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INTERNATIONAL EXPERIENCES IN IMPLEMENTING COMMUNITY BASED POLICING



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Chisinau 2017

Institute for Public Policy

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Security Sector Good Governance Program
Institute for Public Policy

16/1, Puskin St., MD-2012 Chisinau, Moldova

Tel: +373.22.276.785

Fax: +373.22.276.786

E-mail: ipp@ipp.md

<http://www.ipp.md>

This report was produced within the project “Promoting Community-focused Law Enforcement in Moldova”, implemented by the Institute for Public Policy and financed by the State Department of the United States of America. The opinions, findings and conclusions expressed in this report belong to the authors and do not necessarily represent the official position of the State Department of the United States of America.

Policing carried out together with the community is an old concept, which, after several theoretical and practical transformations, became known as “community policing” or “community-based policing.” Often, it is referred to as “policing in partnership” or “democratic policing”.

Although this concept is widely used in OSCE, EU and UN documents and is implemented in more and more countries of the world, there is no universal definition or classic model of community policing so far. Each country develops its own model of this concept according to its specific conditions and various historical, political, legal, social, economic and other factors. At the same time, besides several conceptual, organizational or practical differences, these models have a common trait – community policing is primarily a partnership activity between the Police and the community in ensuring public safety where the community and the Police mutually support each other in responding to the issues faced by a society in continuous transformation.

This publication provides a synthesis of practices in implementing the concept of community policing in Albania, Estonia, Latvia, Belgium and Ukraine, as well as a general description of how this concept is being approached within the Organization for Security and Co-operation in Europe (OSCE). The paper is based on participants’ presentations during the “Community Based Policing – European best practices” international conference held in Chisinau on 15 March 2017 and provides a framework for reflection, examples of good practices, as well as useful recommendations for the development and implementation of the community activity in the Republic of Moldova.

The Institute for Public Policy expresses its sincere gratitude to international experts whose experience and presentations served as the basis for writing this publication:

- Thorsten Stodiek, Strategic Police Matters Unit, Transnational Threats Department, OSCE
- Zef Laska, Chief of the Sector for the Risk Analyses, General Directory for Public Security, Albanian State Police, Albania
- Arian Braha, Program Coordinator, Strengthening Community Policing Program, Albania
- Tiina Ristmäe, Chairwoman, NGO Estonian Neighborhood Watch (ENHW), Estonia
- Ilze Berzina-Rukere, Head of the NGO “Pro-Police”, Latvia
- Bart Pardaens, Chief Inspector, Neighborhood Policing Department, Aalst Local Police, Belgium

- Nina Lindhe Tell, Community Policing Adviser/Trainer, European Union Advisory Mission in Ukraine
- Uliana Shadska, Program Coordinator Community Safety, NGO Expert Centre for Human Rights, Ukraine

The materials of the publication were written by Iurie Pinte, Program Director, and Veaceslav Bugai, Associate Expert at the Institute for Public Policy.

The publication will support the efforts of the Government of the Republic of Moldova, the Ministry of Internal Affairs, the General Police Inspectorate, central and local public administration authorities, non-governmental organizations and communities in better defining and implementing community policing in the Republic of Moldova.

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I. OSCE experience in implementing community policing

Since the responsibility of the Police lies not only in fighting crime but also in preventing it, community policing became an important pillar of police development activities within the OSCE. In promoting and supporting community policing, the OSCE proceeds from the idea that successful prevention of crime contributes to the quality of life improvement in the community, and crime prevention initiatives requires engagement, taking commitments and sharing of responsibilities between the Police and community. This can only be achieved by establishing trustworthy partnerships between the public and the Police, where police institutions, government agencies and all segments of society actively cooperate in preventing and resolving issues.

For many years, the OSCE actively supported the development and implementation of community policing concepts, strategies and programs. It became part of OSCE mandate and support to different countries and a major strategic complement to traditional policing practices. OSCE is focused on “establishing police-public partnerships, where the entire police organization, all government agencies and the communities actively cooperate in problem-solving”.

OSCE approach on community policing has been presented in a guideline document named “Good Practices in Building Police-Public Partnerships”, developed by Strategic Police Matters Unit, Office of the Secretary General, OSCE. In OSCE approach “community policing presents a change in practice, but not in the general objectives of policing. These objectives continue to be: the maintenance of public tranquility, law and order; the protection of the individual’s fundamental rights and freedoms; the prevention and detection of crime; and the provision of assistance and services to the public to reduce fear, physical and social disorder... Police-public partnerships provide a strategy to achieve these objectives more effectively and efficiently”¹.

Principles and strategies of community based policing (CBP)

The OSCE shares two key principles that must be met for successful community policing:

- Level of community participation in enhancing safety and social order and in solving community related crime must be raised since the Police cannot carry out this task on their own.
- Police must be better integrated into the community and strengthen their legitimacy through policing by consent and improving their services to the public.

Therefore, the Police shall:

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

For implementing these principles into practice, the OSCE recommends some key actions and strategies:

- creating fixed geographic neighborhood areas with permanently assigned police officers;
- introducing visible and easily accessible police officers and police facilities;
- reorienting patrol activities to emphasize non-emergency services;
- involving all branches of the Police;
- introducing a pro-active problem-solving approach;
- engaging communities and empowering them;
- creating specific job descriptions;
- transferring decision-making authority and resources to the local level;
- involving all government agencies and services.²

The implementation of the community based policing concept requires organizational changes and new approaches in the management of the Police, governmental agencies and communities.

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

- the devolution and decentralization of decision-making and resource management from upper and mid-level management to front-line officers;
- the transformation of responsibilities of all police officers, with subordinate ranks becoming more self-directing, and supervisors and senior ranks assuming a coordinating, guiding and supporting role encouraging front-line officers;
- the shift of communication within the Police from a predominantly top-down approach to more emphasis on a bottom-up and two-way communication approach;
- the training and mentoring of officers, going beyond the traditional technical skills and basic requirements for democratic policing and including an even broader range of skills, such as: communicating; building trust;

2 Good Practices in Building Police-Public Partnerships. <http://www.osce.org/policing>

- collecting information and evaluating community problems; mediating of conflicts; developing creative approaches to address community concerns; problem-solving and information gathering;
- translating general mandates into appropriate action; conveying the concerns of the community to the police leadership and other stakeholders;
- teaching these skills in the basic training for cadets, in field training for probationary officers, as well as in on-the-job training for police officers, supervisors and managers;
- performance evaluation, which should focus on officers' ability to effectively address community problems and to involve the community in this effort.

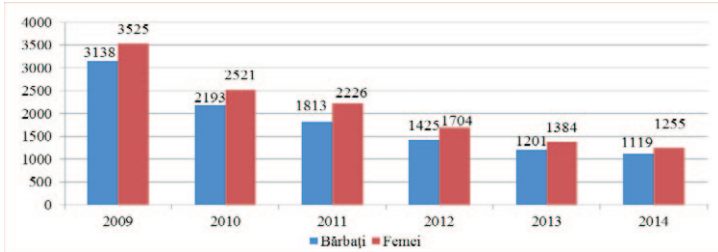
The main changes in structures and management styles outside the Police should focus on:

- empowering the communities, where the Police facilitates the organization of community meetings and forums, as well as educating community members on how they can be actively involved in the problem-solving process;
- educating the other governmental agencies about their role in the problem-solving approach, as well as establishing formal structures for smooth cooperation in the interest of avoiding overlapping, dividing labor, assisting each other and developing synergies in using the public resources.

Benefits to the public, the Police and other agencies:

- the ability of communities to convey their concerns to the Police and to become partners in finding tailored solutions to their problems, which, in turn, can lead to improved crime prevention, improved safety and an enhanced perception of safety;
- strengthening social bonds and sharing common responsibilities within communities, which can enhance their ability to withstand the social problems and pressures that could lead to crime or disorder in the future;
- improvement of relations between the Police and the public, increasing public trust, which is particularly important for the relationships between the Police and minorities;
- building of synergies with other agencies in problem-solving, which can save resources while addressing social problems;
- increased level of information from the population and moral support for police action;
- enhancement of effectiveness and efficiency, based on the benefits of technology based problem-solving and preventive action;
- increased job satisfaction of police officers due to more positive encounters with the public; increased safety feelings and self-confidence due to greater awareness of potential hot spots and real dangers;

- generally improved working climate in police agencies due to an enhanced communication and cooperation between departments as well as between front-line officers and their supervisors; and more avenues to career development due to the greater variety of tasks and expanded responsibilities.³



Police officer meeting with community members during an OSCE mission visit

The Implementation Process

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

The Preparatory Stage

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

- winning the support and commitment of all key stakeholders from the political, administrative and community level and from the police organizations;
- conducting an independent survey in order to understand the local context in the implementation area;
- involving all key stakeholders in discussing the appropriate strategies from implementing community policing;
- developing a vision and mission statement to explain the Police's goal;
- designing a strategic development plan that considers local conditions, clearly

3 Good Practices in Building Police-Public Partnerships. <http://www.osce.org/policing>

defining consistent objectives, practices and implementation benchmarks that can realistically be achieved within a sufficient time frame and in view of available resources;

- selecting a core implementation group or lead agency tasked with: supervising and coordinating the implementation process; creating mechanisms for communication, supervision and evaluation of the implementation process; and bearing the overall responsibility for implementation; identifying community policing sites and key players, and preparing them for their special tasks in the implementation process;
- creating the necessary legal foundation, framework or implementation policy for an effective and sustainable implementation process;
- coordinating external donors and facilitators in order to ensure the building of synergies and consistent approaches in implementing community policing.

The Implementation Stage

Measures relating to the police organization:

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

Measures related to other government agencies:

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

Measures related to communities:

- developing trust in the Police;
- complementing crime-preventive problem-solving activities with immediate, intensive and more traditional law enforcement;
- establishing public forums, following a problem-solving approach in dealing

with all aspects of quality of life in the neighborhood, with clear procedures and regulations, and chaired by widely respected individuals;

- empowering members of public forums;
- complementing community forums at the local grassroots level with community forums at a higher administrative level in order to coordinate efforts of local forums and facilitate their exchange of experiences and lessons learned;
- creating alternative occasions for meetings and exchanges of views such as: police open days; visits to schools; invitations to community groups to police stations; information campaigns, among others;
- developing sound cooperation with media, including guidelines for media contacts, creating clearly defined roles for spokespersons and providing media training for officers;
- establishing stringent and clear regulations and policies to deal with potential ethical dilemmas or negative impacts of close community-police relations.

The Evaluation Stage

Introducing community policing is a long-term effort and needs regular evaluations, which should be linked to the policy cycle, enabling the strategic level decision-makers to systematically and continuously improve the quality of the police service. General criteria for evaluating community policing implementation processes would be their relevance, efficiency, effectiveness, impact and sustainability.

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

- the level of autonomy in decision-making;
- the level of decentralization of patrol, crime analysis and investigation units;
- the level of internal cooperation and communication;
- modifications in recruitment process to reflect the skills and characteristics required from community-assigned police officers and the extent to which training curricula convey community policing skills;
- the individual performance evaluations;
- the level of job satisfaction of the police staff.

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

- the level of their commitment to and participation in problem solving;
- the amount of their resources provided for problem-solving activities;
- the level of inter-agency cooperation and communication.

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

- conducting public perception surveys and focus group interviews on police performance, and the safety and security situation in the community;

- conducting internal and public oversight reports on the Police;
- analyzing media reports;
- keeping records of police-community activities;
- analyzing the sustainability of formal and informal public forums, etc.

These qualitative criteria should be complemented by quantitative criteria such as crime statistics, crime clearance rates, and/or victimization reports. The public should be informed about evaluation results and opportunity for reflection and celebration of problem-solving successes in order to further mobilize community participation and strengthen the police-public partnerships.

The Modification and Expansion Stage

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

Strategic Approaches

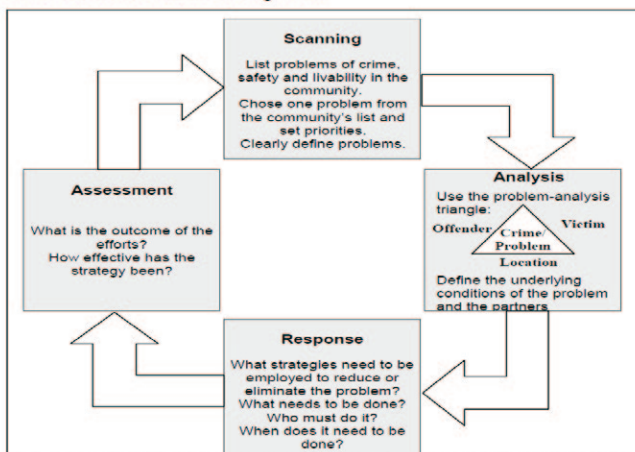
Complementing traditional (reactive) enforcement activities, a problem-solving approach to reducing crime and increasing safety is another important aspect of community policing. A key feature of this strategy is the systematic (and ideally computer-aided) analysis of social problems by focusing on recurring patterns of incidents rather than on isolated incidents, treating them as a group of problems; and by determining the underlying causes of crime and disorder.

Examples of analytical information gathering are conducting victimization surveys, mapping of crime hot spots, or canvassing social and health facilities or schools. As this information can only be gathered from the community, close and trustful cooperation is indispensable.

As a first step, problems and incidents are scanned, identified and then analyzed. In the next step solutions are developed and implemented. Finally, the results of that implementation are assessed. All of these steps are carried out in cooperation between the community and the Police.

The different steps are systematically dealt with by problem-solving models such as “SARA” (Scanning, Analysis, Response, Assessment) or the “Problem Analysis Module”, both using the “Problem Analysis Triangle” at the analysis stage. The SARA model is outlined in Box 1.⁴ To formalize the problem-solving process, community safety plans can be developed that include a “clear statement of the problem; the steps agreed upon to address the problem; the allocation of tasks to individual working group members; objectives and indicators of progress; and regular review dates”.

Box 1: The SARA Problem-Solving Model



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

Challenges and Lessons Learned

From the experience of OSCE member states, a number of challenges and useful practices that should be considered were identified:

- Insufficiency of resources in implementing overly ambitious community policing strategies;
- Importance and difficulty of adapting job descriptions in the police force, government agencies and communities to the CBP philosophy;
- Negative influence on the CBP implementation process of the continuous police officer rotation;
- Existence of a different degree of understanding, involvement and support among various actors;
- Necessity to ensure management of divergent interests;
- Necessity to create adequate capacities for all parties involved.

Results of the Community Policing Activities

- Improvement of police-public relations;
- Increase of police accessibility;
- Increase of public awareness on safety and security issues;
- Increase of information exchange;
- Improvement of the safety and security situation.

II. Implementing community policing in Albania

The process to implement community policing in Albania is in full swing and is part of a wider process of state police reform that includes three main directions:

1. Conducting a comprehensive legislative reform.
2. Compiling the strategic documents of the police development.
3. Building partnerships with other state institutions and the community.

The legislative reform aims to harmonize national legislation with that of the European Union and, as a specific objective, to create a professional police service corresponding to rule of law norms. Legislative reform was triggered when Albania signed the Stabilization and Association Agreement with the EU in 2006 and its application for candidate status in April 2009. The main results achieved under this reform are as follows:

- Development of the legal framework to fight the organized crime, terrorism, crime prevention, maintenance of public safety and order and respect for human rights and fundamental freedoms.
- Changing the police status from an executive armed body, as constituent part of the Armed Forces, to a public administration institution.
- Defining the new Police Mission: maintaining public order and safety, in accordance with the law, respecting human rights and fundamental freedoms.
- Changing the system of ranks in the police force, shifting from military ranks to police ranks.
- Reformulating the institutional tasks, legal status, rights and obligations of police officers.

Developing strategic documents. For the first time, the objective of implementing community policing was set in the Police Development Strategy for 2007–2013. The same objective was reconfirmed in the Police Development Strategy for 2015–2020 which stipulates that all policing will be based on the community policing concept.

Beginning with 2007 strategic development documents of the Police redefined the following elements according to CBP principles and objectives:

- Police modernization objectives and actions;
- visions and mission of the Police, its values and Code of conduct;
- objectives and priorities for strategic and tactical level activities;
- tasks and responsibilities regarding the quality of Police services;

- internal and external communication of the Police.

At the same time, strategic documents established the adaptation of Police organization to the local public administration organization and the criminogenic situation, the establishment of specific structures responsible for community policing and a cardinal reform of the training system, both in terms of structure and organization, as well as contents and program.

Establishment of partnerships

Partnerships with community institutions and members and their more active involvement in solving community security issues became an imperative for community policing in Albania. From the very beginning, the implementation of the concept of community policing in this country implied the initiation and development of partnerships between the State Police and local public administration authorities, healthcare, social protection and education institutions, anti-contraband inspectorates, regional Prosecutor's offices, the Intelligence Service, the Firefighting Service, non-governmental organizations and community groups.

The main role in these partnerships belongs to **Regional Security Councils** that were created in every municipality. These Councils are chaired by mayors, include all institutions that may contribute to the resolution of community safety issues and represent a platform for discussions, decisions, analysis and monitoring the community based police activity, preservation of public security and crime prevention.

These partnerships targeted the following subjects and key fields:

- Development of consultations with regional prefects, mayors, heads of other state institutions, NGOs and community groups to draft the annual policing strategies for community safety in the region.
- Support to local government, public institutions and other legal and physical entities in the field of law enforcement.
- Development of educational programs in the 9-year and High schools across the country about the negative effects of drug use, alcohol, traffic regulations and acquaintance with the problems that concern this age group in terms of public order issues and public safety.
- Providing community policing officers with working office premises at the local administrative units.
- Implementation of recommendations of other independent institutions in terms of respecting and guaranteeing human rights and fundamental freedoms.
- Investments made by local governments into safety enhancements, based on community concerns and police proposals.

- Increasing the professional capacities of Police through the development of specific training related to the recognition of human rights and fundamental freedoms, handling domestic violence cases, etc.
- Development of joint campaigns on issues that concern the community; domestic violence, road traffic, violence in schools, etc.
- Licensing periodically various NGOs to conduct inspections without prior notice at the custodian and detention premises in police stations. Findings and recommendations from these inspections shall become the subject of police work for further improvements.
- Provide legal psychological assistance, as well as accommodation for victims of domestic violence or trafficking.

In the Albanian authorities' opinion, the results confirm that these partnerships substantially contributed to improving the quality of Police services, Police relations with citizens, information sharing, developing a pro-active policing model, increasing Police transparency and accountability and improving the overall image of the Police.

Specific elements of community policing

Performance Assessment System

The Performance Assessment System was introduced and used by State Police to provide a database needed to reason and evaluate the impact of the reorganization decisions and actions, as well as the effects of implementing community policing. To this aim, Albania's Police, assisted by development partners, concluded a comprehensive process of assessing the situation in terms of organization, mode and quality of service delivery, and population perceptions of reform effects and service improvement. Evaluation studies were conducted for 2 years in an EU-supported project, and results were publicly presented and included into a comparative study on Albanian policing in relation to policing in other European countries.

Restructuring and reorganization of Police subdivisions

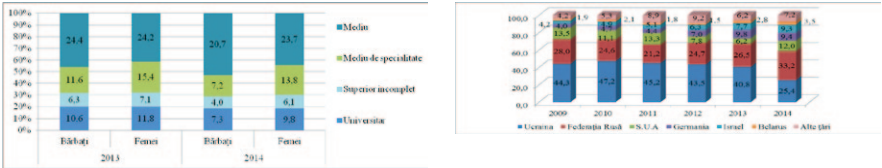
Implementation of the community policing concept by Albanian Police was accompanied by the restructuring of the Police subdivisions, aiming at ensuring the compatibility between the Police organization and the territorial organization of the public administration, taking into account the crime situation and the level of crime specific to each region. Currently there is a police subdivision at the Commissariat level in each region and municipality, and special subdivisions at the central level (within the State Police Public Security Directorate) and at the local level (in each commissariat).

All Police subdivisions underwent through reorganization to increase their effectiveness in crime prevention. The number of community policemen increased by

35%, ensuring the presence of a police officer for each area with a population of 3–7 thousand inhabitants.

Creating reception rooms

A distinct element of reform was the reorganization of the service provision to citizens by creating the so-called “**Police reception halls**”. These halls are intended to provide services according to the “one stop shop” principle and ensure the provision of 92 types of services (from biometric passport issuance to registering complaints or reports about crimes and administrative infringements).



Police reception hall

Local Safety Evaluation System (LSES)

Local Safety Evaluation System (LSES) was introduced in order to change the approach in planning the activities of Police subdivisions. Through this system, safety problems are identified in a given area, with a particular focus on security issues related to the quality of life in communities. The measurement of Local Community safety is conducted periodically, at least once in a six months period, using direct community survey of residents in each zone. According to this system, **strategic planning** and **management of Police activity** is carried out in six stages:

1. *Evaluation of community safety situation.* It is implemented by evaluating the perception of the community in the area (district) within the jurisdiction of each police commissariat. The questionnaires contain five different blocks of questions: i) order/safety problems in the neighborhood; ii) exposure to crime; iii) concrete fear of crime; iv) an abstract concern of crime and v) satisfaction rating for the work of the Police by the local community.
2. *Safety Problems Analysis.* Findings of the survey for each area, along with police statistics and other information are analyzed by relevant subdivisions of the safety departments in the respective commissariats to identify the causes and factors that lead to safety problems in the area.
3. *Planning of activity.* Based on safety analysis, the commissariats draft their short-term (three–six months) action plans for each of the areas/

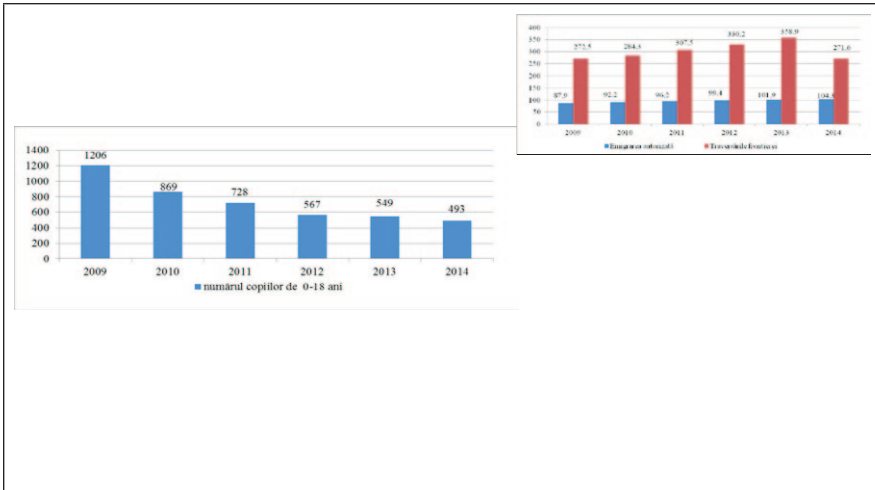
neighborhoods. The Plans will focus on addressing the identified safety problems by determining not only the concrete actions, but also the methods of policing that will be used to address the problem, as well as partnerships with state and private partners and institutions that will be used for addressing the root causes leading to identified safety problems.

4. *Implementation and monitoring.* The implementation of action plans is monitored by local police commissariat and regional police department.
5. *Reevaluation of safety situation in the community.* At the end of the implementation phase an evaluation of the community safety is carried out, resorting to the same methodology used in previous evaluation in order to see the changes in each of the factors that were assessed.
6. *Analysis.* At this stage, police commissariats conduct an analysis and self-assessment identifying the success or failure to address various safety problems in the community. This stage serves in particular to the evaluation of methods of policing used to address each problem and established partnerships with a view to adapting and developing them in the future, as well as to the needs assessment regarding available resources to cope with the problems (staff, logistics and infrastructure).

Applicative elements of community activity

“Digitalized Commissariat” or **“Web Policeman”** is an example of applying certain informational elements and technologies in policing. This element was introduced as an addition to LSES system and was inspired from the experience of the Swedish and Estonian Police. This web platform offers citizens the opportunity to communicate and interact with a specific person within the Police rather than with the institution as such, which personalizes the advice and help given.

Through Facebook and Twitter accounts opened by police commissariats, citizens can contact the Police to receive information or advice, to inform the Police in case of suspicion of abuse, crime, victims of harassment/abuse, in case they want to report a sexual abuse or similar events. The main groups targeted by this platform are especially students and young people, who often interact through social networks. Thus, the Police are better informed on the real situation in the territory of responsibility and have a feedback and analysis platform.



Electronic registration of vehicles

The week of open doors for the community is another element introduced to raise the transparency level in the work of the Police and increasing its proximity to the community. Every year, for one week, the Police organize visits of local citizens, pupils, students, teachers, etc. to local sub-units and commissariats to familiarize them with the working conditions of police officers, the tasks and responsibilities of various subdivisions, reception, custody, detention, command and control units, etc.

The small grants scheme (SGS) was created to support efforts of addressing issues identified in communities and information campaigns. This scheme was conceived as a partnership subcomponent to develop activities of promoting youth-police relations with special attention to the vulnerable communities (Roma, Egyptian minorities, LGBT community). For the use of SGS, Local Project Selection Committees were set up and regulations, instructions and models of required financial reports were developed. The Small Grants Scheme served as a tool to increase community policing capabilities, it attracted the general public in cooperation with the Community Police, and was used for the inclusion of marginalized communities.

Behavioral changes

Behavioral changes at different levels are needed to ensure a strong Community Policing approach.

Shifts in behavior of individual police officers:

- They should take a problem-solving approach, taking initiatives and coordinating their actions with other actors/institutions, where appropriate.

- Police officers should focus on achieving results, not just carrying out specific tasks that have been prescribed to them.
- They have to improve professionalism and a sense of pride in their work.
- They have to increase confidence of being able to receive information from the public to help them solve criminal or non-criminal matters that make a difference to citizens.

Shifts in institutional behavior within individual institutions that provide CSS:

- Local priorities for the Regional Police Directorates (RPDs) should be decided based on local needs, stemming from analysis carried out at Commissariat and/or RPD level.
- The allocation of police financial and human resources should be aligned with RPD priorities and needs, based on local level analysis.
- The flow of top-down and bottom-up information should be improved throughout the ASP. Information flows from the central level, through the RPDs and down to the Commissariat level and the Zone Inspectors. Conversely, information collected by Zone Inspectors at the Commissariat level flows up through RPDs to the ASP HQ.
- Local government structures should participate more in determining local safety priorities.
- Local governments structures should have available procedures to allocate resources that better take into account local safety priorities.

Shifts in institutional behavior across multiple institutions providing CSS:

- There is greater decision-making across the ASP and MoI based on empirical data of what happens on the ground. This is enabled through the robust application of monitoring and evaluation methods, processes and systems.
- There is greater decision-making mandate within the ASP. Local level commanders are able to make local level decisions, based on local level priorities and circumstances, within a national strategic framework.
- There is an increased awareness of the need for (and commitment to) coordination across the institutions providing CSS.
- There is a greater promotion of non-discrimination behavior by CSS institutions.

Shifts in behavior within the communities:

- Communities know better which CSS services they are entitled to and how they are entitled to be treated.
- Communities know better where to go to receive CSS services.
- Communities feel more confident that they will receive CSS services in an appropriate and effective manner. Communities feel more confident and safe

to provide CSS-related information to the authorities, including sharing their needs in order to contribute to the process of determining local-level priorities. They are more willing to testify and cooperate with CSS actors.

- Rural areas have better access to the same standard of services as urban areas.
- There is greater non-discrimination across all sectors of society, but in particular regarding women, minorities and youth.

Challenges to the process of community policing implementation

Implementing the CBP encountered many challenges, the most significant of which were:

- Obstacles in providing an intensive exchange of information between various police subdivisions, which was initially very difficult due to the old organizational culture of the Police. For a longer period of time, in the Police there was a lack of willingness to exchange knowledge, or rather a misunderstanding that the transfer of knowledge and information is to the benefit of the institution.
- Resistance to change of those used to formally produce official documents and act according to old rules.
- The lengthy process of knowledge transfer which took longer because it was done outside the basic training and formation courses that were already well defined.
- Continuous dismissals of State Police personnel that affected the subsistence of results obtained and conditioned a slow advancement in the improvement process to reach the desired changes.
- Difficulty to ensure among stakeholders a degree of enthusiasm similar to the one of the Police.
- Electoral campaigns and overwhelming the Police personnel with obligations to keep order and comply with laws did not enable all employees to participate in all planned training and in implementing the activities.

Conclusions and recommendations

Albania's experience in implementing community policing offers the following conclusions and recommendations:

- Community-based policing refers to the entire police institution and may not be delegated to a separate group of police officers. The philosophy, strategies and practices of CBP must be known and implemented by the entire institution and all police personnel. To ensure a robust and sustainable community police approach, changes in attitudes and behavior are required in the work of all police subdivisions.
- A critical element is to combine and ensure the coherence of strategic level managers with the training of operational and tactical level managers. This

means that, to support the improvement of community activity at regional (district) level, the program must work with all police subdivisions and not only with those who are specifically appointed as community officers. It is imperative to build partnerships between various actors and the community.

- Behavioral changes for each police officer are imperative: they need to adopt a focused problem-solving approach, take responsibility and initiative as well as coordinate their actions with other actors/institutions, if any. Police officers need to focus on getting results and not just on performing the specific tasks prescribed to them.
- In order to know the real situation, to be closer to the community and citizens, to have correct information on results of actions undertaken and adjust activity plans, it is recommended to fully implement the Local Security Evaluation System in the Police commissariats/stations.
- To ensure the connection between the Local Public Administration, Community and Police, it is imperative for Regional Security Councils to be institutionalized at the municipal level as basic partnership structures.
- To implement the community policing concept, it is imperative to attract citizens as much as possible not only in identifying problems, but also in actions meant to solve them. To facilitate this process, a draft law on “Voluntary Police” could be developed.
- To create a friendly environment for community-police cooperation, it’s necessary to modernize the infrastructure used by the Police, including creating adequate facilities to interview persons and minors in police stations.
- Last but not least, it is necessary to properly equip, the Community policing force with the aim to create a working environment necessary for better performance.

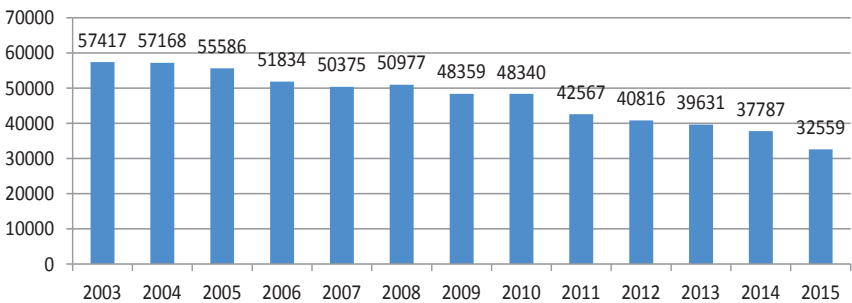
III. Involving society in ensuring security in Estonia

Implementing the community policing concept in Estonia

For over 10 years, the level of trust in Estonian Police is about 80% with the number of crimes steadily decreasing (Figure 8). At the same time, the proportion of citizens who consider that crime is the greatest concern of the Estonian state is twice as low as the European average. These remarkable results are based on a complex combination of activities, some of which are state-level priorities, while others are based on the ongoing effort of the Police, Society, Communities and Volunteers.

In 2001, the Police Development Plan established prevention activity as a core priority. After several years of effort, it became clear that the Police can't really be effective in implementing this concept on its own and the idea of community involvement began to be increasingly promoted. At that time, the cooperation between society and the Police was inconsistent and lacked understanding of how crime prevention should be organized in practice and how the Police could become part of the community.

Thus, in 2006, Estonia started promoting the concept of "public security mentality", based on a broad approach in creating a safe prosperous living environment. Two years later, Parliament approved the Security Policy Guidelines 2008–2015, which could be considered the first strategic document on community based policing.



Crime rate in Estonia

Conceptual provisions of this document were further developed in the 2015–2020 Internal Security Enhancement Plan, currently the core document to plan and implement security-related activities at a national level. The document is based on a complex approach to safety and security, on the importance of each person's

contribution, and formalizes the sharing of responsibilities to ensure community security with community members themselves.

Besides the fact that all public institutions have the responsibility to act in order to ensure internal security, sharing responsibility also means partnerships and common actions, meetings, discussions and regular exchanges of opinion with the community, local administration, staff of local kindergartens, schools and other institutions in the community, as well as various community groups, etc. At the same time this means permanent work in cooperation with mass-media.

In the Estonian approach, the CBP concept implies that creating a safe community is based on 3 pillars:

- Every single individual is cautious and attentive. Safety starts with everyone;
- The community involves all of its members in ensuring community safety;
- Preventing crime through the joint identification and solution of problems is the most reasonable way to ensure public security and order.

These objectives may only be fulfilled if:

- Every single individual has skills and knowledge about preventing and avoiding incidents, crime and public disorder;
- Police is a professional service that cooperates and requests a clear distribution of tasks and roles.

Community security actors

Assistant police officers

Estonia has a **very unique system of voluntary police officers**. The roots of this activity begin in 1917, but the organized and structured activity started in 1994 with adopting the Law on assistant police officers. The current regulation was adapted in 2014⁵.

In a nutshell, the assistant police officers (APO) have the same rights and obligations as the police officer, only they cannot handle the criminal proceedings. They can take part in various kind of police work – patrolling, prevention, traffic, mass events, border guarding, forensics etc., they can choose according to their interests.

Who can join APO:

- Over 18 years old;
- Legally competent;
- Estonian citizen, language level at least B2;

- No criminal record;
- Basic education;
- Health and physical preparedness (specific demands regulated in the law);
- No previous punishments for crimes;
- Is not a suspect or accused in a criminal proceeding;
- Has no health problems such as alcoholism or drug addiction;
- Has no mental or psychiatric problems;
- Meets the requirements of occupational clearance (stated in the law).

Currently there are about 1000 APOs in Estonia, whose input is more than 100 000 working hours per year. Every APO has to participate in the first instance training with the duration of 40 hours. After the training the APO candidate has to pass the exam, after that s/he can participate in the police work. Ensuring the initial qualification, the APO has to participate in further training and pass the exam. Passing the 40 hours firearm training, the APO can also carry the firearm during the work. After a certain training and 2 years participation in the APO activity, the person can apply for the rights to independent police work, for example this also enables him/her to go patrolling alone.

APOs have the same social guarantees as the police officers. They also wear the same uniform and equipment (depending on the tasks). APOs are the long arm for the Police in communicating and cooperating with local governments, educational institutions, but also implementing their everyday tasks – patrolling, responding to emergency calls. APOs are very well integrated in the police work, often their participation is regular and Police can rely on their input. Many local governments have signed cooperation agreements with Police in order to have APO patrols in the local government territory on the regular basis.

County based safety councils

The Internal Security Development Plan 2015–2020 states that every county (there are 15 counties in Estonia) should have a safety council. The members differ from county to county, common is that first of all high-level officials are involved. Usually the following fields are represented: Ministry of Interior, Police, rescue service, neighborhood watch, entrepreneurs, youth organizations, hospitals, mayors, NGOs. To save the resources, 4–5 county councils meet together.

The county based safety councils have an advisory role; they have no mandate to make binding decisions. They discuss the issues prepared by the governor or members and suggest possible solutions and activities necessary to be undertaken jointly or by each institution separately. The Safety Councils are an important platform of exchanging information and developing cooperation plans

Neighborhood watch

Neighborhood watch (NHW) is a well-known community action in Estonia and other countries and an example where communication and cooperation between people helps create a safe living environment. NHW is a way of thinking and acting where everyone has the duty and ability to act for a safer community.

NHW is based on community solidarity and mutual aid and aims to reduce the feeling of fear, distrust, insecurity of community members and to prevent delinquency and violence of any kind by monitoring and reporting suspicious situations to the Police, neighbors and the community, thus protecting and sharing the sense of care towards the family and other community members.

The Estonian Union of Cooperative Housing Associations

The Estonian Union of Cooperative Housing Associations (EKYL) is an independent non-profit organization founded in 1996 with more than 1400 members – cooperative housing associations / apartment associations all over Estonia. About 65% of Estonian population lives in apartment associations. Apartment association is the most spread and generally recognized way of management of residential buildings and cooperation. Each cooperative housing association is self-financing not-for-profit organization managing one multi-apartment building. Membership of EKYL is voluntary, accounting for approximately 15% of the national cooperative housing stock.

The main aim of EKYL is to support the development of cooperative housing associations in Estonia, through the implementation of knowledge-based activities as training, consulting, advisory services, research, national and international co-operation projects.

Crime prevention and participation in the community based policing is not the main activity of EKYL, but since their activity covers the whole country and they are also working with people, it is logical to use their resources and input. Important is also to mention that creating safe living environment is also part of their mission.

EKYL offers counselling to their members and if the concern is related to safety issues, they search for the expert help from Police or other partner organizations.

Estonian Village Movement Kodukant

Kodukant, the Estonian Village Movement, is an association of non-governmental organizations, structured at three levels – village, county and national. It started in 1990s, when Estonia's rural areas began to suffer severely following the country's independence. Kodukant was set up officially in October 1997. It now has about 5,000 members.

Similarly to EKYL, Kodukant offers to its members various services and support – only the target group is different. Kodukant concentrates on rural areas and village

empowerment, offering counselling and trainings. They have a training center, where their members can participate in trainings like “Development of the organization”, “Development of the community”, “Development of entrepreneurship”. Besides, a lot of activities are project based, also trainings and information events related to safety education. They also involve Police and rescue service, but the audience is different, and that’s why also the focus of the training differs.

Challenges and missions for the future

1. *Understanding the community policing concept.* Although CBP is not a new concept in Estonia, it is not yet understood by all in the same way. On the one hand, the concept includes a very wide range of activities often understood differently by members of the community, officials and politicians. On the other hand, the concept application may be different from one community to another, and taking examples of actions that have been effective in a community cannot always ensure the same success in other communities, or may even be inefficient in general. To ensure a good understanding of the community policing concept, continuous effort is needed, including within the Police.
2. *Unreported crime.* Although confidence in the Police is very high, it is estimated that about half of some crime categories are not reported. These estimates contradict reports on declining crime rates and are hard to explain since there is insufficient research to measure this phenomenon.
3. *Establishing common objectives.* Fighting crime requires establishing objectives and landmarks. On the one hand, a poll commissioned by the Police in 2016 showed that the main safety concerns of the population are road traffic, theft, robbery and drugs. On the other hand, the Ministry of Justice identified domestic violence and the reintegration of dangerous criminals into society as priority areas of juvenile delinquency. Certainly, these areas are crucial for creating a safer environment, but they are different from those indicated by communities. In this situation, the prioritization of state objectives in planning Police activity may become an obstacle to good community-level cooperation.
4. *Need for continuous training.* The Police training system is quite developed in Estonia, however, to cope with permanent changes in organizational or operational environment, the Police needs continuous training on the most diverse methods of action. Starting from the fact that the effectiveness of the Police relies heavily on a diversity of action approaches and methods, it needs regular training, exchange of experience and knowledge in the field.
5. *Who is responsible for safety?* The willingness of the State to share responsibility is not always accepted by the population, which doesn’t always sufficiently trust such initiative. The results of the last survey in 2016 show that around 50% of Estonians believe only the State is responsible for internal (public) security and only half of citizens want to contribute and get involved. Since the State’s “all-around” approach is relatively new, it takes time to create a change

in people's attitude. This initiative will not be successful if the State requires the mandatory contribution of everyone. The functions of the State may not be reduced indefinitely, while internal (public) order is among the basic functions of the State.

6. *The state declared that it looks forward for contributions from everyone.* This proposal creates the right to be involved, which itself requires another exchange of information and communication between citizens and the State. It is a new situation for the Police, with more changes needed in this context.
7. *Local authorities have a significant role in community based policing.* Fulfilling this role is not similar in all local governmental institutions as they differ in their capacities. Of course, administrative reforms may improve the situation, but most important in this respect is cooperation and initiative.
8. *Find the initiator, i.e. the persons, groups of persons or institutions that would launch activities.* The Police expect the initiative to come from the community, and the community expects the Police or local public administration to be the initiator. People are often confused thinking that proposing an initiative means taking responsibility and leadership, and they fear the mission will be too difficult to be accomplished. Only explaining and exchanging information may help meet this challenge.
9. *Areas with a high crime rate are reticent to get organized.* Even if it is not impossible, these areas only need more effort, trying different approaches to find what is best for this specific community. Working with these communities requires, first of all, a thorough analysis of community interests and issues; it is probable that what is seen as problematic by the Police is not considered as such by the community.

Conclusions

1. Police in Estonia have not used just one strategic approach in their work, but a combination of different methods. This means the Police was able to quickly learn from mistakes and that in a small country like Estonia such changes can be implemented rapidly.
2. High trust in the Police is a great value and achievement. Police have a continuous duty to confirm this trust, which is fragile, and a slight diversion may ruin the effort of thousands of employees.
3. To continue encouraging the involvement of each and every one, the state must be honest. Though recorded crime has fallen, it is not clear how latent crime is. How did changes in legislation impact crime statistics? How long do the Police need to get to the crime scene? People don't care about the average time; they want to know – in this village, at this moment, how long do they have to wait? This is the information that the Police must be prepared to offer precisely at the level of each community.

4. Besides activities outlined in the plans and strategies there are many other small-scale local activities in small communities. These are performed by good and enthusiastic people, who have no agenda, strategic plan or guide, but who contribute the most to ensuring public security.
5. In Estonia, there is a tendency for a small local activity to develop into national level organizing. Yet, national level organizing requires some administrative capacity and it is sometimes wiser for the activity to remain local and continue working very well on a smaller scale. Not every good activity requires creating an organization to implement. This does not mean that good ideas should not be spread. The idea is that they need to think about cooperation and activities that can be made by partners more efficiently and with smaller resources.
6. An important topic is public appreciation. There are more results in Estonia that can be and are appreciated. The state regularly praises public servants, volunteers, and volunteers of the security field, NGOs, cooperation partners, good ideas and effective programs. All these public considerations are important for society and those who contribute.
7. Community-based thinking must not necessarily be prescribed in the professional guide. Attention, care and reflection should always be present, regardless of the person's position in society. This is why efforts should be made. Values and norms in society will change very slowly. A lot depends on how people are educated, what we learn at school, and what families we have. To what extent does the school educate the sharing of ideas, the exchange of views and the culture of debates? At the end, everything begins with every person, regardless of the position they occupy – what can I do for my community?

IV. Examples of community policing implementation in Latvia

For several years now the community policing activity was successfully implemented by Latvian State Police. This concept underpinned the development of the Crime Prevention Strategy (2014–2017) which sets out objectives, methods and actions based on cooperation and focus on local issues, the use of different methods of identifying and jointly solving public security issues, improving the quality of services provided to the community, providing adequate training for the needs of community policing, etc.

Pilot-projects as an instrument to test policing methods

Among the most important initiatives supporting the process of Police reform and implementing community policing in Latvia was the initiative “Promoting Crime Prevention through Community Policing in the Talsi Police Department”.

The town of Talsi Police Department (17 sector inspectors for a population of about 17000) was chosen to test the community policing concept.

At the project initiation stage, the situation could be qualified as follows:

- crime rate – an average of 62 crimes per month (typical situation for Latvian State Police);
- level of trust – 65–70%;
- mutual mistrust between Police and population as well as resistance to contact and cooperation;
- population’s perception of Police as repressive institution and not crime preventer;
- insufficient level of Police support for victims;
- focus on statistics regarding crime discovery as single criterion for Police activity assessment;
- insufficient understanding of Police activities and objectives by the public;
- insufficient adaptation of Police activity to local security issues or even their complete ignorance in action plans;
- lack of efficient communication and organization strategies, modest language of official information, unclear for most people.

The town of Talsi pilot-project had two major objectives: increasing level of population trust and satisfaction with Police activity and crime prevention together with members of community.

A number of activities were implemented during the project, including:

- initiation of the practice (that currently became traditional) for the regular monitoring of the trust level in the Police and assessment of the public's satisfaction with services provided by the Police;
- necessary information on the population's needs and problems in specific regions and the area of responsibility of respective subdivision of Police was collected;
- possibilities and necessities were clarified for community participation, including the municipality and other institutions in solving local security issues and multidisciplinary resolution were ensured;
- daily police activity was explained to the wide audiences and community;
- a new style and content was developed for local Police planning documents;
- good practices examples in the field of crime prevention were demonstrated and promoted (including with involvement of adults having a responsible attitude for the security in the community or neighborhood);
- trainings and visits of familiarization for police personnel in pilot areas; training needs were constantly monitored and training programs were adapted to local requirements
- new criteria for police activity assessments were developed, improving the value and appreciation of Police activity.

Identifying community needs

To identify community problems and necessities, the following instruments and methods were used:

- Carrying out public opinion surveys by companies specialized in sociological research.
- Interviewing citizens by the district officer (if appropriate, with support of volunteer team) on specific subjects like: dangerous areas, problems faced by people, details on the managed territory, information on population's real needs and concerns.
- Using an internal management quality and assessment system by surveying the population that contacted the Police and addressed the Police on various aspects.
- Collecting official and unofficial information from the mass media, meetings with municipality representatives, non-governmental organizations and development partners.

Such actions aim at exactly knowing the people's necessities and the real situation in the community.

The first survey during the Talsi project revealed the following main issues mentioned by the population:

- lack of or insufficient street lighting;
- aggressive groups of youngsters;
- inebriated persons;
- breaking traffic rules;
- stray dogs;
- robberies.

Upon analyzing survey results, it was found that people's concerns don't correspond to those of the Police, which had completely different primacy in providing public security than those seen as priorities by the population. Another survey conclusion was that part of the public security issues concerning the citizens did not directly pertain to the Police field of responsibility but rather to the competence of other institutions or parts of the community.

Developing a work plan

Knowing the security issues of the community allowed the development of an action plan that was formulated in an accessible language for all community members. This work plan enumerated identified problems, determined means of resolution and cooperation with partners that were to contribute to the resolution of every problem.

Creating partnerships and prevention activity

Security issues in the community cannot be solved without creating partnerships between the Police and members of the community. During the Talsi project, solving security problems concerning citizens was possible by using various partnerships which enabled the community to feel part of this process and aimed at consolidating mutual trust between Police and society. Police started participating in municipal meetings and developed common action plans with various community groups according to meeting results.

Problems of street lighting in "dangerous areas" or increased public security risks and others were solved in cooperation with the municipality. The problem of a dark tunnel, mentioned by the community as a security problem was settled in partnership with the municipality, the town's youth center and the Art School. Sufficient lighting was installed in the tunnel, walls were painted and the adjacent territory was developed.

Traditionally, in every Latvian municipality there is a **Public Order Committee**. The committee is created by local authorities with the mission to supervise public order in the managed territory and has the following basic tasks:

- analysis and evaluation of local situation regarding the security and public order;
- identification and elimination of crime causes;
- coordination of actions and procedures related to security and public order;
- developing, requesting and approving research and development proposals (projects);
- analysis of public security issues and crimes to identify reasons, solutions and actions necessary to solve problems identified;
- monitoring and evaluating the effectiveness of prevention activities;
- cooperation with other state, non-governmental or private institutions and organizations on security and public order issues.

These committees are a key instrument in local level crime prevention and have the right to adopt administrative decisions to be implemented throughout the community. These committees are convened regularly and offer police officers the opportunity to become active members or to attend meetings and discussions on important topics of common interest.

Traditionally, the municipality responded positively to most proposals to solve public security issues either by allocating funds, mobilizing institutions, or mobilizing the community to support initiatives to ensure security and public order.

Cooperation with health care and social welfare services was more effective on subjects of juvenile justice, domestic violence, trafficking in human beings and probation.

These actions confirmed that joint efforts and partnership building represent a more effective way to deal with community problems than police work, and that cooperation and rapprochement between different actors of the community is beneficial to everyone.

Other forms of cooperation with various state organizations, private organizations and non-governmental organizations also contributed to raising the security level. To this end, the Police initiated meetings with various target groups, a series of school meetings and meetings with neighborhood residents. Important support was provided by NGOs working with victims of domestic violence, human trafficking and sexual offenses. Close cooperation with medical institutions was also established. Family doctors became part of the system to prevent domestic violence and to address child protection issues. Police officers' visits to schools became frequent, and in some cases, service shifts also took place in schools.

Creating partnerships is an important part of crime prevention, which is more effective in creating a sense of security for citizens. Initiatives such as neighborhood watch, private initiatives for of citizens for securing dangerous places and landscaping became commonplace in communities piloted by the project as well as in several other localities. Police regularly participate in various cultural events like festivals and exhibits and use these opportunities to draw community attention to security issues, how to deal with them, policing, and how citizens are involved. At the same time, volunteering is widely used, and citizens are encouraged to dedicate personal time to solving community problems.

Reports and cooperation with the community

For effective communication with the public, there must be a permanent process of reporting progress in police work and community consultation on various issues of community interest. The population needs to know what has been done, what has not been done, and what reasons and what activities it will take for a possible involvement of the community in solving problems and maintaining the level of trust in the Police. This element, among others, is essential to meet the needs of the community and have a greater degree of cooperation among community members.

Training and formation as a key factor

To ensure the introduction into Police the policemen's skills for community interaction, a number of courses and forms of training for middle and senior staff were introduced regarding the methods of solving problems in community based policing, including changes introduced in Professional Education Standards, which, since 2015 were implemented in the State Police College and programs for senior police officers.

Thus, upon implementing the project, recommendations were developed for the study of the community policing concept and training program development in six compartments:

1. Ability to communicate with different target audience types.
2. Methods and tools to analyze problems and identify community solutions.
3. Methods to involve representatives of local institutions and community.
4. Planning, implementation and evaluation of prevention projects.
5. Planning and implementing police reporting activity for local public.
6. Community Policing Philosophy.

These approaches and ideas provide minimum conditions for issues related to community-based policing and problem-solving methods to be integrated into the Police training process.

Changing criteria to assess the police activity

Initially, criteria to assess Police activity were based on achieving performance indicators, referring to the relation between crimes registered and crimes solved. This system had several problems. Often to improve performance indicators and for a more positive assessment of their work, Police officers refused to record some offenses. At the same time, crime prevention initiatives, like the organization of information campaigns in schools and kindergartens, and day-to-day activities to ensure public security were not considered as very important by the senior management of the Police, so Police officers devoted less time to these methods of activity and focused on post-fact response actions.

On the other hand, citizens do not really care about these performance indicators, and they need to feel protected in their community and make sure the Police take all measures to prevent and combat crimes. Thus, a change of the situation in the field of public safety started up primarily with the change of the Police reporting and assessment system.

Changing criteria for Police assessment should be an incontestable part of the new community-based police system. In this respect, recommendations were developed within the project, which are based on the results of the Latvian Police and the Police in other countries with such experience. Thus, Police assessment criteria must include the following:

- Meetings of police officers with the population and cooperation partners (not only numbers, but issues discussed, mutual agreements reached etc.);
- Security problems solved in an interdisciplinary manner (for example, decreased number of pick-pocketing, less incidents with drunk people in concrete area);
- Areas developed or improved with the support and consultations with population and local municipality, which had been recognized as unsafe earlier. Using CPTED (Crime Prevention Environmental Design) methods in planning and follow-up;
- Positive comments and gratitude for the police work by the population and public organizations;
- Increase of the policing rating;
- Statistical data which show improvements in police work with the population;
- Information entered into databases and provided to other police units (link between gathered data by crime prevention/community policing officers and investigation or other duties performed by police service);
- Identification of the local police officer responsible for the territory by the population;

- Number of contacts, including e-mail addresses, Facebook profiles available for the police officer of the vicinity;
- Cooperation agreements with various partners.

Project results

The project implemented for 3-years in pilot areas had sufficient duration to achieve systemic and permanent changes in police activity, but was not enough to guarantee the implementation of these principles throughout the country. On the other hand, the project enabled us to have the first lessons learned and draw conclusions on the results. The pilot project demonstrated qualitative improvements in the following areas:

- decline in registered offenses (by 28.2%);
- decline in the number of robberies (by 26.8%);
- increase in the number of residents who know their district police officers (by 25%);
- increase in the number of residents who consider that police activity has improved (by 26%);
- increase in the number of inhabitants believing that Police successfully provide the services of order and security in the locality (by 11%);
- increase in the number of inhabitants who consider that Police is aware of problems concerning the citizens (by 13%);
- increase in the number of inhabitants believing that Police actively involves the population in solving security problems in the community (by 8%);
- improved night-time security (9%).

The project allowed identifying six main elements of the community policing concept that were extended for national level implementation:

1. Identify and define community needs at local level.
2. Consult community members.
3. Develop a local level Police Action Plan.
4. Tackle local security issues in partnership with the municipality, civil society, entrepreneurs, etc.
5. Develop crime prevention projects by using databases and statistical indicators that reflect the specific community profile and identified issues.
6. Report progress to the public.

Recommendations

The following recommendations may be identified from Latvia's experience in implementing community policing:

1. Police representatives must actively communicate with the population in the area of responsibility, identifying security issues faced by the community, insecure areas and those at high risk in the district services.
2. Results of surveys and community security assessments should be widely presented and discussed with the local populations, public authorities and representatives of various community institutions.
3. Police should take the initiative and come up with proposals to solve specific issues indicated by the public, it should explain what the Police can do, what the Police cannot do and what may only be done in cooperation with the community and other partners.
4. Problem solving actions to be undertaken by the Police, local public authorities, community institutions and organizations in the community itself or in partnership should be set out in a joint working plan that is available to all parties and known by the entire community.
5. The Police should regularly inform the community and community institutions about ongoing activities and their results.
6. It is very important to create a system that would provide regular meetings between representatives of different institutions on community security issues.
7. Training of police personnel should ensure the creation of skills needed for the implementation of the community policing (e.g. cooperation, communication, presentation, conflict resolution, etc.)
8. Proactive cooperation with the local press is an imperative, and information should not be limited to crimes already committed, but should be focused on preventive activities and provide recommendations to the public on avoiding similar situations.

V. Societal security concept in Belgium

Community Policing in Belgium was based on the idea that the entire society and every member of society must contribute to societal and community security. This idea assumes that each part of society shall develop its own initiatives in the area. As far as the Police is concerned, its role is to be the link between the administrative and judicial parties, as well as to fulfil the exclusive function of using coercive measures legally.

Along with the Police, it is expected that each party involved contributes to the security of the entire society as that of a common home, considering everyone's specific mission. Thus, thanks to the contribution of all stakeholders, guaranteeing social security becomes a reality. It is important for every individual to fulfill their role in the security chain, so that the Police function can fit this networking approach.

Evolution of reforms

Ever since the mid of 1990s, it was concluded in Belgium that traditional policing no longer works efficiently and does not fully provide security to society. At that time, the main activity was a reactive one, that is, responding to already committed offenses, only the symptoms of crimes being approached and no preventive actions were carried out. Policing was focused on law enforcement actions and had an isolated position in society. Community policing became the response to this situation.

In December 1998, Belgium adopted the Law on Integrated Police, which merged federal Police and local Police, and which legislated the community-based policing concept. By 2003, five basic pillars of community policing were outlined in Belgium:

- Orientation towards the needs and expectations of society;
- Focus on solving problems;
- Partnership based activity
- Responsibility;
- Empowerment.

Pillar I. External Orientation

External orientation of the Police (police institution) is a basic pillar of community activity. Police do not oppose society but are part of society and are integrated into society. It is this integration that enables the Police to react to what is happening in society in terms of security and quality of life, and even to anticipate security and public order issues. Thus, the first pillar comprises two directions of activity: integration into society or community and orientation towards the needs and expectations of police clients. The main idea of integration is that relations with the population should allow understanding of the nature of social problems long before they require action from Police.

The community-based approach is based, among other things, on the idea that the community is in a better position to know its needs in terms of security. This approach implies the assumption that there is a consensus among the population on the priority issues of safety and quality of life. However, this often does not happen and needs vary according to individual variables (gender, age, ethnic origin, level of education, etc.) and environmental characteristics (geographical position, urbanization level, etc.). The first conclusion of this finding is that the Police must differentiate the offer of services provided and adapt it to different target groups.

Considering the needs expressed, the community has some expectations for solving the expressed problems. The community expects quality services, addressing the problem professionally, paying particular attention to this issue and providing information on how the issue will be addressed.

People's needs and expectations can be collected in three ways: through information provided by citizens, through key individuals or privileged witnesses, or through studies, analyzes, or statistics. The most complete picture of the situation is usually achieved when all three such instruments are shared.

Pillar II. Focus on problem solving

This pillar relates to identifying and analyzing potential causes of crime and community conflicts. Police fail to respond to problems only after they took place or were reported, but they try to identify problems in time and anticipate them due to the continuous observation and analysis of the situation.

This implies that the Police must (1) determine and analyze developments in terms of magnitude, severity, type (form) of insecurity in a given area, (2) to address both the circumstances causing or contributing to crime and insecurity, and various types of insecurity at an early stage and in a structured manner.

It is very important for Police to study persistent and recurring issues. The so-called "hotspots" approach, the fight against repeated offenses and actions against known recidivists is a safe way to solve immediate problems. SARA (scan/analysis/response/assessment) is the most common methodology.

Pillar III. Partnership based activity

The partnership offers Police the assurance that it is not solely responsible for security and quality of life. Security and quality of life are everyone's problem, being issues of common interest and shared responsibility.

To boost cooperation with the population, Belgian Police use the notion of joint ownership. It is based on three mutually complementary elements:

- Assigning a well-defined territory or specific target group to a police officer, which offers a feeling of ownership over the target group, neighborhood, including their problems;

- A personalized relationship between the police officer and the neighborhood residents or members of the target group confers the police officer the feeling of personal responsibility;
- Common involvement in solving common problems. An important conclusion of this reasoning is that cooperation in local issues must always take place at the lowest possible level of the organization, which requires decentralization of competences and responsibilities.

Since the Police cannot watch over security and quality of life on its own, networks involving other security partners were set up. Security concerns become a chain where each of the members of society is a link in the integrated approach. As part of implementing the Integrated Security Policy, the Police is just an actor making a specific contribution, under the control of responsible political authorities, to the common and integrated approach to security issues. Other actors of the integrated security policy are the community, society, organizations and institutions, public authorities, the mass-media.

Pillar IV. Responsibility

Responsibility imposes the development of mechanisms to enable the Police to give explanations on how it responds to needs of the communities they serve. In a community policing model the principle of partnership automatically implies that Police is obliged to report on its work and its results. In addition, the presentation of the balance sheets is an inherent component of the Police in a democracy prescribing that the Police adopt a transparent position in law enforcement activity. This also implies responsibility for decision-making on policing and responsibility for police actions or enforcement.

Pillar V. Empowerment

Empowerment implies that police officers, with the help of partners and the population, give critical thought to their own tasks and the way they are done. In other words, the police officer must become a “smart cop”. His professionalism is based not only on in-depth specialization, but rather on vast and advanced knowledge of the communities in which they live or work.

Recommendations

Belgian Police experience offers six key tips for excellent policing:

1. Know who you are working for.
2. Ask what is expected from you.
3. Think about your approach.
4. Act.
5. Check whether your actions are satisfactory.
6. Do better, if necessary.

VI. New activity methods for Police in Ukraine

Police in Ukraine have a relatively short experience of implementing the community policing concept. In 2015, Ukraine's Verkhovna Rada adopted the Law "On National Police" in which, for the first time at the national level, the task of creating partnerships between Police and the community was established enabling the interaction and development of joint programs and activities.

Experience gained in the first year of community policing showed that no matter how ambitious the objectives and desire for a new form of activity, it is unfortunately very difficult to simultaneously change the Police, population and Public administration mentality and operational manner simultaneously. This change is even more difficult if police representatives see no need in giving citizens opportunities to influence their work. This does not only refer to the difficulties in implementing necessary changes in the organizational structure, but also to a change in policing philosophy in general.

To implement "community policing" principles in Ukraine, the method of starting with pilot regions and support for individual initiatives of cooperation and interaction was chosen. The identification of the pilot regions was carried out with support of the local public authorities and the local population, who expressed their interest in building local level partnerships.

To implement CBP initiatives in the pilot regions, the following issues were considered in each case:

- The crime situation in the region;
- The perception of the level of public trust in the Police;
- The attitude of the society regarding the possible forms and methods of cooperation with the Police;
- The local community's needs and requirements in the field of security;
- Degree of support for community policing by the local public administration and local autonomy;
- Social map of the territory.

The following actions were undertaken to test community policing in pilot regions:

1. Collecting quantitative and qualitative data based on which social, economic and political conditions were analyzed in pilot regions and indicators were set that would allow for the ex-ante and ex-post evaluation of CBP initiatives;
2. Participation of all stakeholders in discussing strategies, objectives and action plans at the first stages of community policing to ensure that the concrete situation and the local context are taken into account;

3. Creation of initiative groups to implement community policing initiatives with involvement of all stakeholders;
4. Organizing information campaigns to raise awareness of the local population on the objectives of the community policing implementation, the necessity, the opportunity and the way of involving the population.
5. Presenting and communicating initiatives of community policing for various target groups (local government, Police, civil society), taking into account the specificities of each region. Promoting examples of good practices to increase the level of knowledge, approval and support from citizens.
6. Including the purpose, objectives and activities related to the community police activity in the internal regulations of the Police.
7. Signing Memoranda of Cooperation between stakeholders (Police, local public administration, civil society organizations).

Identifying citizens' opinion and determining priorities

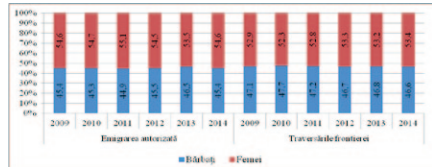
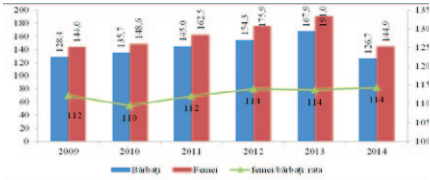
The need for in-depth public opinion research was determined by the fact that citizens' understanding of the Police activity is largely insufficient, confused or incorrect. This causes a high level of population dissatisfaction with the Police, a low level of trust in the Police, low efficiency of its work and a wide range of other negative effects.

The first step in addressing these issues is in-depth public opinion research on security issues and overall safety levels in a given area. Research involves identifying specific areas which are, in the population's opinion, dangerous, evaluating the effectiveness of community policing in different fields and the attitude of the population towards local Police, identifying possible forms of cooperation between the population and the Police and priority directions of police activity, etc.

To evaluate the opinion of the population, several research methods are used, such as public opinion surveys, questionnaire distribution, interviews, organization of debates or meetings with the public, etc. All this information is to be analyzed in detail and the conclusions are to be taken into account in determining further actions of the Police and partners.

Example 1: Sociological research.

For 2 months (April–May 2016), a population survey was conducted in the towns of Bar (Vinnytsia region) and Vinnytsia, targeting specific respondent groups: representatives of leading regional and city authorities, teachers, representatives of tenant associations and district inspectors.



Ukrainian Police in dialogue with society

During the survey, it was found that all respondents want the city to become safer, and the Police have to work for and with the society. Respondents believe that the activity of the Police does not correspond to the needs of the population and can be characterized as “passive”. Suggestions offered in interviews with different participating groups indicated the need to optimize local police activity and increase the general safety level in the city.

The results of the research were presented to the local public authorities and the Police in order to be discussed, analyzed and to identify the necessary actions. One example of fast-track action was the creation of an animal shelter in one of the abandoned buildings outside the city. This decision was made considering the fact that 28% of Bar residents pointed to homeless dogs as a source of major danger to the community.

Example 2: Organizing debates or meetings as a method of identifying public opinion.

At a joint meeting between police representatives and local authorities, the population of the town of Bar (Vinnytsia region) mentioned that population is insufficiently informed on public security and when a person becomes a witness of a crime s/he does not know what to do. To respond to this, it was decided to install information panels as one of the simplest ways to inform residents of a small town. Local authorities, in cooperation with the Police, installed two information panels, one in the town park and one in the local council, which displayed the contact numbers of the Police inspectors and chiefs, the local public administration, all the municipal intervention services from the city and “hot lines”. These information points in public places were highly appreciated by the population, especially elderly people, people with reduced mobility, as well as those who do not use the internet or local press.

Example 3: Using questionnaires.

The assessment of security issues perception in the town of Sambir (Lviv region) was carried out using questionnaires distributed by volunteers at the request of

local Police. In these questionnaires, city residents were asked to indicate what they wanted to be improved in public security. Survey results were unexpected for the Police and public administration, since it was found that for the citizens' safety, street lighting, pedestrian crossings lanes, video surveillance and solving the issue of alcohol use in public places were more important than detecting crimes. These results made it possible to identify specific security problems of the locality and determine adapted measures and strategies to solve these problems with the involvement of all institutions in the locality having the most diverse areas of responsibility.

Police staff training

In the CBP initiation period, most training was conducted by external consultants and experts. The training program included the following topics:

1. Studying the concept of "community policing" and familiarizing with the international experiences of its enforcement;
2. Studying methods and techniques to identify the needs of the population and using such data in planning police activity.
3. Creating and implementing priority programs in addressing public security issues.
4. Interaction between territorial police bodies and representatives of local public administration, distribution of competences and the role of local administration in ensuring public order and security;
5. Preventive activity;
6. Interaction and communication between the Police and the public.
7. Development of joint initiatives to ensure public order and security in the community.

A very useful and effective element of the training programs are the study visits abroad to get acquainted with best practices and results of the community policing.

VII. Conclusions

1. The community policing is a major strategic pillar of policing practices in many countries. With its focus on establishing a police-public partnership, where the entire police organization, all governmental agencies and the communities are actively cooperating in problem-solving, the community policing represents a significant change in policing practices.
2. While the ways of implementing community policing may differ in different countries in accordance with local conditions, the basic principles and characteristics of community policing should always be respected. These principles are:
 - a. active participation of all the different segments of the communities and other government agencies in the problem-solving process;
 - b. commitment to crime-prevention and proactive problem solving in order to address the underlying conditions of problems for long-term solutions;
 - c. accessibility and transparency of the entire police agency for all segments of the community (including minority and vulnerable groups), and responsiveness to their needs, concerns and demands.
3. A key requirement for the sustainable success of this police-public partnerships approach would be the strong commitment of all stakeholders involved (politicians, Police, other governmental agencies and the public) to actively support this approach and accept their share of responsibility.
4. Key strategies to overcome potential challenges in the implementation process and in sustainable progress would be sound organizational changes in the Police in the general course of democratic police reforms, intensive training of community policing skills for the entire police agency and other governmental agencies concerned, and the empowerment of the communities to actively and effectively contribute to the new police-public partnerships.
5. Community-based policing refers to the entire police institution, while the CBP philosophy, strategies and practices must be adopted by each subdivision of the Police and not only by certain separate subdivisions. The philosophy and principles of the CBP are recommended to be implemented along with additional training for police personnel, local government and community members by carrying out appropriate steps for restructuring needs of the CBP.
6. The Police must always be in the process of communicating with the community, provide reports regarding the results, difficulties in its work and to share its plans for the future. Also, it is necessary to know the degree of satisfaction with the work of Police. Police must consult the public opinion regarding its community security concerns and take account them in its work and plans to solve the real community problems.



Institutul de
Politici Publice



16/1, Puskin St.
Chisinau, MD 2012
Republic of Moldova