations doing to implement community policing and to improve the operational and tactical capacities to enable community policing to take root?
- How can the OSCE better work with other international organisations to be a catalyst of cooperation on community policing?
- Key policing skills and their enhancement: respect for human rights and fundamental freedoms
- What should be the role of OSCE, in particular the Senior Police Advisor and the OSCE field operations and Institutions (ODIHR, HCNM, RFOM)?
- What can individual participating States do to carry forward the lessons learned on community policing?

### **3. Introductions to Working Sessions:**

#### **Session 1: Community Policing : the Concept and Its Characteristics**

Introducer 1: **Superintendent Roy Fleming**, Police Service of Northern Ireland, UK

Ambassador, Ladies and Gentlemen,

May I first of all thank you for the privilege and opportunity of being with you here in Vienna and participating in this very important conference. I come from a country, Northern Ireland, where policing in general and the style of policing in particular is always the subject of great debate. The Police Service of Northern Ireland, never claims to be perfect or to have all the answers. However, I believe that our experience over the last number of years in respect of policing development and reform, carried out in order to improve our relationships with the community, can highlight lessons that may be considered in other countries. So thank you for allowing me to share some of these experiences with you today.

I intend over the course of my presentation to you to outline the key concepts and principles that underpin community policing and trust that we will have the opportunity to explore these in greater detail in the remainder of the conference.

First let me say a little bit about myself. I am an officer with the Police Service of Northern Ireland. I have 26 years service and am currently the acting Director of Training, Education and Development. Prior to this appointment, I have had a number of operational commands and have also had specialist responsibility for major anti terrorist operations, together with personnel management, and the management of change.

I have had opportunities to study policing in a number of jurisdictions in Europe, Canada and the United States of America. In addition, I have provided consultancy advice to a number of police services and Governments that includes Macedonia, Mongolia and most recently Sri Lanka.

Most of my practical experience has, of course, been in my own country – Northern Ireland – so let me tell you briefly about my country and my police service.

Northern Ireland is a small country with a population of just over 1.6 million. Sadly it is known far beyond its borders for the political instability and terrorism that has left over three thousand people dead, among whom were three hundred and two police officers murdered.

Northern Ireland is a divided society but one that shows some signs of emerging politically from the difficulties of the past.

The Police Service of Northern Ireland is one of the oldest police services in the world. We are able to trace our roots back to the Constabulary of Ireland in 1822, through the Royal Ulster Constabulary in 1922, and right up to when the police were renamed as the Police Service of Northern Ireland on the 4<sup>th</sup> November 2001. This renaming was as a result of a government initiated committee of enquiry to examine how best the police should be structured and changed in line with the political agreements that was forged in 1998.

The Police in NI have, since Ireland was partitioned in 1922, had a very complex dual role to perform –protecting the state from terrorism and organised disorder together with normal community-based policing duties. We have worked closely (with the Army in support) and have become expert in anti-terrorist duties and public order policing while, at the same time, perfecting our policies, structures and practices to promote community policing. It comprises about ten thousand officers.

I mention these background facts not to give a history lesson but rather to highlight the tremendous challenge for police officers to gain, improve and maintain the trust and confidence of all sections of society especially against a background of politically motivated violence. From my experience I suggest that this is an issue for Ministries of Interior, senior police officers and NGOs in many other jurisdictions.

The police service in NI together with the Government and communities over the past 30 years, has sought to perfect its community policing practices – for example establishing neighbourhood policing units, crime prevention units, community and police liaison committees and outreach programmes to work with schools, minority groups and vulnerable people.

The key aim has always been about achieving an effective police service, which acts (and is seen to act) in a fair and impartial manner. A police service that is:-  
 accountable to the law  
 accountable to the people  
 representative of the communities it serves  
 dedicated to protecting and upholding human rights and dignity  
 and that will gain the trust and confidence of all the people in every community that it serves (including ethnic, business, academic, young people, irrespective of their political or religious background).

There is no doubt that increasing support for democratic institutions can facilitate and drive positive developments in policing for the benefit of all the people.

At this stage, we should now consider in more detail and agree what community policing is really all about! Do we have a shared understanding of what community policing is and indeed what it is not?

Traditionally police forces have been organised on a highly centralised, hierarchical lines with an emphasis on officers being physically fit, having knowledge of the law and seeing law enforcement as being their main, perhaps their only role. In addition, police have seen the ability to deal with criminality as being their sole preserve.

What then of community policing? It is sometimes referred to as modern policing or indeed democratic policing. Community policing has been described as being a pro active, community driven form of policing that aims to deliver solutions. It occurs where the police and law-abiding citizens work together to do five things: -

To prevent crime

To reduce the fear of crime;

To improve the quality of life for people;

Bring offenders to justice

To improve relationships between people and the police

#### **PRINCIPLES OF DEMOCRATIC COMMUNITY POLICING:**

It is important to remind ourselves of the key principles of community policing and why they are so vitally important in modern democracies. I believe that a police service having a well developed community policing strategy and operating in accordance with these principles will deliver clear and sustainable benefits to the entire community.

First and foremost COMMUNITY POLICING is a philosophy – a way of thinking about policing, its role in society and the importance of communities being actively involved in working co-operatively to assist the police.

It is based on the principle, the belief, that policing is a service – a public service. A profession that can potentially be one of the most honourable forms of public service. Do we believe that premise here today?

It is not just about a state imposing or enforcing its wishes and laws on its people. It is about recognising the benefits of POLICING BY CONSENT. It should be stressed however that community policing is not a soft option. It does not mean ignoring the law being broken but rather that the community will be more supportive of robust police action if they understand why it is being taken, preferably after the community has been consulted by the police.

In addition it is about CONSULTATION with all stakeholders (as opposed to police ignoring or denying them opportunities to other stakeholders)

Do we consult the community and ask how they would wish to be policed and what they areas they would wish us to prioritise and focus our limited resources?

Finally, it is about COLLABORATION and working collaboratively with all our potential partners (as opposed to not working together or even worse, working against each other!) For instance, in the field of training and education my own service works with over 40 community groups and NGOs in the police college.

I believe that we should this morning at the outset of this conference ask ourselves some questions about the type of police organisation that we are familiar with either as a serving officer, a NGO or in some other capacity.

These questions will address the key issues underpinning community policing in any jurisdiction.

The principles are:  
 Service delivery  
 Accountability  
 Partnership  
 Problem solving  
 Empowerment

I will deal with each in turn. In relation to Service delivery, we need to ask:

Are we easy to approach?  
 Do we keep our promises?  
 Are we responsive to the needs of citizens (all citizens)?  
 Do we treat people fairly and appropriately?  
 Do we meet or surpass international human rights standards?  
 What style of policing do we adopt?  
 Are we meeting the community's policing needs?

In other words, policing is going to be more effective if people (the public, communities, neighbourhoods, interest groups) understand it, support it and willingly participate in its implementation and delivery.

This is only going to happen if people:

Recognise and support the legitimacy of their Police Service;  
 Understand and support its goals ie (shared goals to address agreed problems); and,  
 Know how these are to be achieved and are given an opportunity to "ADD VALUE" to the identification and implementation of solutions.

If we understand and agree this to be the case then it becomes crystal clear that this issue is all about RELATIONSHIPS. Relationships between police and all other parties and stakeholders who do or should actively engage with them. It is absolutely linked to the concept that those of us engaged in policing should see us being members of a SERVICE and not a FORCE.

As we all know, trust is the essential foundation for all relationships. If we trust an other's intentions, motives and actions and, of course, their words then we are more likely to wish to engage with them in joint activities. This is why openness and accountability are vitally important components of community policing.

I have probably said enough about this subject so let us now consider in some detail what accountability actually means in the context of "community policing".

Empowerment

By empowerment I mean ACCOUNTABILITY.

There is one word that occurs time and time again when one discusses policing or improvements – Accountability.

In other words the community recognises the legitimacy of the police tasks; it confers authority on police officers to carry out the policing role, and, actively supports them. But this consent is not unconditional – it depends on accountability and I believe there are two key ways in which this happens.

The first way is accountability in the subordinate sense. Police are employed to provide a service and should account for their performance against targets. This includes the need to behave lawfully because police are, of course, subordinate to the law!

The other is accountability in the co-operative sense. To gain co-operation the police and the public need to communicate with each other and work together in partnership.

Putting all this into practice involves a number of approaches.

These include:

Democratic Accountability – where elected representatives tell police the type of service they want and hold the police accountable for delivering it.

Transparency – which involves informing the community, honestly and openly and allowing, questions about what and how police are doing their jobs and why they do what they do. The media have a key role here.

Legal Accountability where any alleged misuse of powers are accounted for. Various mechanisms can take account of this. The people of Northern Ireland have a right to know what their police service is doing and how it is performing. In Northern Ireland, my police service is accountable to a Policing Board, It is made up of nineteen members and is appointed by the government. The members are made up of ten politicians and nine independent members. The chair and vice chair are both independents.

It is important that the community has real influence over the way it is policed and that effective systems are in place to make the police be accountable for their actions.

However, these rights must also be balanced with the right of the Chief of Police to have operational responsibility. In other words he or indeed she must be able to act independently without being controlled by the Government. But the Chief must be able to explain and answer for his actions. Creating this balance is what effective police accountability is all about.

Financial Accountability which involves accounting for how resources and the financial budget are used.

Internal Accountability where police officers are held to account within the police organisation.

### **DEMOCRATIC ACCOUNTABILITY:**

In the UK unlike in other models, the police chief is not held to account by an elected mayor or state governor. Instead he or she is held to account by a Police Authority or Policing Board made up of elected representatives and community representatives. Their job is not to control the police but to set objectives and targets and to oversee performance and have the Chief report on his or her force at regular intervals. Central government has a role here also (especially where there is more than one force in a country) in order to set national priorities, standards and address resource issues.

POLICE ACCOUNTABILITY is not a simplistic concept – it is quite complex, because for example it can occur at various levels in various arenas.

For example there is Police Accountability to the Law, and there is Police Accountability to the Community (through its elected and its non-elected representatives). In recognising this complexity we are drawn into detailed discussions about the variety of accountability mechanisms and systems that exist; the various levels at which accountability can occur; and, the important debate about “CONTROL of police versus INDEPENDENCE of police.

I believe that in a democratic country it is the rule of law that binds us all together – whether we are those who govern or those who are governed. In a democracy we all contribute to making laws which are there to govern us equally. In such a society the police hold a very unique and privileged position – they uphold the rule of law.

In my professional opinion it is vitally important that the INDEPENDENCE of professional police officers who are charged with this responsibility (to ensure that the rule of law is upheld) is protected.

Police must be free from political interference or any manipulation for anyone’s private or partial benefits.

In a democracy, the police do not serve the state or indeed any interest group. They serve the people by upholding the law that protects the rights and liberties of every individual citizen.

But, let me be clear, independence does not imply that police should ever be unaccountable for their decisions, actions or conduct.

I believe there are a number of critical success factors which must be present in order that community policing can flourish.

The factors are:

a shared understanding between the police (officers at every level)/ communities/ government of the vision for community policing and its benefits;

a clear strategy to implement community policing based upon this understanding

political will to support it;

legislation if necessary to establish and sustain it;

resources to support it;

public confidence and support for it;

ways to assess public attitudes

Good police leadership and training to manage its implementation

A police service structured to support local, decentralised policing working in partnership with communities.

## **CONCLUSION:**

The development of community policing in any jurisdiction thus calls for a

Shift in ethos in the police organisation from being a force to a service

Law enforcement to community orientation

Policing alone to policing in partnership

Creating new police community relationships

Community policing cannot be achieved overnight nor can it be developed without a clear strategy appropriate to that particular country.



## **Session 2: Implementing Community Policing in Practice**

Introducer 1:           **General, Dr. Pavel Abraham**, State Secretary,  
Ministry of Interior of Romania

### **COMMUNITY POLICING IN ROMANIA: DE FACTUM, TENDENCIES, SOLUTIONS**

Distinguished colleagues, Honourable assistance,

First of all I would like to mention that it is a special honour for me to attend the Meeting on *Community Policing and Minorities*, organised in the Austrian old and wonderful capital, under the auspices of one of the most prestigious European institution, the Organisation for Security and Co-operation in Europe.

As inevitable subproduct of the social system's functioning, crime always constituted a reason of concern for governments and of anxiety for population.

As tendency, this phenomenon evolved continuously both in time and space, correlatively determining a growth of the social demand for security, which should be concretized in the setting up and the consolidation of the state of public, juridical, social and moral order. Unfortunately, the responsible institutions do not yet answer in an adequate manner as regard to these values.

The incapacity of the criminal justice system of undertaking the initiative in the fight against the crime phenomenon is determined by a series of factors.

Law systems evolve slower than the negative forms of social behavior and therefore they are not able to inform and to fast create a legal framework necessary for undertaking an efficient action of prevention and countering.

It is obvious that in most of the cases the structure and the responsibilities of the public order forces are determined mostly by concurrent necessities than by imperatives of some well founded strategies, which should capitalize both the data resulting from a lucid analysis of the operative situation at a certain moment and the realist prognosis of the crime evolution and tendencies on short, medium and long term.

In the same manner, the growth and the diversification of the crime manifestation forms proved the necessity of a new conceptual approach of the community policing's place and role.

To imply the community in the crime prevention and countering activity became during the last years a subject of great interest both for the public opinion and the decision factors, and for the bodies responsible for defending and applying the law.

Due to the existing circumstances, although not new, this conception took special proportions. It is for the first time that a certain attempt of the citizens' getting involved in a field, which used to be considered as a police exclusive competency is manifested. During the last decade, in the field of crime prevention it is often spoken about *partnership*, which proves that it is not about a task exclusively reserved to the police.

Therefore we are facing an adjustment of police's statute, from a body responsible for applying the law to a public service one.

Within this context was born the model of *Community Policing*, structure created out of the desire of surpassing a stage characterized by a hierarchical strict organization, an accented division of work and the undifferentiated application of the law for all the citizens, without considering the different capabilities of the social groups of observing the existing normative framework.

*Community Policing* represents the putting into practice of a vision whose key-concepts are the following: decentralized organization, operative flexibility and the crime issue's analysis, both in its criminal dimensions and in a larger, socio-cultural context, within which the procedural rules and the authority become subsidiary to the negotiations, priority being given to the improvement of life quality at local level.

The implementation of the community policing philosophy in the Romanian police structures framework was a natural consequence of the ample changes that took place at the level of the entire society, by the accession to the European and Euro-Atlantic values. Surely, it was not enough to accept the values, but it was more important for them to be implemented in the functioning of some institutions belonging to the state of law.

By the fundamental option made in December 1989, to adhere to a system of values characteristic for the civilised world, based on democracy, respect of citizens' rights and freedoms, protection of juveniles, dialogue and tolerance, Romania had to do a basic reform all of its institutions, including the police mechanism, by transforming it into a institution in the public service, by realising functional and flexible structures which should efficiently ensure the fulfilment of its specific duties, as well as enhancing the capacity of appropriate response to the dynamics of the operative situation. The capacity of law enforcement institutions, and therefore of the police structures, to maintain the public order, to protect the fundamental human rights and freedoms, and also to counter the crime scourge, represents an essential condition for Romania to be a part of this *space of freedom, security and justice*, which is the European Union.

Starting from the same ideas, according to which family, school, social services, community groups etc. are, together with the police, essential elements of a general system that ensures the maintenance and the respect of moral values, and crime is a social phenomenon that regards the entire community, certain stages were developed to outline an adequate framework for a positive co-operation between the police and the community. The stage process was a direct result of the conscience of the fact that the implementation of the community policing is neither a simple policy of change that can be solved by drawing up a normative act that should officially sanction the new police philosophy, nor a simple re-structuring for rendering efficient the existing services.

This way, the Romanian Ministry of Interior considered that crime prevention must become a priority of every inquiry type, being imposed by the necessity of estimating the necessity and efficiency degree of different forms and means of intervention and social control.

Therefore, starting from the principles the concept of *Community Police* is based on, namely: consulting the community in taking important decisions, in setting up the police objectives and priorities, sharing the responsibility in the crime field and attracting and supporting the community participation into the prevention activities, a first step was taken during 1994, by setting up the Prevention Service, re-organised during 1998, when the Institute for Crime Inquiry and Prevention, subordinated to the General Inspectorate of Romanian Police, was set up. Having as principal goal the drawing up of studies and crime and police inquiries, their results being a support in substantiation the strategies of prevention and supporting the managerial act, the Institute got involved in the large area of the community problems by a series of activities, as follows: organising mass-media campaign for promoting the concept of *Community Policing*; involving the members of the community and of the bodies with educational responsibilities (governmental and non-governmental) in prevention actions for reducing crime; drawing up programs of assistance and counselling of the victims in order to prevent the victimisation, which are differentiated on victims categories, the community support for diminishing the victimisation risk etc.

The community participation allows the intervention of more persons that come from all socio-cultural and economic mediums, each of which having a personal vision on crime, victim and offender, in conformity with his/her possibility of perception and estimation. Starting from his/her level of education, capacity of understanding, experience etc. each of them creates his/her personal opinion regarding the best way of action. Exposing all these personal visions allows the grasp of all the aspects of the issue under discussion and the drawing up of a crime prevention strategy, as complete as possible.

Another step was constituted by the public relations activity of the Romanian Ministry of Interior. Therefore, *The Program of Partnership with the Community* was initiated. It represents an important instrument in the field of realising and maintaining permanent and real communication relations with the citizen, the civil society and its institutions. Moreover, a program called *Open Gates* was organised and is being developed, having a positive impact on the relations of the police institution with the community; *The Counselling Centre* was also set up, having responsibilities for identifying and implementing certain strategies of operative solving of the issues the citizens deal with. The program of partnership with the community was founded on the principles: respect for the human rights; the correct and equal treatment; knowing the community in its ethnical, confessional and cultural diversity; identifying the community's problems and involving it in their solving, as well as rendering conscious the policeman of the role he plays in the community.

All the steps destined to make public the activity of police and of other subordinated bodies of the Ministry of Interior, as well, permanently had as their major objective the operative and correct information of the community on the institution's preoccupations, stressing the idea that the policeman is at the exclusive service of the Community, of the citizen, that no matter the specific field of activity he is *a man of the fortress* and at the *fortress' service*.

Maybe the most important step taken was the reformation of the Romanian Police.

In this respect, the police mechanism was submitted to a broad, extended and continuous perfecting process, begun in 1994, when the Law on the organisation and functioning of the Romanian Police (Law no.26/1994), as well as a series of domestic regulations were adopted in the field of defending the fundamental human rights, relations with the civilian society, as well as in the field of human, material and financial resources management. Nevertheless, the reality showed that the alert rhythm of developing the social, politic and economic relations, both at internal and international level, made the domestic regulations, relatively new, referring to the police institution become superannuated, this fact imposing not only the drawing up of a new Police Law, but also the regulation of the police officer profession, realising this way the corroboration of the provisions which regulate the police structures, its relations with the other public administration authorities and the harmonisation of the internal legislation with the stipulations from the normative acts of the states with democratic tradition, but also the implementation of the highest standards in the field.

Moreover, as opposed to the exigencies of the democratic construction in Romania, action was taken priory for substantiating a strategy where the police system is formed on three dimensions: National Police - an institution with a civil profile; Gendarmerie - institution with a military profile and Public Guards - proximity police, where a special accent is laid on the developing of work models, in accordance with the community principles.

As a recommendation norm, at the beginning of 2001, almost at the same time with the adoption of the European Code of Police Ethics by the Committee of Ministers of the European Council, the Draft Law on the organisation and functioning of the Romanian Police, as well as the Draft Law on the police officer's status were submitted to the Parliament of Romania, both normative acts being adopted this year by the Legislative body and entered into force last month.

The new Law on the organisation and functioning of the Romanian Police stipulates a series of principles and provisions deriving from the *European Code of Police Ethics*. For instance, in what concern the police objectives, besides its traditional missions, the aspects on providing assistance and service functions to the public were taken into account, by stipulating that *the Romanian Police' activity is a public service and is carried out in the person's and community's interest, as well as for supporting the public institutions, exclusively on the basis of law and for its enforcement*. This provision modified the police role, transforming it into a mechanism at the community service, ceasing to be exclusively a coercion instrument. Although the services that could be put at community's disposal are not clearly enough specified, it is very accurate stipulated the police's closeness to the community, its integration into the civil society.

Always in consensus with the alignment to the international standards in this field, the setting up of some structures was stipulated – the Territorial Authority for Public Order and the Consultative Council, including the police and other public institutions' representatives, as well as the civil society' representatives, jointly participating at

improving the police services, by adapting its activities to the community's requests and exigencies, stressing out the law enforcement in accomplishing its responsibilities.

At the same time, the relations between the police and the local public administrative authorities were established on new basis, creating the premises for the integration of the police into the society, especially by decentralising it, with a direct consequence on the efficiency and effectiveness of its activity.

Last, but not least, some of the Romanian Police attributions were reformulated, as well as some of the policemen rights and obligations. These refer to the establishment on new basis of the police intervention issue, especially the use of force when strictly necessary, with the respect of the proportion between the achievement of the legitimate objectives, the prohibition of torture and of other inhuman treatment or punishment, and the enforcement of the European Convention on Human Rights. Otherwise, all general and special principles related to the Police actions and intervention, established in the European Code of Police Ethics, were taken into account and implemented in the provisions referring to the Romanian Police accountability, stressing out the respect of the human fundamental rights.

Nevertheless, the legal act with the deepest implications on what exercising the police function in the Romanian society means is the Law regarding the policeman statute, which is the first legal regulation of the policeman's profession and of its position in relation with other professional communities.

One of this Law's provision, which we appreciate as fundamental, refers to the firm option to demilitarise the police body and the policeman's professional activity, by defining him as a civil servant, armed, who exercises the attributions settled by law for the Romanian Police.

The demilitarisation of the Romanian Police - an unique initiative in the South-Eastern Europe, is a *sine qua non* condition for carrying out this option of transforming the role the police used to play in the Romanian society, where will be highlighted the function of public service, without neglecting its judiciary function. In this regard, the starting premise was that a police service sustaining the civil values has all the chances to be most successfully in practising a police-like professionalism adapted to the civilian society requests. Moreover, the legal basis and the attributions the police has to fulfil in a democratic society based on the safeguard of the individual's civil and political rights are distinct from those of the military personnel.

In this respect, the Law on the policeman statute aims to regulate more clearly the aspects related to the police system principles, the internal relations, as well as the behaviour in the police - community relationships. This is not only a desiderata, but also aims to change the social role played by the *policeman - soldier*, who used to have all the specific means of constraint and to carry out the orders issued by his superiors, with that of the *policeman - citizen*, whose characteristics are sociability and human qualities.

A special attention was paid to the human resources management, taking into account the redrawing up of the own educational structures, the courses duration and the syllabuses content, the system of recruiting, selection and appointment of the personnel, following the diversification of the selection criteria by specialities and activities profiles, with the full respect of the objectiveness and non-discrimination, as well as the elaboration and application of *train-the trainer* programmes.

Also, taking into consideration the great importance of the role of protecting the society and serving it, a special attention was paid to the police personnel's training, certain instruments for human resources managing being adjusted, in accordance with the Conception on the personnel careers development, emphasising the continuous training, in a flexible manner, for improving the quality level of the human component.

In the same context of rebuilding the premises of successfully implementing the concept of the Community Policing we mention the initiative of a re-evaluation and re-dimensioning process of the attributions of the actual Public Guards Body that it wishes to be transformed into an instrument of accomplishing the attributions of what it is known in the specialised papers under the name of *proximity police* directly subordinated to the mayor.

Concretely, an important step in assimilating the concept of community policing in Romania was the visit of an official delegation of the Geneva Police to the Gorj County Police Inspectorate and the Arges County Police Inspectorate in 1997, with a view to train the Romanian policemen as community *liaison-officers* and to evaluate the way the population thinks about the necessity of applying this concept. Following the co-operation between the Romanian and the Swiss policemen, the draft Community Policeman Guide was issued, containing the objectives of the Community Policing, too.

At the same time, during 1998-2001, a number of programs were started and developed by the General Police Inspectorate, the Institute for Criminal Research and Prevention, such as: *Preventing and managing the conflicts in the multicultural communities; Police and the human rights; Romanian Police contribution to improving the Roma-ethnics' situation; Preventing the inter-community violence*, that pointed the topics in the field of law-enforcement and maintaining public order, as well as the effects of enforcing the strategies regarding the control and the limitation of the antisocial phenomena. There were also conducted opinion inquiries to know the attitudes, the experiences, the perception capacity and the expectations of the pilot regions locals regarding the Police bodies activity.

Therefore, after some small projects, such as: *Our Street* – intending to jointly monitor the neighbourhood gangs and their disintegration; *Home Once Again* – intending to identify and take home the provincials with no shelter and no means of subsistence in the Capital, a new project was issued and started in Bucharest, named *STEPS TO THE COMMUNITY SAFETY*, that will take place during 2001-2004, having partners the Town halls and the decentralised services, the Municipal School Inspectorate, the General Public Health Inspectorate, the Child Protection Direction, the Antidrug Prevention and Counselling Centres, the Archiepiscopcy of Bucharest, the NGOs and mass-media, and that wants to accomplish the transition to the community police.

Having as operational phases the given up of the traditional concept of the police, the efficiency of countering criminality, the new philosophy and organisation strategy of the Police, the appliance of the *Modern Police* concept and the progressive implementation of the Community Policing practices, the program represents a new way of professional expression of all the Police bodies from Bucharest, becoming the main principle of the Community Policing when issuing the local public order diagnosis, that prepares and accomplishes the local contract of public security with the community.

The Community Policing and the Community Liaison Officers must benefit of every citizen's help, because, through the exchange of information and the confrontation of the points of view and of everyone's expectations, the activity priorities can be established, totally corresponding to the citizens requests. At the same time, the liaison officers will be evaluated by the citizens and by the other community components, together with whom will contribute to establishing an assembly policy, finally applying in the general frame of public security.

When transiting from the philosophic concept to the practice, achievable concept, we have proposed to realise the following objectives:

the change of the managers and policemen mentality regarding the priorities of the Police activity in the context of the modern policing the establishment of the action priorities on a period of time should be done according to the community in-satisfactions, because they constitute the criteria to appreciate the Police activity the policemen responsibility on a determined territory 163 public security areas and 45 road-security area were nominated, 4743 Community Liaison Officers being designated from the experienced policemen, that have real public communication abilities the anticipation of the events there will be taken into account the criminal and social studies, as well as the conclusions of the opinion inquires, reflecting in a great measure the requests of the population a Police more present in the middle of the public the re-establishment of the community trust is wanted, by proving that the Police are interested in the community life, as a way to pass the psychological barriers between the policemen and the citizens the co-operation to other institutions - starting from the idea of a partnership with all the institutions, beginning with the school, the family, the social services and the community groups and ending with the Police, they are essential elements of a general system to maintain and respect the moral values.

Although there should be mentioned numerous aspects regarding the positive effects we expect both for the community and the Police, as well as regarding the defining elements of the community *liaison officer*, reminding here only the fact that he should be a diplomatic policeman and a police diplomat, as well as a priest from outside the church, I shall end here my dissertation, not before emphasising once more the objectivity and the necessity of this manner of activity compared to the Police role in a democratic society, where it contributes to maintain the values of democracy, values that characterise the Police itself.

As well, I have to admit that regarding Romania, the new laws I have previously referred to do not represent the transformation, but only the beginning of this irreversible process whose duration will be established in accordance to the capacity of adapting to the changes.

From my point of view, I appreciate that in a relatively short period of time the Romanian citizen will be able to state, from pure beliefs, *Look. The policeman – my friend!*

Thank you for your kind attention.



Introducer 2:      **Mr. Jozef Frucek**, Director of the Regional Headquarters of the Police Force of the Slovak Republic in Bratislava

### **COMMUNITY POLICING IN DER HAUPTSTADT DER SLOWAKEI**

In unserem Land kam es nach dem Jahre 1989 zu neuen Entwicklungstrends, deren Ziel ist es, die Slowakische Republik in Europa allmählich zu integrieren. Einer der Trends ist auch ein Veränderungsprozess der Stellung der Polizei. Sie soll von einem repressiven Organ, das über die bürgerliche Gesellschaft steht, zu einem Organ, das in die Gesellschaft voll integriert ist und das genau bestimmte Sicherheitsfunktionen im Einklang mit Gesetzen wahrnimmt.

Wir sind uns dessen bewußt, dass dieser Prozess nur durch Annäherung der Polizei zur Öffentlichkeit und zum Bürger möglich ist. Es ist nicht nur auf physische Anwesenheit von Schutzpolizisten auf der Straße, auf gelegentliche Vorträge der Polizeibeamten für verschiedene Öffentlichkeitsgruppen, auf Diskussionen, oder auf Zusammenarbeit mit Massenmedien zu reduzieren. Dafür ist ein Konzeptionsansatz erforderlich, der eine gezielte Aufklärung unter der Jugend, Einbindung der breiten Öffentlichkeit in die aktive Zusammenarbeit mit Strafverfolgungsorganen beim Schutz vom sowohl eigenen als auch von anderer Personen Leib und Leben und Eigentum, als auch beim Schutz der öffentlichen Ordnung umfasst.

Es hängt von jedem Polizeibeamten ab, ob die Bürger der Polizei vertrauen und mit ihr zusammenarbeiten werden, ob es gelingt, die breite Öffentlichkeit davon zu überzeugen, dass jeder, der mit der Polizei zusammenarbeitet, sich selber hilft. An der Kreisdirektion der Polizei in Bratislava wurde mit einer zielbewussten Ausbildung von Polizeibeamten auf allen Ebenen zur Wahrnehmung der neuen Aufgabe der Polizei in der Gesellschaft angefangen.

Im Rahmen der Ausbildung werden Seminare durchgeführt, auf Grund deren die Kommunikation mit der Öffentlichkeit besser werden soll. Gemeinsam mit dem Slowakischen Nationalzentrum für Menschenrechte haben wir einen Lehrgang der Assertivität und prosozialen Verhaltens vorbereitet, an dem Führungskräfte der Polizei teilgenommen haben. Ein auf Assertivitätsverhalten orientiertes Seminar absolvierten im vorigen Jahr 700 Polizeibeamte, die im Kontakt mit Bürgern sind. In diesem Jahr werden alle Polizeibeamte allmählich eine psychologische Ausbildung absolvieren, die ihnen bei der Überwindung der Belastungssituationen helfen soll, die jedoch auch Problematik der Polizeiethik behandelt.

Unsere Polizeibeamten haben auch Möglichkeit einer aktiven Teilnahme an Ausbildungsveranstaltungen, die vom Polizeipräsidium mit Hilfe verschiedener Stiftungen (Bürger und Demokratie, Offene Gesellschaft) oder im Rahmen internationaler Zusammenarbeit organisiert werden. Zum großen Beitrag für die Mitarbeiter der Kreisdirektion der Polizei wurde das Seminar „Polizeiarbeit in der

Kommunität,, das in Jahren 2001 und 2002 im Rahmen amerikanisch-slowakischer Zusammenarbeit durchgeführt wurde. Moderne Methoden der Präsentation, kreative Lösung von Modellsituationen, aktiver Zugang aller Beteiligten – so konnte man den Verlauf des Informationsaustausches unter unseren und amerikanischen Kollegen charakterisieren.

Einen Neuen blick auf Arbeit der Polizei mit der Bevölkerung wurde einigen Führungskräften von niederländischen Polizeibeamten im Rahmen des Projektes Matra 1 und Matra 2 geboten.

Im Rahmen schweizer-slowakischer Zusammenarbeit wurden ausgewählte Polizeibeamte im Bereich der Transaktionsanalyse ausgebildet. Ein fruchtbares Seminar für Mitarbeiter für Prävention wurde auch von kanadischen Polizeibeamten veranstaltet.

In der nächsten Zeit wird eine Ausbildungsveranstaltung für Polizeibeamte der Basis-Dienststellen stattfinden, an der sie sich mit neuer die Legislative bezüglich der Gewalt in der Familie bekanntmachen sollen. Die Beamten sollen erlernen, Fälle der Gewalt in der Familie zu erkennen und entsprechen einzugreifen. Dabei können sie einen Überblick von Institutionen, die Opfern dieser Gewaltart helfen können, gewinnen. Diese Veranstaltung wird in Zusammenarbeit mit der amerikanischen Rechtsanwaltskammer durchgeführt.

Im Rahmen der holländisch-slowakischen Zusammenarbeit wird das Projekt „Verhalte dich normal,, durchgeführt, das verschiedene Themenbereiche – Diebstahl, Drogen, Süchtigkeit, Wandalismus, Gewalt, Diskriminierung, Sicherheit auf Straßen - betrifft. Ein wichtiges Ziel des Projektes ist auch, das Vertrauen der Öffentlichkeit gegenüber der Polizei und die Bevölkerung für die Zusammenarbeit mit der Polizei zu gewinnen.

*Das Projekt wurde im Jahre 1999 angefangen und es wurden darin 1000 Schüler eingebunden. Ein Jahr darauf wurden es schon 3000 Schüler. In diesem Jahr wurden in das Projekt weitere 3200 Schüler der Hauptschulen eingebunden.*

Im Jahre 2001 wurde von uns das Projekt „Für sichere Schule – Die Straße und ich,, vorbereitet, das für Schüler der vierten Klasse weiterer Hauptschulen bestimmt ist. Das Ziel dieses Projektes ist es, den Kindern beizubringen, wie sie sich sicher und verantwortlich auf der Straße verhalten sollen. In Zusammenarbeit mit dem Roten Kreuz sollen sie lernen, wie Erste Hilfe geleistet wird. In Jahren 2002 und 2003 wird dieses Projekt an allen Hauptschulen fortgesetzt.

In diesem Jahr haben wir mit der Rekonstruktion der Räumlichkeiten begonnen, wo die Beamten ihren Dienst rund um die Uhr ausüben und die für den Kontakt mit den Bürgern zuständig sind. Es wurde das Projekt Offene Polizeiabteilungen erarbeitet, im Rahmen dessen wurden bis jetzt zwei Polizeiabteilungen, was die Ausstattung angeht, umgebaut. Auch weitere werden so rekonstruiert, dass eine Atmosphäre geschaffen wird, die zur Verbesserung der Zusammenarbeit des Bürgers und der Polizei einen Beitrag leisten wird. (z. B. Zugang ohne Barrieren für Körperbehinderte, Fenster ohne Gitter, u.

a. ). Es werden Informations- und Präventionsflugblätter vorbereitet und diese werden in allen Polizeiabteilungen im Kreis Bratislava zur Verfügung sein.

Um Anregungen, Anstöße und Vorschläge seitens der Bevölkerung, aber auch der Institutionen zur Problematik der Kriminalität, des Verkehrs, der Polizeibeamtentätigkeit zu gewinnen, haben wir sogenannte „Vertrauenskasten“ installiert und hom-page errichtet. Es wurde uns ein Raum in Massenmedien zur Verfügung gestellt und dieser wird von uns maximal genutzt. Die Bürger haben Möglichkeit eines direkten Kontaktes mit der Polizei durch einen Beamten, der im neugeschaffenen Beratungs- und Informationszentrum auf der Ebene der Kreisdirektion der Polizei angesiedelt ist. Sehr günstig für die Verbesserung und Effizienz der Polizeiarbeit erscheinen Bürgerausschüsse in Regionen und Lösen der Probleme in Zusammenarbeit mit örtlichen Staatsverwaltungs- und Selbstverwaltungsorganen, mit Bürgervereinen, Bürgern und unter Mithilfe von Medien. Es wird eine besondere Aufmerksamkeit der Arbeit mit Gemeinschaften gewidmet, die in unserem Kreis leben oder die Tätigkeiten ausüben von denen die Sicherheitslage beeinflusst wird. Es handelt sich vor allem um Roma-Bürger, aber auch um Jäger, Wochenendhausbesitzer, Kleingärtner, Angler, Jugend, Rentner und Fahrer.

Die Polizeibeamten im Kreis Bratislava bemühen sich, überall dort zu sein, wo sie der Bürger braucht. Wir werden alles dafür tun, um Mitbürger für Zusammenarbeit zu gewinnen, die beiderseits nützlich ist.

Introducer 3:        **Dr. Alvydas Sakocius**, Head of the Department of Police Law, Police Faculty, Law University of Lithuania

## **IMPLEMENTING COMMUNITY POLICING IN PRACTICE: NEW-IDENTIFIED SOCIO-INTEGRATIVE PROBLEMS**

### **Introduction**

Implementation of Community Policing is faced with the unstable and continuously changing environment. Therefore, experience in general and in particular as well, which is used for the future reforming of the public-police relations' area, has not been adopted or disseminated among the European countries as the absolute truth. It is because the experience and following recommendations are absolutely right at a given time and in certain circumstances. Moreover, particular experience of the public-law enforcement cooperation, which is recognised in one country as a complete benefit, at the same time, could be discovered as dangerous in different environment of social life, traditions, and laws.

Community policing is a multilateral social phenomenon. It is the subject of the constant research and surveys in Lithuania. Examination of the delivered foreign police experiences is required by the intensively developing social changes. European integration has also caused new developments in social structures of society, therefore, a new approach to the sampler definitions and recommendations of the Community policing has to be taken. It requires re-visioning of some well-known truths concerning the role and obligations of police in the creation and development of confidence in the communities. It also applies to the renewing of the officials' training systems, because an ordinary police officer, even if she/he is well educated in community policing matters, can not act effectively within the organisational structure with limited or stratified responsibility between various actors.

### **1) Recognition of the Community Policing by Lithuania's police:**

The term of "Community Policing" is well known among the police officials and academics around Lithuania. Some ideas for the strengthening of the police-public cooperation started in 1986. In the last years of "Perestrojka", the police began to incorporate more socially oriented activities. Preventive units had been formed, and the work of county's police inspectors had been mostly oriented towards crime prevention and co-operation with residents. Patrol officers carried out patrols together with civil volunteers. Public participation by special "representatives" to protect public order was encouraged by additional privileges for the participants in their places of work, such as prolonged vacation, financial premiums, etcetera. Official statistics of 1987 indicate that there were approximately 200.000 volunteers in Lithuania at that time. All of these changes are indicative of the attempts made to implement Western police experience in terms of community policing. The essential difference, however, was that the

participation of Lithuanian society in forms of community policing, rather than being really voluntary, was based on the privileges offered by politicians.

Close cooperation among police and public in frame of modern Community Policing establishments was started in 1990, when Police Act was adopted and Municipal Police was created. Experience appropriation related connections between Lithuania and West European countries were established and Public Police in Lithuania realised a number of Community Policing programmes. For instance, community oriented experience of Siauliai City Police received the highest assessment during the seminar-exhibition on Community Policing implementation in the Baltic countries, which was organized by European Commission (Directorate of Legal Affairs) in 1997.

## **2) Understanding the Community Policing:**

The term of “Community Policing” is composed of two categories: “Policing” and “Community”. From the academic point of view different content of these categories could be stated. In practice it causes the misunderstanding, disagreement and ineffective activities.

### **The Policing:**

For instance, Ronald T. Stansfield described functions of policing on psychological and social levels. On the psychological level function of policing there is the fulfillment of the individual's need to feel safe and secure. On the social level of policing there is an intention to carry out order. Examination of both applies for revision of existing service systems, because execution of order applies to the various social establishments. It means then, that policing is not, and can't be, implemented exclusively by the public police, because some parts of citizens' need more or less security than State can provide. Therefore, in Modern State police organisation is made in the free market of the services provided for individuals' security and, as an ordinary entity, is faced with the activities of competitors and producers of substitutes. From the criminological viewpoint, most dangerous for the communities are producers of substitutes for the individual security, because the substitute means other kind of protection than the protection given on the legal background by the legally obligated services. For instance, organized criminals provide order within the national-based communities, illegally living abroad, because these communities can't apply for protection to official authorities. Existence of such sub-cultural communities with the undercovered security structures within the European countries could be recognised as an important output for the future police co-operation planning.

The stratification of the society into the rich and the poor is also taken into account as an issue for discussion concerning renovated policing strategy. Traditional policing, that the public police provides is oriented to the middle strata of the society. Research of the society's development in Lithuania, indicates formation of the territory - based communities of the elites, which required the additional security guarantees. On the other hand, destruction of the existing communities, which had been formed in so-named factory's towns and big villages, is indicated too. Generally, it caused the inter- and inner- migration, social and demographical, and economical degradation in different

areas, and small towns, uncontrolled movement of criminals abroad. It requires the change of traditional methods of policing and expansion of the circle of organizations related.

### **The Community:**

Community is the other category, which could be studied in adequate way. That is very important for Central and Eastern European countries. The position of the community in the policing is caused by the police tasks enforcement traditions. The status of the community and the police in society, as well as society's attitude towards them in general, is the culmination of a long process. Western European countries have deeply rooted traditions of municipality and various law enforcement functions have gradually evolved over a long period of time in these societies, based on the needs of a more or less stable environment. In contrast with Western European traditions and evolution of municipality and state government, the policing models applied in the small countries of Central and Eastern Europe have been imported from abroad and are the result and subject of geopolitical processes. For instance, the category of "ownership", is the main reason for the communities' formation. We found the necessity for the additional research of a little bit different phenomenon, which could be named as "ownerhood". It is because the soviet-type common ownership was broken, and new one was not established. It manifested negatively in social life.

First of all, we lost a period of the development of communities in the cities during the time of Soviet occupation. Historically, this period had been changed into the period for the "formation of the Society". Sociologists divide the communities into two main types. The first is a *Gemeine*-type community. It was developed in agricultural area, but we had such communities in the villages before occupation. The second one is a *Gesselshaft*-type community, which was developed in the industrial area on the basis of displaced farmers groups. The different reasons for the changes caused the different ways of the transformation of communities in Western and Eastern European countries.

The main problem at the moment is the identification of the communities, which are interesting in the policing matters. This is made because the hopes and needs of the community can be fulfilled through organisational establishment, which is carried out on behalf and with the representation of residents. Identification means the examining of the common interests and stipulating of the motivations for the organisational structuring within communities.

### **3) Institution building for the implementation of Community Policing:**

In Lithuania police is the firsthand institution, which acts in this area in cooperation with other social establishments. The firsthand means the most part of interests (both political and managerial) and obligations for the discreet actions, and resources, which are obligated and involved, and responsibilities. It requires the certain level of administrative abilities.

Formation of the additional abilities for the activities in the integrated environment Difficulties, which have been met in the process of the Community Policing philosophy implementation into the practice in Lithuania call for search of the new ways for common countrywide interpretations. In the field of community problem – solving activity functions of the public administration institutions were strictly separated. How to find the proper institutional model, which could be able to cover community problems solving area both without function duplication and with real supportive interaction of the institutions?

Consequently it was argued that the creation of such institutional model couldn't be successful without preliminary readiness. Training of the officials, who are responsible for the creation of the model, is the first step towards the general goal. Common training of the officials in the Community Policing matters at the Law University of Lithuania took start at the beginning of 1999 under the TEMPUS Phare Joint European Project. Senior police officers and other civil servants, who are responsible for the policy making in their home institutions, were invited for the training. Policy makers had the possibility both to actually get worldwide information and discuss common problems under a kind of “academic supervision”. The research of the Lithuania's educational system in 1993-1998 detected the problem of vocational training. The process of modern administration requires highly motivated staff. It is dealing with the necessity of high individual indicators of the educational and practical qualification. The fact that public administration practitioners are “too much busy” and that they do not received any training after graduation from the Universities was discovered. So called “self-studies” mostly are not self stimulated because they are dealing with the psychological aspects of the personality as well.

The success of lifelong education of high-level officials (from our point of view) is based on three main pillars. First of all, training needs to be motivated by the lack of knowledge perception. Sometimes high level officials try to undercover the lack, because officially, higher position in the organization must be determined by the higher level of the universal knowledge. It is easier for them to get this kind of knowledge in the environment of “equal rank officials training”. Secondly, training of the high rank officials has to be implemented by a highly authoritative institution. Such aspects as institutional independence of the training institution, qualification of the training staff, supportive equipment, environment of the classes, syllabus, etc. is important. The third pillar consists of the correctly chosen content of the training. We thought that the knowledge about aspects of practical activities is very important for the training of high rank officials. Most part of the trainees had great practical experience and knowledge about the real situation in the country. They needed the information about European requirements (standards) and practical possibilities of their implementation. On the other hand, presentation of the practical experiences from the West and their theoretical explanation stimulate active participation in the training and real self-studies.

**Conclusions:**

The main problems that confront Lithuanian police forces in the period of newly established Independence are dealing with the unclear statement for the police mission. Some diversity of the attitude to the police social service could be met inside social structures, which are forming this order. It negatively affects the common understanding of the different police tasks and contributions for the delivering of the public security and order.

Public administration and society in most cases required the voluntary assistance of the police. It is argued that in the time of transition police must be reactive. Such attitude can be named as distinctively pragmatic because it does not search for the problematic ties related with the conditions of public administration system as a whole. The mission of the police with the criminal law enforcement priorities is formed under this attitude. State and Society can't concentrate the view towards the solution of the complex problems in the long-time period. It is necessary to change the attitude to the rationally pragmatic, which stimulates the understanding of complex-based police service.



### **Session 3: Building Confidence in Minority Communities: Special Focus on Policing in Post-Conflict Situations – Experiences, Challenges, Lessons Learned**

Introducer 2 : **Dr. Robin Oakley**, Consultant to RrAJE Programme, European Dialogue, UK, *also Honorary Research Fellow, Centre for Ethnic Minority Studies, Royal Holloway College, University of London*

#### **RELATIONS BETWEEN MINORITIES & THE POLICE: SOME KEY QUESTIONS**

This presentation aims to raise some key issues for discussion, regarding the need for confidence-building in relations between minorities and the police. It will draw on the author's experience of working as external consultant with police and NGOs in Britain on these issues for the past 20 years. And also of working for more than 10 years across many other countries of Europe, both in the EU and in central/eastern Europe (initially on behalf of the Council of Europe, and more recently within the RrAJE Programme). However, this work has not been in specifically 'post-conflict' situations, so that a further issue is how can experience of police-minority relations in more stable (though still problematic) situations be utilised in areas such as the Balkans?

Six Key Questions (and some potential answers):

1. Why are minority issues important/relevant? Firstly because they are potential areas of conflict/instability even in generally stable societies. Secondly because minorities experience social exclusion, injustice, breaches of human rights, and so on, which must be rectified (e.g. the Report of the International Helsinki Federation for Human Rights, presented to this meeting). Thirdly, because problems affecting minorities are often indicators of problems affecting policing and society generally. All these are highly relevant to issues around community policing.
2. What's the fundamental problem in relations between minorities and the police? UK & other European experience has increasingly highlighted "lack of trust and confidence of minorities in the police" (e.g. the Report of the Stephen Lawrence Murder Inquiry in the UK, 1999). Minorities often feel that: (a) police do not provide protection, e.g. against racist violence; (b) police often criminalise minorities, e.g. by stereotyping them; and (c) becoming a police officer is not a job they are willing to take, and without minority representation the police lack credibility in the eyes of minorities. In transition countries of C/E Europe, these problems are exacerbated because policing has traditionally been a repressive or control (rather than a service) function, and one that may be particularly targeted at minorities (e.g. Roma).

3. What's the underlying cause of this problem? Key factors may include: (a) overtly racist behaviour by individual police officers who behave unprofessionally and are neither supervised nor punished; (b) routine repression or differential treatment of minorities which is part of normal police practice ('institutional' or 'systemic' racism), usually reflecting attitudes in society at large; (c) suspicions or expectations among minorities that police will behave in negative ways (whether they do or not), based on their past experience; (d) basic ignorance among both police and minorities about each other, and lack of communication between them. Solutions need to be based on analysis of the specific causes in each case.
  
4. What can be done about it? In general, the effective implementation of modern standards of professional, democratic, human-rights-based, community-oriented policing should go a long way towards overcoming problems of police-minority relations. However, measures are also needed to address the specific problems of police-minority relations mentioned above: not just centrally, but also and especially at the local level. (See the 'Rotterdam Charter', *Policing for a Multi-Ethnic Society*, for a fuller map of what needs to be done.)
  - Police organisations need to develop specific strategies for ensuring that minorities are given the same high professional standard of service and treatment as the majority, in all aspects of policing. There needs to be: clear policy relating to minorities, supported by leadership; professional standards for treating minorities, supported by positive and negative sanctions; special training to ensure these standards are met; recruitment and equal opportunities for staff from minorities; and consultation and cooperation externally with minorities to achieve all of these requirements. While top-down direction is important, real implementation must be at the local level. Local police must be creative: they must make efforts to reach out to their minority communities, and respond to their particular local needs.
  
  - Minority communities need, in addition to campaigning for proper treatment and challenging breaches in standards, to find ways to cooperate with police organisations to help them make the necessary changes (e.g. in providing training, and helping recruitment of minority police officers). They should seek contact with their local police, and educate them about their problems and their needs. However, in turn the minorities are entitled to expect clear commitment and genuine efforts from the police, and cannot be expected to continue with their cooperation unless there are positive results from the police.
  
5. Where does partnership-building fit in? Local-level partnerships between police and minority communities/NGOs to tackle specific needs and problems are essential. Other agencies too may need to be involved (e.g. for tackling racist violence, or youth crime). Partnerships must establish joint projects with shared responsibility - based on agreed objectives, clear roles for each partner, and respect for differences in methods and perspectives. Working in partnerships is the most effective way of developing mutual understanding, and building trust and confidence. However, it is

not always easy: it requires time and patience, openness and honesty, a willingness to listen and learn from each other, and to adapt and change working practices to grasp new opportunities. Police need to accept minority and human rights NGOs as their 'critical friend'. Minorities in turn need to accept that police have a professional role to play within the framework of the law (although they are entitled to demand that this role is performed in a fair and non-discriminatory manner).

6. How can we learn from each other? Given the importance of the police role for social justice and social stability, and the barriers that still often exist between police and minority groups, there is an urgent need to exchange experience amongst police and minority NGOs about the most effective ways to build successful partnerships for tackling the above problems. Is the situation in post-conflict societies so different from that where racism and other forms of domination have been successful in maintaining relatively stable structures of subordination and exclusion of particular social groups (such as has affected black people in the UK, and Roma across Europe generally)? I think we are talking about different degrees and manifestations of the same fundamental problems. If so, there is a lot that we can learn from each other across different geographical and political contexts. For example, as regards relations between police and Roma communities, we need to build on the exchange of experience that took place at a pioneering workshop in the UK in March 1999, and that brought together representatives from Roma communities and the police from across Europe. In cooperation with CPRSI/OSCE, we hope to find ways to follow this up with a new initiative next year. Amongst the inputs could be the results of new projects on police-Roma relations being undertaken with the RrAJE Programme (for which I am a consultant), especially those in Brno and Pardubice in the Czech Republic (see ANNEX). I hope that there may be other people present today who would support this type of initiative and wish to participate in it.

I conclude by stressing the importance of minority participation in the process of moving forward. This is essential at every stage, and every level - reflecting what I have already said about the importance of partnership-building between minorities and the police. Even though they may be well-intentioned, initiatives to improve minority confidence in the police are likely to fail if they are planned and executed by the police alone, without minority participation. This principle must be applied to the work of OSCE also. There appear to be very few people present at this meeting representing the interests and perspective of minorities themselves. I therefore recommend that in its future activities in this field, OSCE take steps to ensure that representatives of minorities become an integral part of the process.

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## **ANNEX**

### **POLICE-RELATED ACTIVITIES IN THE RrAJE PROGRAMME**

The RrAJE Programme (Roma Rights and Access to Justice in Europe) is a three-year programme that runs from February 2001 to January 2004, and receives its core funding from the UK Department for International Development (DFID). Its goal is to help to combat discrimination and to promote Roma social inclusion by supporting Roma empowerment and the development of integrated strategies at the local level.

This is being achieved by undertaking programmes of work in selected municipalities within the EU accession countries of Central/Eastern Europe that have substantial Roma populations. In each municipality, the programme offers UK expertise and financial support to assist Roma NGOs to form partnerships with public authorities, aimed at promoting civic integration of Roma and ensuring equal opportunities. The aim is to produce models of good practice that can be disseminated at both national and transnational levels.

The RrAJE Programme developed out of the European Workshop on Roma-Police Relations, held at Turvey in the UK in March 1999. From the outset, policing has been an important theme in the development of local-level initiatives. However, policing is not addressed in isolation, but in the context of integrated strategies involving a variety of different agencies. Issues of policing, crime and community safety are seen as linked to employment, education, housing, and social welfare generally.

So far, the main activities focussing on policing within the RrAJE Programme have taken place in the two partner municipalities in the Czech Republic: Brno and Pardubice. In other RrAJE partner municipalities (in Bulgaria, Romania and Slovakia), police-related activities are less developed or still in process of preparation.

In Brno, following the participation of Roma delegates in the European Workshop in 1999, a programme of training on Roma issues has been developed for the local Municipal Police. The approach has been formulated in partnership with the national Brno Police School, and draws on methods used for local police training in the London Borough of Greenwich. Local community groups act as partners for the police for the planning and implementation of the training, and a team of 'community contributors' (who also receive training) play an important role in its delivery. The broad objective is to help to implement the basic principles set out in the 'Rotterdam Charter', *Policing for a Multi-Ethnic Society*, which has been formally adopted by the Municipality of Brno. More recently, a formal contract for cooperation (the Brno 'AKORD') has been agreed between the Roma community, the municipality and the police. Also, an 'Ethnic Minority Unit' has been established at the Police Headquarters to promote better communication and service by the police to the minority communities in Brno.

In Pardubice, the work on policing arises out of the development and implementation of an equal opportunities strategy for the municipality generally. The approach is based on local government experience in the UK, and the initial stage has consisted of a training programme for 500 municipal employees, including representatives of the 'Municipal Police'. Following a visit by local police officials to the UK, hosted by police and community groups in the town of Wellingborough, Chief Inspector Ray Campbell of Northamptonshire Police and other colleagues have been delivering further training on community policing and minority issues to both Municipal Police in Pardubice, and Czech National Police in Hradec Králové.

For further information about policing activities in the RrAJE Programme, contact European Dialogue, 175 Goswell Road, London EC1V 7HJ: tel: +44-20-7253.3337; fax: +44-20-7253.5790; e-mail: [info@europeandialogue.org](mailto:info@europeandialogue.org)