Good Practices in Building
Police-Public Partnerships

OSCE Organization for Security and
Co-operation in Europe

Good Practices in Building

Police–Public Partnerships

SPMU Publication Series Vol.4, 2nd edition

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LIST OF ACRONYMS

BWV	body worn video
CCTV	closed circuit television
CoP	community-oriented policing
CPA(s)	community police assistant(s)
CPD	continuous professional development
DAC	Development Assistance Committee (of the OECD)
ECHR	European Convention on Human Rights
EFQM	European Foundation for Quality Management
FBI	Federal Bureau of Investigation (of the USA)
ICCPR	International Covenant on Civil and Political Rights
IOM	International Organization for Migration
LGBTQIA+	lesbian, gay, bisexual, transsexual/transgender, queer, intersexual and asexual
NGO	non-governmental organization
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the UN High Commissioner on Human Rights
OSCE	Organization for Security and Co-operation in Europe
PoP	problem-oriented policing
PSD	Public Security Directorate (of Jordan)
PSNI	Police Service of Northern Ireland
SARA	scanning, analysis, response, and assessment
SCP	sectoral community policing
SMART	specific, measurable, attainable, relevant, trackable
SRAD	Syrian Refugees Affairs Directorate
SWOT	strengths, weaknesses, opportunities and threats
TNTD/SPMU	Transnational Threats Department/Strategic Police Matters Unit (of the OSCE)
TQM	Total Quality Management (model of the Common Assessment Framework)
SRAD	Syrian Refugees Affairs Directorate
UNHCR	United Nations High Commissioner for Refugees
UDHR	Universal Declaration of Human Rights
UNODC	United Nations Office on Drugs and Crimes
WHO	World Health Organization

GLOSSARY / CLARIFICATION OF TERMS

For the purpose of achieving a better common understanding by the readers and users of this guidebook and to facilitate its translation, there are several central terms which are clarified as follows:

- **Accountability:** Police accountability means that police activity – ranging from the behaviour of individual police officers to the strategies for police operations, appointment procedures and budget management – is open to observation by a variety of oversight institutions. Accountability involves a system of internal and external checks and balances aimed at ensuring that police perform the functions expected of them to a high standard and are held responsible for their actions. It aims to prevent police from misusing their powers, to prevent political authorities from misusing their control over the police, and most importantly, to enhance public confidence and (re-)establish police legitimacy.[1]

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

- **Community-oriented policing (CoP):** A strategy for encouraging the public to act as partners with the police in preventing and managing crime as well as other aspects of security and order based on the needs of the community.[2]

- **Democratic policing (objectives):** maintain public tranquility, law and order; protect and respect the individual's fundamental rights and freedoms; prevent and combat crime; and provide assistance and services to the public. Police officers will enhance the legitimacy of the State if they demonstrate in their daily work that they are responsive to public needs and expectations, and use the authority of the State in the people's interest.[3]

- **Intelligence-led policing:** This refers to a management framework for criminal intelligence and planned operational police work in which intelligence is the basis for defining priorities and strategic and operational objectives in the prevention and suppression of crime and other security threats. Intelligence-led policing also includes making appropriate decisions on operational police work and actions, including by ensuring the rational engagement of available human resources and allocation of material and technical resources.

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

- **Police–public partnerships:** A synonym for "community policing" that is used to facilitate the translation and interpretation of the expression community policing into different languages. In this Guidebook, the two expressions are used interchangeably.

- **Problem-oriented policing (PoP):** In PoP, the identification and analysis of "a problem" is the basic focus of police work, rather than a crime, a case, a call, or an incident. The PoP model places emphasis on the problems behind crime or safety concerns. The police are to proactively build prevention strategies to try to solve problems, rather than just react to their harmful consequences.

- **Public:** A body of people and institutions. The public comprises the governmental and administrative sector, the private sector, and individuals living within family and community settings.

- **Young people/youth:** Persons between the ages of 18 and 29

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1   See UN Office on Drugs and Crime (UNODC). *Handbook on police accountability, oversight and integrity. Criminal Justice Handbook Series.* (New York, 2011)

2   https://police.un.org/sites/default/files/manual-community-oriented-poliicing.pdf

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

ACKNOWLEDGEMENTS

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PREFACE

This second version of the *Good Practices in Building Police–Public Partnerships* guidebook is an outcome of joint work and collaboration between the OSCE's Transnational Threats Department/Strategic Police Matters Unit (TNTD/SPMU) and the Crime Prevention and Criminal Justice Section of United Nations Office on Drugs and Crime (UNODC). The aim of this updated guidebook is to contribute to the previous work and supplement the first publication from 2008 by drawing together common basic principles, concepts and characteristics of the community-oriented policing (CoP) philosophy. Since the principles of community policing represent an essential part of the principle of democratic policing, this guidebook builds on the OSCE *Guidebook on Democratic Policing*, and further illustrates the aspects of community policing touched on in the *Guidebook on Democratic Policing*.

This task is challenging due to the variety and vagueness of definitions of CoP and the lack of a common understanding of the key characteristics of CoP among proponents of this policing concept. This has resulted in inconsistent programmatic implementation approaches in the OSCE participating States (pS) and United Nations Member States. This has further led in some cases to confusion and frustration among the police, other government agencies involved in police reform processes, and the general public, especially when different (external) donors and implementation agencies follow approaches that are incompatible or have conflicting goals. Moreover, the application of inconsistent programmatic approaches further leads to difficulties when at-tempting to make comparisons or to identify best practices from lessons learned.
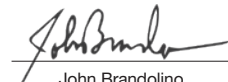
Acknowledging the regional diversities and the multi-ethnic character of most of the OSCE pS and UN Member States, this guidebook is flexible enough to be applied under a variety of national, regional, political and cultural conditions, providing policy-makers and police practitioners with a framework for good practices and operational measures for implementing CoP in country-specific contexts.

Following an introductory chapter, Chapter 2 gives an overview of overall strategic changes and leadership practices required to implement CoP. Chapter 3 focuses on evidence-based policing, the process by which police organizations gather information and use it to solve problems, prevent and detect crime, and respond to community needs. Chapter 4 describes the important building blocks of procedural justice that are related to CoP. Chapter 5 emphasizes the importance of effective communication with all sectors and community members. It provides guidance on how to communicate more effectively, including consideration of communication types, methods of communication, and partners who can support more effective communication. Chapter 6 focuses on methods of engaging diverse communities and highlights the challenges that many police organizations currently face. The chapter emphasizes the importance of understanding the various cultures that exist within diverse communities, and how to respond to and support those cultures in a meaningful, compassionate and considered way.

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INTRODUCTION

Community-oriented policing (hereinafter CoP) has emerged as a major strategic complement to traditional policing practices. The traditional style of policing prioritizes a law enforcement approach in which the efficiency of rapid response is seen as the key means for addressing crime. Traditional policing is facilitated by bureaucratization of the police (e.g., centralization and an emphasis on division of work). This approach has, however, proven insufficient for tackling the emerging crime and safety concerns in contemporary societies. It has increasingly become accepted among police practitioners, academics and policymakers that a shift in the philosophy of police work is needed, from an exclusive law enforcement approach to one that also focuses on prevention, partnerships and problem solving.

It has been recognized that the police do not, on their own, have the resources to deal with the underlying causes for social decay and crime. They thus need the support of other state agencies and, in particular, that of civil society. On one hand, public support is needed to receive the information needed for preventing and solving crime. On the other hand, through social control, the public has an opportunity to contribute directly to improving the social environment. The police can serve as a catalyst for empowering people to take a proactive role in contributing to the overall quality of life in their community. In exchange for their support, law-abiding individuals deserve the opportunity to give their input into the policing process. In turn, the police must be prepared to listen and act in accordance with their demands and concerns. This police–public partnership approach, however, can only be achieved if confidence and trust has been established on both sides.

CoP focuses on the stronger involvement of other government agencies and the public in the work of the police in order to anticipate, prevent and fight crime more effectively and efficiently, to protect individuals and communities, and to improve the relationship between the police and communities.

While the ways of implementing CoP may differ across contexts in accordance with local conditions, the basic principles and characteristics remain the same:

- The accessibility, accountability and transparency of the entire police agency to all segments of the community (including minority and vulnerable groups), and responsiveness to their needs, concerns and demands;

- The commitment to crime prevention and proactive problem solving in order to address the underlying conditions of problems for long-term solutions[4];

- The active participation of all the different segments of communities and other government agencies in the problem-solving process on the basis of equality and non-discrimination.

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4   See for example the crime prevention-related commitments with references to community-oriented policing as included in the *Kyoto Declaration on Advancing Crime Prevention, Criminal Justice and the Rule of Law: Towards the Achievement of the 2030 Agenda for Sustainable Development*, adopted at the UN 14th Congress on Crime Prevention and Criminal Justice in 2021.

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

The police should therefore:

- Act with integrity, ethics and professionalism;
- Be visible and accessible to the public;
- Know, and be known by, the public;
- Respond to the needs of communities;
- Listen to the concerns of communities;
- Engage and mobilize communities;
- Be accountable for their activities and the outcome of these activities.

When an entire police organization, all government agencies and the communities they serve actively co-operate in problem solving, and when every police officer and staff member considers themselves a community police officer, CoP represents a change in practice. It does not represent a change in the general objectives of policing. These objectives continue to be maintaining public tranquillity, law and order; protecting the fundamental rights and freedoms of individuals – particularly their life; preventing and detecting crime; and providing assistance and services to the public to reduce fear, physical and social disorder, and neighbourhood decay. Police–public partnerships provide a strategy for achieving these objectives more effectively and efficiently by harnessing and increasing strengths within the community.

Arriving at a common understanding of CoP is a challenging task; there are almost as many definitions of the concept as there are articles and books published on the subject. In addition, in some regions, even the term "community policing" is disputed. Moreover, translations of the expression into local languages differ considerably. Questions regarding the extent of community involvement and the need for introducing new police tasks, organizational structures and management styles – in effect introducing a new police culture – have also been answered in various ways, due to a lack of conceptual and programmatic clarity among the different proponents of CoP.

This has resulted in a plethora of police–public partnership programmes that all claim to reflect the concept of CoP, but often have little in common or take piecemeal approaches. As a consequence, the success of different programmes varies significantly or is scattered. This has resulted in frustration amongst the police and other government agencies involved in implementing CoP. "Recipients" of CoP also experience confusion and frustration when different external donors and implementation agencies follow incompatible strategies or, even worse, pursue conflicting goals.

This guidebook builds on common CoP concepts and international good practices to create a structure and guidance that police organizations and leaders can follow easily. The guidebook also provides perspectives on the strategic stance required to implement CoP and recommendations for leaders regarding each of the key pillars of CoP. The goal is to enable leaders and their teams to implement more effective policing through a collaborative, partnership-based approach.

Target audiences for this guidebook

This guidebook is designed to help police organizations and their partners better understand the foundations of CoP, as well as effectively implement CoP strategies. CoP is a multi-stakeholder, partnership-led approach that requires input and collaboration from a range of actors.

While the overall context of the guidebook may not apply to all of the following groups, there are specific chapters and themes that apply to their specific roles in supporting the goal and implementation of CoP.

- **Police leaders** are the primary audience for this resource. The guidebook broadly covers the strategic changes required for implementing CoP, as well as its operational delivery. Police leaders may also find it useful to consult specific chapters, depending on their existing knowledge, area of responsibility and personal development, as well as the level of CoP professionalization in their organization.
- **Operational police officers and staff** using this guidebook will be able to strengthen their overall understanding of the constituent parts of CoP, as well as gain specialized knowledge in their particular area of responsibility. The guidebook can also be used as a resource for continuous professional development (CPD), plans for advancement, or a move to specialist posts.
- **Police partners** (e.g., NGOs, government agencies, charities, the business community) using this guidebook may gain new perspectives on their responsibilities and roles in the effective implementation and operational delivery of CoP (e.g., working in partnership with the police, or acting as advocates to support community participation and trust/confidence building). Partners may also find the contents useful for raising awareness of CoP in their communities and setting clear expectations in terms of standards and service provision.
- **Political leaders** can use the guidebook to strengthen their understanding of how and why they should support the police and partners in the implementation of CoP (e.g., financially, politically, or through long-term strategic investment).
- **Justice departments** can draw lessons from the guidebook on how to support the police with financial and legislative requirements and long-term strategic investment, in addition to their specific partnership role in the effective administration of procedural justice.
- **Police oversight bodies** can use this guidebook to inform themselves about the governance, accountability, ethical and professional practices required of police officers, and how to support them while also holding them to account.
- **Media and public relations personnel** will find information on their role in supporting the police in the prevention and detection of crime, including through CoP initiatives, as well as how they can facilitate transparency and public accountability for police actions.
- **International interlocutors** responsible for supporting police development can use this guidebook to raise awareness for long-term strategic investment in the police and other partnerships.

How to use the guidebook

This guidebook is designed as a reference tool for police practitioners and others. It is not meant to be read from cover to cover; instead the chapters offer detailed guidance on specific topics that readers may refer to as the need arises.

For example, those who are new to the concept and practice of CoP may choose to begin by reading Chapters 1 and 2, which provide an overview of the strategic and operational foundations for the CoP approach. Those who are looking for concrete guidance on how to better engage with communities and other partners may specifically refer to Chapter 5 on effective communication. Each chapter includes a list of key takeaways, reflection questions for further learning, as well as a review of how to apply the guidance provided.

The topics featured in this guidebook are the following:

CHAPTER 1: Navigating the transition to community-oriented policing

This chapter is necessary for understanding the overall strategic changes and leadership practices required to implement CoP. It gives guidance to police leaders on decision-making processes/responsibilities, as well as ways to manage and communicate needed changes both internally and externally. The chapter also includes an overview of what should be included in a CoP implementation strategy.

CHAPTER 2: Implementing community-oriented policing on the front line

Operationalizing CoP requires careful planning and co-ordination, as well as the development of CoP policing plans, steps that are described in this chapter. It provides information on how CoP can be structured, what resources and partnerships are needed, as well as strategies for collaboration and engagement to build strong police–community relationships.

CHAPTER 3: Evidence-based policing

The process by which police organizations gather information and use it to solve problems, prevent and detect crime, and respond to community needs is discussed in this chapter. It explains why gathering information is necessary for public safety and service delivery. It also examines the types of information police organizations can use to improve service delivery and protect individuals and communities from harm. This chapter highlights the benefits of sharing resources and knowledge for the good of the community.

CHAPTER 4: Procedural justice

The police are required by law to prevent, detect and investigate crimes. This chapter describes the various building blocks of procedural justice that relate to CoP. It also includes guidelines for police leaders on training and preparation, decision-making, investigative standards, and working in partnership with other justice agencies. Members of other justice agencies will find this chapter a useful resource for understanding the critical importance of their role in supporting CoP.

CHAPTER 5: Effective communication

This chapter emphasizes the importance of communication with all community sectors and members. It provides guidance on how to communicate more effectively, including considerations of types of communication, methods of communication, and partners who can support more effective communication. Police leaders and practitioners may find this information useful for understanding what they need to communicate, why they should communicate, and how and when they should communicate. The chapter also describes the role of media and partner agencies, and how communication can support the prevention, detection and investigation of crime.

CHAPTER 6: Engaging diverse communities

Responding to the increasing diversification of communities, this chapter highlights the challenges that many police organizations currently face. The chapter emphasizes the importance of understanding the various cultures that exist within diverse communities, and how to respond to and support those cultures in a meaningful, compassionate and considered way. Police leaders and practitioners may use this guidance to reflect on their style of policing and professional approach.

CHAPTER 1: NAVIGATING THE TRANSITION TO COMMUNITY-ORIENTED POLICING

As defined by United Nations Peace Operations,

community-oriented policing (CoP) is a strategy for encouraging the public to act as partners with the police in preventing and managing crime, as well as in other aspects of security and order according to the needs of the community.[5]

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5   See: https://police.un.org/sites/default/files/manual-community-oriented-poliicing.pdf [accessed 1 May 2022].

CoP is based on the premise that increased community participation leads to enhanced safety and social order and a reduction in community--related crime. CoP is achieved by integrating police into the community and strengthening their legitimacy through policing by consent and improved services to the public. This represents a shift from traditional policing approaches, which primarily focus on law enforcement and rapid response as a means for addressing crime.

> **Integrating a CoP approach often means shifting mindsets towards policing as a "police service" instead of a "police force". In other words, it involves thinking of policing as exercising "power in collaboration with" communities, as opposed to policing as exercising "power over" communities.**

Since CoP may imply significant changes to traditional police cultures and tasks, transitioning to CoP can be a major undertaking for a police organization. In addition to adjusting elements such as organizational structure, culture and ways of working, police organizations may also encounter resistance to these changes and ignorance about the new philosophy across all ranks of the police. As such, the shift to a more proactive, collaborative and community-based approach requires thoughtful and intentional leadership from police senior management, as well as clear processes for strategic planning and implementation.

This chapter provides an overview of the principles and characteristics of CoP, as well as the strategic shifts and organizational changes required to implement it. The chapter offers recommendations for leaders on how to navigate this transition, and guidance on creating an implementation strategy. An implementation strategy sets out how the transition will be managed, and ensures alignment with organizational vision, mission and values. There are also two dedicated sections for police leaders – on practices of effective leadership and strategic planning/decision-making tools – which may be particularly useful for individuals who are new to these subjects.

The principles and characteristics of CoP

CoP focuses on stronger involvement of other government agencies and the population in the work of the police. The goal is to fight crime more effectively and efficiently, and to improve the relationship between the police and the community. Strengthening these relationships and promoting a more collaborative policing approach requires investment and action that are grounded in the following principles:

- **Being visible and accessible to the public:** This involves police officers being easily approachable by community members through a visible and non-threatening presence within the neighbourhood. Daily personal contacts can help to familiarize communities with "their" community police officers.

- **Knowing, and being known, by the public:** Police officers should be aware of the social fabric of their communities. They should, in co-operation with other administrative agencies, develop "social maps" of the neighbourhoods to which they are assigned that list, for example, vulnerable residents and groups, troublemakers and criminals, crime generators and hot spots, community leaders, types of businesses in the area, and social facilities.

- **Responding to the community's needs:** Responsiveness is an essential principle of democratic policing. It means that the police respond to the (immediate) needs and concerns of all members of the public and strive to deliver their services promptly and in an

even-handed and unbiased manner, showing empathy to those in need and respect for human rights.[6] Their services should be tailored not only to the norms and values of the community, but also to individual needs.[7]

- **Listening to the community's concerns and engaging with the community:** An introverted police organization that unilaterally decides what the public needs will not be successful.[8] Consulting, engaging and mobilizing the community in identifying problems, analysing the underlying causes of those problems, setting priorities for action and implementing those actions are essential aspects of CoP's proactive problem-solving approach. Through consultation, the police demonstrate that the community's concerns and input are valued. In exchange, the community is incentivized to provide information, resources and moral support for police activities.[9] In practice, the community should be an active partner with the police.

- **Being accountable for activities and the outcome of those activities:** Accountability and transparency, which are also central principles of democratic policing, demand that the police be open to having their activity observed – including the behaviour of individual police officers, strategies for police operations, appointment procedures and budget management – by a variety of oversight institutions. The police also need to voluntarily provide the public with both information and reassurance. They must be accountable to the law, and accountable and transparent

to the public.[10] If the police are transparent regarding their operations, communities may be much more likely to be supportive when issues or challenges arise (such as in cases of officer misconduct, budget issues, etc.).[11]

CoP activities and engagement can help police organizations build trust and develop partnerships with the public that are characterized by mutual responsiveness and an equal footing for both partners.[12]

This can include specific actions, including[13]:

- Building a neighbourhood profile of community partners, community initiatives, community projects, vulnerable persons and ethnic minorities, as well as other marginalized groups;

- Providing a visible engaging presence in the community;

- Conducting regular, high-visibility foot patrols in the area;

- Conducting a regular review of crime trends in the area, and deploying prevention and diversion strategies;

- Engaging with government, volunteer and community groups in the area, including ethnic minorities and other marginalized groups;

- Working with community partners to resolve problems;

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6   United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 10f; High Commissioner on National Minorities (HCNM), *Recommendations on Policing in Multi-Ethnic Societies* (The Hague, 2006), 7, 24; Organization for Security and Co-operation in Europe, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General* (Vienna, 2006), 13–31.

7   Myhill, Andy, *Engagement in Policing: Lessons from the Literature* (London: UK Home Office, 2005), 10.

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

9   United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 3.

10 Harris, *The Role of Capacity-Building in Police Reform,* 24; HCNM, *Recommendations on Policing in Multi-Ethnic Societies*, 22–25; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*, 33–35; and Office for Democratic Institutions and Human Rights (ODIHR), *Concept of Community Policing: Consent, Accountability, Partnerships, Customer Focus, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing* (Vienna, June 2007), 4.

11 For more on accountability and transparency, see OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*, 33–35.

12 Goldenberg, Paul G., *Law Enforcement Officers Training Programme for Combating Hate Crimes and Community Policing* (meeting presentation) (Vienna, June 2007), 2.

13 See also: IOM, *Community Policing Without Borders: Practical Guidelines on Community Policing* (2022), 7–9.

- Maintaining law and order through enforcement strategies;
- Promoting and working towards establishing neighbourhood watch, community alert, text alert, business watch, night-time economy, police open days, etc.

Strong community partnerships can be further reinforced if the staff within a police organization reflects the diversity of the communities they serve (see International Organization for Migration's [IOM] 2022, *Practical Guidelines: Human Resources and Diversity within the Police*[14] for additional guidance on increasing diversity and representativeness).

Managing change

> **In order for CoP to be effective, it requires a complete reorganisation and reorientation of the police, changing mindsets, what it means to be a police officer, how they are organized, how they are rewarded, how they are deployed, the police's view on their tasks, etc."[15]**

Successful implementation of CoP requires a mindset change from both the government and the policing service. Without the political and financial backing of the government, the implementation of CoP is unlikely to succeed. In some instances, CoP will require a complete shift in thinking and behaviour – moving from a police force in a position of authority that exercises "power over" communities to a policing service that exercises "power in collaboration with" communities (see Box 1 below on how this applies to use of force). If this transition is embedded in an organization from top to bottom, CoP can become the default way of thinking, being and policing. Improving and enhancing personal and community safety for all communities requires wholehearted commitment from the police service and the resolve of its police leadership.

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14 International Organization for Migration (IOM), *Community Policing Without Borders: Practical Guidelines on Human Resources and Diversity within the Police* (2022).

15 Dehbi, Chadia, *Community-Oriented Policing in the European Union Today: Toolbox Series No 14* (Brussels: European Crime Prevention Network, 2019), 64.

BOX 1 - Power and the use of force

The appropriate use of power is one of the most important competencies required of a police officer.

The default position should be "power with" as opposed to "power over". "Power with" is the capacity to accomplish goals/tasks through collaboration without needing to exercise "power over" people by coercion or control. The objective is to police with the consent, support and collaboration of communities.

The police must only use force when it is necessary – as a last resort – to preserve life and property and protect individuals and communities. Any force used must be in accordance with the principles of proportionality, legality, accountability, necessity and non-discrimination. (For additional information, see UN General Assembly's 1979 Resolution 34/169 "Code of Conduct for Law Enforcement Officials,"[16] and UN Office on Drugs and Crime [UNODC] and Office of the UN High Commissioner on Human Rights' [OHCHR] 2017 *Resource book on the use of force and firearms in law enforcement*[17]). The policy around the use of force and the deployment of body worn video cameras (see Chapter 6) must be clear, unambiguous and communicated to all police officers.

Organizational change requires effective people management as well as clarity about changes in systems, processes and structures. The change in ethos and orientation must be communicated not only throughout the organization, but also to the communities involved. This requires internal and external communication strategies for all staff, external agencies and community groups. This includes making full use of social media. It is important that staff are rewarded for embracing CoP, and that successes in communities are also recognized and rewarded. Change will be most effective if the way of doing things is addressed, including the hopes, needs and perceptions between communities and the police. To support these efforts, internal stakeholder consultation and collaboration is as important as external stakeholder consultation. Feedback loops and focus groups can help to embed and facilitate change.

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16 UN General Assembly, "Code of Conduct for Law Enforcement Officials", 17 December 1979 (A/RES/34/169), Article 3.

17 UN Office on Drugs and Crime (UNODC) and Office of the UN High Commissioner on Human Rights (OHCHR), *Resource book on the use of force and firearms in law enforcement* (New York, 2017).

All staff must be trained and evaluated in the new structures, systems and responsibilities. Implicit in this may be stopping some existing practices that are counter to CoP principles. Expectations regarding changes in policing practice must be set out clearly and openly. Any amendments to policies and procedures must be communicated in a timely manner. **Figure 1** illustrates some of the changes needed across all aspects of policing.

TRADITIONAL POLICING		COMMUNITY-ORIENTED POLICING
• Reactive law enforcement • Task execution	**VISION AND MISSION**	• Collaborative community engagement • Service experience • Threat identification and risk mitigation
• Closed, protective, defensive	**CORE VALUES AND CULTURE**	• Open, upfront, truthful, engaging, accountable, public service
• Section/team silos • Intermittent planning • Poor communication • Supervisors not acting as leaders	**EXPERTISE AND KNOWLEDGE**	• Multi-functional and integrated teams • Planning, implementation, and review • Coaching, mentoring and leading teams • Communication across the organization, divisions, districts and teams
• Poor systems • No idea development • Fear of taking risk/ trying new things • Change driven from the top	**INNOVATION AND INSPIRATION**	• Solution-focused policing • Governance embedded into process design • Willingness to try new things, develop new policing practices • Change is organic and effective

Figure 1: Examples of the changes needed to implement CoP

Organizational culture

Organizational culture is reflected in how an organization carries out its business (such as what is acceptable or not acceptable, behaviours and actions that are encouraged or discouraged, etc.). Culture can be a national culture or specific to the organization, or a combination of the two.

This is important to remember when it comes to changing culture, particularly when the changes are as fundamental as shifting from a culture of "power over" to "power with", or a culture of secrecy to one of openness and transparency.

Organizational culture should be reflected in a police organization's vision, mission and value statements. Ethical values are important in shaping culture. However, the culture in use is very often at variance with the "espoused culture". This is where leadership is important. People may act inconsistently, unaware of contradictions between their espoused theory and their theory-in-use (i.e., the difference between how they believe they are acting and the way they are really acting).[18]

A leadership team must advocate and live by the designated values of the organization. It must also reward the behaviour of staff accordingly. In policing, there may be a dominant culture with sub-cultures in different sections or units. This is important to remember when introducing CoP. Not every section or unit will believe in these principles, or consider them necessary for successful policing outcomes. Language is an important aspect of cultural change. Change can

be effected by changing the terminology in use, such as from "police force" to "police service", "telling" to "consulting", "power over" to "power with", "strict law enforcement" to "collaborative problem solving", etc.

There are various aspects of culture that deserve consideration in any initiative involving organizational changes in policing. There is the power culture (such as who holds the power in the organization and how power is exercised); the role culture (namely, what effect the role held by an individual in the organization has on behaviours); the task culture (namely, how tasks are undertaken); and the person culture (such as which types of behaviour are acceptable or unacceptable). All of these culture aspects shape how policing is carried out. Cultural values can increase the power and influence of management teams if staff identify with the organization, accept its rules and regulations, internalize its values, believe that they are the right person for the organization, and are motivated to achieve the organization's goals and objectives.

INSPIRING AND LEADING CHANGE

Transitioning from an enforcement model to a service model takes serious investment. It requires buy-in and a wholehearted belief that the job of the police is to work with people and communities in order to enhance the quality of life for everyone. To make this transition successful, staff need to understand (1) why this change is in their interest, and (2) why it is important for policing. Moreover, if they are to live that change every day, they must develop a willingness and determination to change.

One of the most recognized ways to achieve such buy-in is for leaders to communicate the need for change, to live that change, and to involve every police officer in the organization by seeking feedback and ideas regarding how that change can best be achieved on the ground in the community. If police leaders are to be successful in implementing CoP, they must lead the

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18 Argyris, Chris, *Strategy, Change, and Defensive Routines* (Boston: Pitman, 1985).

change. Police leaders must model new behaviours and ways of working. They must pay attention to the changes and focus on them every day, both in what they say and how they behave. (For additional guidance on leadership, see "Guidance for leaders: Effective leadership for community-oriented policing", below, page 25)

Figure 2 offers a framework for facilitating change within an organization. This approach is not exclusively for policing organizations, it has also been applied by companies and organizations around the globe to change mindsets and behaviour.[19] Research and practice have shown that to effect change, leaders should aim to:

- **Foster understanding and conviction**: Ensure that staff understand where the organization is heading, why the change is happening, and why the change is important;

- **Reinforce changes through formal mechanisms**: Incorporate rewards for staff (whether formal or informal), such as recognition for good work, bonus payments for successful implementation of a project, etc.;

- **Develop talent and skills:** Instilling a sense of control and competence can promote an active effort to improve and change;

- **Role modelling:** Formal and informal leaders within an organization can shape staff support for major changes by modelling behaviours that emulate these changes.

FOSTERING UNDERSTANDING AND CONVICTION

They understand what is being asked of them and it makes sense.

REINFORCING WITH FORMAL MECHANISMS

They see what structures, processes and systems support the changes they are being asked to make.

INDIVIDUALS WILL CHANGE THEIR MIND-SET AND BEHAVIOUR IF….

They have opportunities and the skills to behave in the new way.

DEVELOPING TALENT AND SKILLS

They see leaders, colleagues and staff behaving differently.
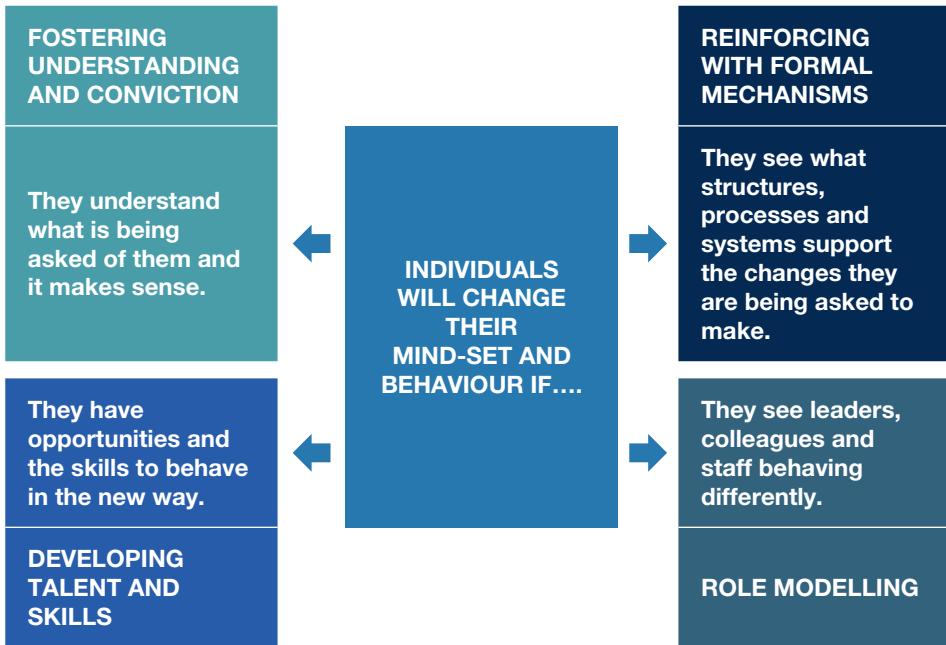
ROLE MODELLING

Figure 2: The Influence Model for Change

19 Adapted from Basford, Tessa and Schaninger, Bill, "The four building blocks of change", 2016. Available at: https://www.mckinsey.com/business-functions/people-and-organizational-performance/our-insights/the-four-building-blocks--of-change [accessed 21 December 2021].

NAVIGATING CHANGE

> **Transitioning to a more community-oriented approach requires conveying the new philosophy to all ranks of the police.[20]**

Officers may feel that their life's work is being put into question. They might feel threatened by the new demands and duties imposed on them,[21] or worry about their careers if new criteria for performance evaluation are being introduced, especially if these indicators are not immediately understood.[22] Officers might become particularly cynical, if they have the impression that the new philosophies, demands or "unrealistic goals" have been formulated by civilians at the headquarters level and have not been developed by police practitioners on active frontline duty.[23] Officers are more likely to experience an identity threat (and respond accordingly) when they have little control or input into the changes being made, or there seem to be shifts in how their identities are valued. As such, officers should be actively engaged in the process of change so they can contribute to the redefining of their roles and identities (see **Figure 2**, "The Influence Model for Change", page 22).

Supervisors in particular might be reluctant to devolve authority and responsibilities to their subordinates. This may be the case if they fear a loss of command or control, assume that there will be an increase in corruption or inefficiency among their subordinates, are worried that additional personnel will be needed due to the labour intensive approach of CoP, or feel uncomfortable with the new tasks being demanded of them (such as co-ordinating the services of different agencies, evaluating performance according to new criteria, etc.).[24] Front-line officers may be concerned about the new workload and responsibilities being given to them (such as requirements for facilitating close communication and co-operation with communities, conducting computer-based problem solving, etc.).[25]

Resistance can only be counteracted if there is continuing support and commitment to CoP by both political and police leadership. As noted above, for police officers and their supervisors to see the benefits of CoP themselves, management teams must lead by example. Moreover, intensive communication and exchange of views among all police ranks must be encouraged, and lower ranks must be included in decision-making processes. A bottom-up flow of information and easy access by lower ranking officers to their supervisors is essential for the needs and demands of communities to be included in inter-

20 Sloan, Ron, Trojanovicz, Robert, and Bucqueroux, Bonnie, *Basic Issues in Training: A Foundation for Community Policing Making the Transition to Mission-Driven Training* (Policing.com, The Community Policing Series, 1992), 5; Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action* (Washington, D.C.: US Department of Justice, Office of Justice Programs, 1994), 30; Stevens, Peter and Yach, Diana M., *Community Policing in Action: A Practitioner's Guide* (Cape Town: Juta and Co. Ltd., 1995), 18.

21 Bucqueroux, Bonnie, "What community policing teaches us about community criminal justice", *Policing.com,* 2007, 5; Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 32; Sadd, Susan, and Grinc, Randolph M., *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities* (Washington, D.C.: US Department of Justice, Office of Justice Programs, National Institute of Justice, 1996), 8–10.

22 Skogan, Wesley G., "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", in Bennett, Trevor, ed., *Preventing Crime and Disorder: Targeting Strategies and Responsibilities* (Cambridge: University of Cambridge, 1996), 3.

23 Skogan, "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", 4; Skogan, Wesley G., "Community Policing: Common Impediments to Success", in Fridell, Lorie and Wycoff, Mary Ann, eds., *Community Policing: The Past, Present, and Future* (Washington, D.C.: Police Executive Research Forum and Annie E. Casey Foundation, 2004), 163; and Tilley, Nick, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", in Newburn, Tim, ed., *Handbook of Policing* (Portland: Willan Publishing, 2003), 332.

24 Skogan, "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", 9f; Skogan, "Community Policing: Common Impediments to Success", 165; Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 332.

25 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 7.

nal police decision-making processes.[26] Those within the police who do not accept the change process need to be identified and either brought on board with the new policies, moved into a non-public role or, if they refuse to comply, considered for discharge.[27]

The identification of "champions" at various levels within a police organization can be key to reducing levels of resistance. Champions should include known "influencers", who can be deployed to challenge pockets of resistance.

POLITICAL BUY-IN AND SUPPORT

An essential prerequisite for the successful implementation of CoP is deep commitment by all key political stakeholders in the government and relevant ministries, particularly in countries with centralized command structures.

> **Politicians must allow the police to be independent and free from political influence, whilst also providing financial resources that are sustainable over the long term.[28]**

Without a publicly-stated commitment at the highest level, subordinate officials may not be motivated to introduce CoP-related reforms within their police agencies.

The most effective strategy to win the support of the police is to show them the benefits of CoP. Improved relationships between the police and communities through CoP lead to increased individual and community safety, as well as more effective and efficient crime prevention and crime reduction efforts. A means for winning the commitment of political stakeholders may be inviting them for a study tour to see the benefits of CoP first hand. If appropriate, such study tours might also involve potential project donor countries. If key stakeholders see what can be gained from CoP, it is more likely that they will be motivated to support it. If they don't see the advantages of CoP, buy-in may be more difficult to achieve. Nonetheless, stakeholders should be made aware of the fact that examples in other countries of successful CoP cannot simply be replicated, given different local circumstances. One pillar for applying the principle of CoP is to prevent the occurrence of crime through more effective use of resources. Targeting resources that use intelligence to identify hotspots of crime or disorder allows the police to place assets in the right place at the right time and thus to prevent incidents. An evidenced-based approach can reduce the number of incidents, increase police visibility, reduce the fear of crime, and have an impact on the criminal justice system.

26 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 8; Organization for Security and Co-operation in Europe, *The Role of Community Policing in Building Confidence in Minority Communities* (Vienna: October 2002), 7; Saferworld and South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC), *Philosophy and Principles of Community-based Policing* (Belgrade, 2006), 13; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 29.

27 Bucqueroux, "What community policing teaches us about community criminal justice", 6; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 13.

28 United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 8; Harris, *The Role of Capacity-Building in Police Reform,* 23f.; see also Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations*, 8.

Guidance for leaders: Effective leadership for community-oriented policing

Police leadership is central to the successful implementation of CoP.

There needs to be a clear commitment from the most senior levels of the police (as well as the government, if possible) to the CoP reform processes, including on issues like increased police accountability, and firm action on corruption, human rights abuses and use of force by police. Leaders must commit sufficient resources to implement change. Reform requires considerable resources for training, support, new equipment and projects. CoP "champions" at the senior leadership level must publicly advocate its development. The single most important determinant of success is the commitment and interest of local police leaders.

Change in an organization can be driven from within by effective leadership, or externally through decisions and events. Leadership has been defined both as a "property" and as a "process": a property in that leaders have certain behaviour patterns and attributes that make them effective, and a process in that leaders are able to influence personnel in an organization to achieve certain goals. In a study of supervisors at the US Federal Bureau of Investigation (FBI) undertaken by Joseph Shafer, it was found that the most desirable leadership characteristics are honesty and integrity, caring for needs of employees, strong communication skills, a strong work ethic, and being approachable and willing to listen.[29]

> **Being a police leader means more than someone who manages people. Effective leaders play a critical role in the success of an organization. In addition to being positive role models of behaviour, they should inspire, encourage, motivate, mentor and trust.**

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29 Schafer, Joseph A., "Effective leaders and leadership in policing: traits, assessment, development, and expansion", *Policing: An International Journal* 33/4 (2010) 644–663.

Kouzes and Posner identify five practices in their model of leadership[30]:

1	2	3	4	5
Model the way:	**Inspire a shared vision:**	**Challenge the process:**	**Enable others to act:**	**Encourage the heart:**
⬇	⬇	⬇	⬇	⬇
Find your voice, set the example	Engage and enlist others in a common vision	Seek innovative ways to change, grow and improve	Foster collaboration by promoting common goals and building trust	Recognize the contributions of others, celebrate the victories

This approach places emphasis on mobilizing and guiding people to achieve shared goals through common patterns of action that are put into everyday practice. For the implementation of CoP, a leader needs to engage in all these practices, implementing a successful communication strategy, shaping the workplace culture, and knowing the rules and responsibilities of the role of leadership.

People will first follow the person and then the plan.

To enable the transition to CoP, police leaders must move from command-and-control structures to more inclusive, collaborative structures. Senior leadership teams must set the tone for the rest of the organization. A police leader's credibility is vital in bringing about organizational change. The trustworthiness of a leader together with their knowledge, skills and abilities is essential for such credibility. Research has shown that leaders are perceived as competent when they look to the future, embody their organization's vision and values, concentrate on organizational

outcomes, consult with and listen to key stakeholders, protect their organization and employees, take action and launch initiatives, communicate effectively and act consistently.[31]

The job of a leader is to identify existing strengths, describe the best possible future, plan for change and then implement that plan. A leader must translate the vision, mission and values of their organization into strategic and operational plans and lead their implementation. A leader must be prepared to adapt, understand, engage and deliver a continuous improvement process in dynamic equilibrium with changing society values, dynamics, needs and expectations. **Figure 3** illustrates the profile of an effective leader. It captures many of the themes described in this section.

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30 Kouzes, James M., and Posner, Barry Z., *The Leadership Challenge* (San Francisco: John Wiley & Sons, Inc., 2002).

31 Han Ming Chng, Daniel, Kim, Tae-Yeol, Gilbreath, Brad, and Andersson, Lynne, "Why People Believe in Their Leaders – or Not", *MIT Sloan Management Review* (17 August 2018).

Figure 3: Profile of an effective leader[32]

The police are accountable to the individuals and communities they serve and thus must be open and transparent in all aspects of a CoP strategy. This can be achieved through connecting, communicating, collaborating and co-creating plans, both internally with staff and externally with community partners. These are the fundamental requirements for leaders when considering the implementation of CoP.

LEGACY ISSUES

Legacy constitutes a very powerful statement of who an organization is and what values it stands for. It can act like a tape measure, since people measure their opinions or form their views by what they experience, what they see, and what they hear. Legacy defines reputations either for better or worse. Today's behaviour becomes tomorrow's legacy. Legacy can be very costly in terms of resolving complaints, navigating legal disputes, participating in public inquiries, and countering negative trials or media narratives.

Legacy is not confined to what communities and the broader public think, it is also shaped by internal culture. This includes how staff feel, how they behave, what they perceive, and what they believe. In this way, legacy not only rests with the organization as a strategic entity, but with every staff member. Each part of an organization creates their own legacy: each leader, each department, each team and each staff member.

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32 Adapted from The University of Queensland, UQ Leadership Framework, August 2021. Available at: https://staff.uq.edu.au/information-and-services/development/leadership/framework [accessed 22 December 2021].

Policing around the world forms and establishes its unique legacy on a daily basis. Police leaders should never underestimate the impact of actions undertaken by their staff. Legacy can be shaped by how police organizations:

- Communicate with words or statements;
- Respond to individual or community needs;
- Treat a victim of crime;
- Police a protest event;
- Answer and respond to a call for help;
- Make an arrest;
- Conduct a search;
- Brief their staff;
- Deal with a complaint;
- Investigate a crime;
- Reward good behaviour or challenge poor behaviour;
- Build partnerships.

Each of these activities presents an opportunity to shape a positive or negative legacy. Everyone makes choices in how we behave towards others. While behaviour is usually a personal decision and choice, the behaviour of police staff can follow how they are told to behave.

The legacy of many police organizations is inscribed by headlines containing terms such as "heavy-handed", "corruption", "dishonesty", "under investigation", "discredited", or "miscarriage of justice". Whether true or false, each makes a powerful statement. A poor legacy can impact finances, resources, reputation, credibility, trust, confidence and morale. Where these dimensions are compromised, there may be a corresponding decrease in reported crime, access to justice, and sound justice outcomes for members of the community. Having to manage a negative legacy can also divert resources away from policing objectives and towards things like rectifying wrongdoing or wrong practices, compensation for bad practices, or misconduct hearings and investigations. Many organizations invest significant amounts of their budget each year to service legacy costs, which take resources away from frontline services.

Leaders should thus ask themselves the following questions when considering legacy issues:

- **"As a leader in my organization, what is my legacy?"**
- **"What is the legacy of my department or the teams I am responsible for?"**
- **"What is the legacy that each member of staff is leaving?"**
- **"What changes do I need to make to improve my legacy?"**

Building a positive legacy for a police organization is priceless, since it increases trust and confidence from others, others, legitimizes the policing of communites, communities, and acceptability in hard-to-reach communities. It also increases resources for delivering core policing aims and objectives.

Community-oriented policing implementation strategy

An implementation strategy should be developed that describes in detail how CoP principles and practices will be integrating into all aspects of policing.

This strategy should identify the required organizational changes and resources (personnel, material and financial) to implement CoP at all levels.

To reflect the importance of CoP, an implementation strategy will include changes to the police service's organizational structure. The strategy must be properly resourced, and should be integrated into the top of the organization by being led by a member of the senior leadership team who champions CoP throughout the organization. This senior officer must have ongoing access to the chief officer, and must be seen to have the chief officer's support. Where possible, a national CoP section should be established at the most senior level to develop and roll out the strategy. The officer in charge of the national CoP strategy has the responsibility to champion the CoP ethos throughout the organization so that it becomes the default way of policing. In order to sustain commitment, leaders must also understand the operational requirements and initial costs of the implementation process.[33]

The implementation strategy should include a timetable, benchmarks and defining criteria for subsequent evaluations of the process. These criteria should be specific, measurable, attainable, relevant and trackable (SMART). The timetable should reflect the local state of policing and police–community relations, and provide sufficient time for implementation, particularly in challenging political circumstances or austerity environments. A minimum of three to five years might be appropriate, but in challenging environments, the time needed might be still longer.[34] An external oversight body can be a useful resource for monitoring the implementation of CoP against agreed objectives, and for reporting those findings to partner agencies (as for example, the oversight commission model put in place in Northern Ireland[35]).

With respect to evaluation, the strategy should also include provisions for documentation and record-keeping to provide evaluators with needed background information.

> **Since governments or police authorities may be reluctant to publicize evaluation reports (particularly if they deal with tactically or operationally sensitive issues, or show failure rather than success), it is important to make decisions related to publication during the planning stage and to request all stakeholders to commit to this decision.**

Emphasis should be placed on the most efficient use of available resources, rather than the provision of new hardware. To support capacity building, many police services have legitimate infrastructure and equipment requirements.

33 OSCE, *The Role of Community Policing in Building Confidence in Minority Communities,* 6; United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques,* 8; Harris, *The Role of Capacity-Building in Police Reform,* 23.

34 Harris, *The Role of Capacity-Building in Police Reform,* 25–27, 37; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing,* 9.

35 For additional information, see Independent Commission on Policing for Northern Ireland, *A New Beginning: Policing in Northern Ireland* (1999).

However, only equipment for meeting requirements that have been clearly identified in a needs assessment should be supplied. Long-term investment and equipment sustainability should also be evaluated in the needs assessment, and should be clearly communicated at the outset of any reform programme. If this is not done, the promise of material resources may detract from or undermine the more pressing business of institutional reform and decentralization.

In some cases, a legal foundation that clearly promotes CoP may be needed to ensure the effectiveness and sustainability of an implementation strategy. In such cases, legislative support should be sought to prepare such a foundation.[36]

> **The strategy should be adopted[37] and distributed throughout the police agency to make all police employees familiar with the concept, the steps needed for implementation, and the roles and responsibilities expected of each staff member.**

This might include addressing the staffing and operation of facilities, chains of command, accountability procedures, record keeping, problem solving,[38] and criteria for performance evaluation. Moreover, the strategy should formally commit each staff member to the successful implementation of CoP.[39] Such formal commit-

ments should also be requested from all other state agencies involved in CoP.[40] After its development, the strategy must be communicated from senior levels throughout the organization, with individual police officers assigned responsibility for implementation at each level. Seeking to have all members of an organization sign on to a new reality of policing must be carefully managed, since proposed changes can become a rallying point for persons opposed to them.

In addition to these general guidelines, a CoP implementation strategy should also communicate revisions to the organization's vision, mission and values (if applicable), as well as the role of co-ordination with advisory bodies and other agency partners. These key elements are described in more detail in the following sections.

VISION, MISSION, VALUES AND ETHICAL BEHAVIOUR

Vision, mission and values build the strategic foundation for any organization. They provide clarity about what the organization stands for and where it sees itself in the future. These foundational aspects direct and guide the purpose and principles of an organization, and communicate this both internally and externally. Successful organizations ensure that their goals and objectives are always in synergy with their vision and mission. These goals and objectives are also used as benchmarks for strategic planning and decision-making.

In a police organization, this ensures that everybody understands the organization's objectives, not only the managers and supervisors, and aligns their expectations and goals accordingly.

36 Harris, *The Role of Capacity-Building in Police Reform*, 37f; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations*, 9.

37 Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 21; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations*, 9.

38 Purdy, David W., *Community Policing*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing (Vienna, June 2007), 10.

39 United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 6.

40 United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 6; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations*, 8.

The first step in developing a CoP strategy should focus on formulating vision and mission statements that explain to all involved stakeholders the goal(s) the police are trying to achieve by implementing CoP. Of course these must be aligned with the principles of CoP. The vision of an organization reflects how it sees itself into the future; the mission statement should be closely linked to the core business the organization sees itself conducting.[41] For example, the mission of *An Garda Síochána* (Irish Police) is "keeping people safe", and the vision of the Police Service of Northern Ireland (PSNI) is "we want to help build a safe, confident and peaceful Northern Ireland."[42]

The values of a police organization can be reflected in a Code of Ethics, which establishes clear behavioural expectations that hold police officers to account (for more about a Code of Ethics, see Chapter 2, p. 50). In addition to the core values of integrity, accountability, respect for all human beings, empathy and service, police officers must also act in accordance with basic principles of human rights – in particular, proportionality, legality, accountability, necessity and non-discrimination – as prescribed by the European Convention on Human Rights (ECHR)[43] and the Universal Declaration of Human Rights (UDHR).[44]

> **By shifting the focus from reactive police enforcement to proactive collaboration with communities, the chance can be created for people to enjoy their lives free from fear of crime, danger and disorder.**

If police officers consider themselves community police officers regardless of the job they perform and undertake their tasks in accordance with the CoP philosophy and organizational strategy, this will promote a partnership-based, collaborative effort between police organizations and the communities they serve.

CO-ORDINATION AND ADVISORY BODIES

A core group should be created to bear the overall responsibility for implementing CoP, as well as for supervising and co-ordinating the implementation process. It should also establish mechanisms for communication, supervision and evaluation.[45] The core group should be headed by a senior police officer mandated with initiating, designing and carrying through the needed institutional changes. This person should have sufficient authority to be able to face possible resistance within the organization.

41 Harris, *The Role of Capacity-Building in Police Reform,* 23–25; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing,* 8, 13.

42 An Garda Síochána (no date), Our Policing Principles. Available at: https://www.garda.ie/en/about-us/our-policing-principles/ [accessed 13 January 2022]; Police Service of Northern Ireland (no date), Our Strategy and Vision. Available at: https://www.psni.police.uk/inside-psni/our-strategy-and_vision/ [accessed 13 January 2022].

43 UNODC and OHCHR, *Resource book on the use of force and firearms in law enforcement*, 16–20.

44 See UN General Assembly, *Universal Declaration of Human Rights*, 10 December 1948, 217 A (III). Available at: https://www.refworld.org/docid/3ae6b3712c.html [accessed 20 April 2022]

45 Harris, *The Role of Capacity-Building in Police Reform,* 28; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing,* 9; Oakley, Robin, Taylor, Chris, and Slater, John, *Systematic Assessment of Policing Policy and Practice Relating to Roma: Guidance for Use in OSCE Participating States* (London: OSCE/ODIHR, 2007), 13.

> **Care should be taken to recruit, train, support and reward officers with sufficient competence and skills to staff this group. To ensure that all voices are heard and included, the group should have a gender balance and include members of marginalized groups.**

Since the chief of police and deputies might be overburdened if they were to devote the necessary attention to a CoP operational implementation process, a high-ranking CoP co-ordinator position might be established. This official would work exclusively on the implementation process. Since implementation might take several years, it is important to make this a long-term assignment.[46]

External police experts from the wider criminal justice system and civil society who have significant experience in implementing CoP could be useful for advising the core implementation group.

At the political level, a CoP steering committee could be established to oversee the CoP implementation among ministries and their administrative bodies. In addition to overseeing changes within the police service, this committee would be responsible for establishing appropriate links between the police reform programme and other political and governance reform processes, particularly within the justice sector.

PARTNERSHIPS AND COMMUNICATION WITH OTHER AGENCIES

Since solving community problems is a task that involves a number of state agencies, when implementing CoP in any given community, a broad consensus must be reached between all relevant agencies regarding their role in supporting CoP. Close co-operation is needed. Competing agendas and priorities, differing views of the scale of problems, or rivalries over scarce funds can hamper a co-operative approach.[47] Disparate policies across the criminal justice sector or other state agencies should be harmonized, and it should be clarified who has the authority to allocate resources. If budget allocations are made that are outside the normal budgets of the agencies involved, rules for using this funding must be clearly set out.

Political leaders must commit all agencies to co-operation, not only with each other, but also with the community.

The management and oversight bodies for the police reform (for example, the core implementation group and the steering committee) should ensure that official structures and procedures for co-operation are established, the responsibilities of different actors are clearly defined, and barriers to effective interagency co-operation are managed.[48]

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46 United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 16.

47 Stevens and Yach, *Community Policing in Action: A Practitioner's Guide,* 9f; Skogan, "Community Policing: Common Impediments to Success", 165f; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 22; Børstad, Erling, *Problem oriented policing in Norway – Background, strategies, challenges and possibilities*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing (Vienna, June 2007), 9.

48 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 11.

> **Officials from non-policing agencies need to be educated about CoP, including its main techniques and their roles in co-operative problem solving. Future interaction may also be reinforced by joint training sessions between members of government agencies, the police and community members.[49]**

All administrative authorities should be obliged to actively participate in local community forums. To support a more robust understanding of underlying conditions in the community, they should also be involved in the analysis phase of the problem-solving process (see the scanning, analysis, response, and assessment [SARA] model, **Figure 9**, page 82).

The involvement of several external actors may pose a considerable challenge to the coherent and consistent implementation of CoP.[50] Unco-ordinated efforts by other agencies and donors may lead to wasted resources through project duplication, donations of incompatible equipment, or missed opportunities for developing synergies. Moreover, if the various approaches of external actors have conflicting goals or strategies, the resulting unco-ordinated activities could lead to confusion and frustration within the community being served.

The best way to avoid such shortcomings is to establish a co-ordinating cell or steering group within the national core implementation group, or for the government to select a lead agency that is tasked with and empowered to co-ordinate the activities of all external agencies and stakeholders.[51] To reduce duplication and increase effectiveness, the co-ordinating cell, steering group or lead agency could organize regular multi-stakeholder meetings to discuss the activities and initiatives currently underway.
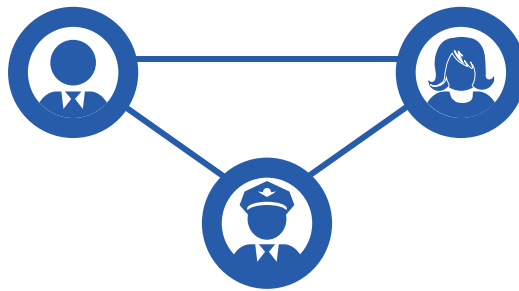
49 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 17; Sakocius, Alvydas, "Implementing Community Policing in Practice: New identified socio-integrative problems", in OSCE, *The Role Of Community Policing in Building Confidence in Minority Communities* (October 2002), 36–40.

50 OSCE, *The Role of Community Policing in Building Confidence in Minority Communities*, 7.

51 Stodiek, Thorsten, *The OSCE and the Creation of Multi-Ethnic Police Forces in the Balkans* (Hamburg: Centre for OSCE Research, 2006), 48.

Guidance for leaders: Tools for strategy development

There is no single strategy for CoP; the strategy that is adopted will depend on the particular dynamics that exist in the particular country, region, division, district, neighbourhood or community. As such, the development of a context-specific CoP implementation strategy must rely on strong leadership (for additional information, see "Guidance for leaders: Effective leadership for community-oriented policing", page 25). There must also be a clear process for understanding the local dynamics (both internal and external) and for making informed decisions. Implementing CoP requires many decisions to be made regarding how a police organization is going to operate in the future. Police leaders need to carry out a careful analysis before making any decisions. There are a number of tools that can support this decision-making process.

This section features two analysis and decision-making tools: SWOT analysis and the Strategy Loop. These two tools are widely used in policing and other sectors. While both tools are quite straightforward to use, they nonetheless lead to impactful and insightful results.

SWOT ANALYSIS

What is a SWOT analysis? A SWOT analysis is a brainstorming and analysis tool that explores four components – strengths, weaknesses, opportunities and threats. Strengths and weaknesses are largely inward looking (i.e., what are the existing strengths and weaknesses of our policing organization in relation to implementing CoP?), while opportunities and threats are more outward looking (i.e., how might opportunities and threats that exist outside of our organization influence the success of our implementation strategy?).

Why should police leaders conduct a SWOT analysis? Leaders often make decisions based on assumptions or intuition without investigating whether these decisions will hold under scrutiny. A SWOT analysis helps to ensure that leaders are intentionally considering relevant factors and making intentional decisions. This type of analysis can bring clarity to the prevailing policing situation, allowing leaders to make better

INTERNAL	STRENGTHS	WEAKNESSES
	What contributes to success inside the organization? (Example: well-trained, dedicated staff)	What limits success inside the organization? (Example: lack of technology)

EXTERNAL	OPPORTUNITIES	THREATS
	What outside influences can contribute to success? (Example: multi-agency co-operation)	What outside influences can limit success? (Example: minority leaders refusing to engage)

Figure 4: SWOT analysis template

informed decisions regarding the direction their organization needs to take to achieve its aims.

As discussed above in Chapter 1, the transition to CoP can be challenging. Careful consideration of the current political will, organizational culture, partnerships, and other factors are necessary for understanding the broader context. In many cases, organizations are good at looking inward, but fail to consider the external dynamics that can shape outcomes. This is especially important with CoP, since key partnerships are often with external actors.

How to conduct a SWOT analysis? Leaders should begin by considering and identifying "strengths", then moving on to "weaknesses", "opportunities", and lastly "threats". A series of guiding questions is provided below, along with a sample SWOT analysis.

- **Strengths:** What makes our organization well positioned to implement CoP? What do we already do well? What internal assets or resources do we have for CoP?
- **Weaknesses:** What internal factors (i.e., inside our organization) might hinder our efforts to implement CoP? What obstacles or pushback might we run into?
- **Opportunities:** What external factors (i.e., outside our organization) can help bolster our efforts to implement CoP? What political, economic, social or other factors could make this transition easier?
- **Threats:** What external factors could make implementing CoP more difficult? What political, economic, social, or other factors could have the most negative impact on our efforts?

	STRENGTHS	WEAKNESSES
INTERNAL	■ Our staff are in favour of change. ■ CoP is already part of our organizational culture.	■ There is low trust in the police among communities. ■ Police corruption is a problem. ■ Officers are not sufficiently trained to implement CoP. ■ There is no budget to implement changes in the organization.
	OPPORTUNITIES	**THREATS**
EXTERNAL	■ The political landscape is in favour of setting up community partnerships. ■ Citizens and communities are asking to participate in police/public partnerships. ■ The government is willing to support the implementation of CoP. ■ Community groups are lobbying for more input in policing decision-making in their communities. ■ Cross-agency co-operation is becoming accepted for dealing with various community issues. ■ Human rights groups are calling for change in how policing is carried out.	■ The government is unstable. ■ Public protests are taking place against police activities. ■ The economy is unstable and budget cuts may be made. ■ Poorly paid police officers are engaging in security activities when not on duty.

Figure 5: Sample SWOT analysis

THE STRATEGY LOOP

What is the Strategy Loop? The Strategy Loop is a framework for developing, implementing and evaluating a strategy. In this framework, strategy development is seen as an iterative process (as opposed to a static document). Every strategy is a work in progress that can be adapted in light of shifting dynamics within and outside an organization. The Strategy Loop consists of four stages:

1. Make sense: Develop a shared understanding of an ambiguous situation;

2. Make choices: Choose what to do, what not to do, and what to stop doing;

3. Make it happen: Ensure that people make good on their promises and deliver on their commitments;

4. Make revisions: Compare initial assumptions with experience, explore gaps, and make mid-course corrections.

Why should police leaders use the Strategy Loop? The Strategy Loop is especially helpful for leaders who are new to strategic planning and may be unsure of how to start a strategy development process. It also helps leaders connect the strategy development or drafting process with implementation and reflection/evaluation by breaking it down into four stages with a set of considerations or questions at each stage.

Leaders must make decisions based on the most up-to-date information and available knowledge, including feedback and data analytics. The Strategy Loop is a useful tool for deciding on the strategic priorities based on available information.

How to use the Strategy Loop? To use this framework, leaders should begin at "Make sense" and work their way through each of the stages.

1. Make sense: In this stage, leaders should ask themselves "where am I now?" and "where am I going or what do I hope to achieve?" A SWOT analysis can help to answer some of the questions regarding current conditions. For police leaders, this might include asking questions like:

- How do we currently protect our people and our community?

- How do we prevent crime, danger and disorder?

- How do we resolve service issues in communities, for individuals and for victims?

  Answering these questions will require an analysis of existing data as well as consultation with stakeholders, community leaders, the leadership team and staff.

2. Make choices: After understanding the current context, leaders need to make choices around what to do and what not to do. This is especially important given that resources are limited and leaders may not be able to do everything at once. To inform this decision-making process will require identification of priority duties and assessment of resource deployment (e.g., agility, cross-functional teams, dedicated community teams), skills and abilities (e.g., continuous development and training), recognition and reward as well as values/ethics (i.e., how we do our business).

MAKE SENSE	MAKE CHOICES
Develop a shared understanding of an ambiguous situation.	Choose what to do, what not to do, and what to stop doing.

MAKE REVISIONS	MAKE IT HAPPEN
Compare initial assumptions with experience, explore gaps, and make mid-course corrections.	Ensure that people make good on their promises and deliver on their commitments.
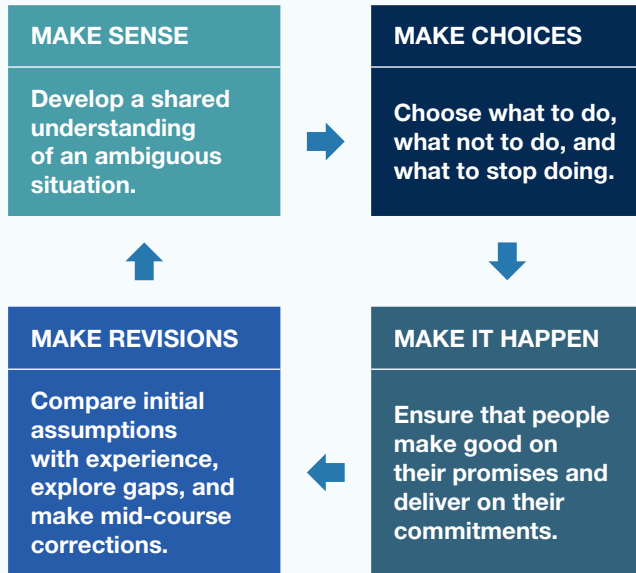
Figure 6: The Strategy Loop

3. **Make it happen**: This represents the implementation stage. Once choices are made, leaders need to make sure that the above choices are acted upon and commitments are delivered. In this stage, leaders should identify the steps needed to make implementation happen. For police leaders, this means thinking about how to execute and perform CoP on the ground, what should be prioritized for communities, and what communities want. Activities could include high-visibility patrols/checkpoints, high-visibility criminal interdiction patrols, community events, school visits, child protection, information gathering, prompt professional investigations and/or excellent service experience.

4. **Make revisions**: Once the strategy is underway, it is important for leaders and their staff to assess how things are going. This includes identifying what is working, what is not working, what needs to change, etc. In terms of CoP, this could include reviewing outcomes in terms of crime and offense reduction, the number of criminals interdicted, intelligence reviewed and acted on, community safety, community satisfaction, data analysis and/or staff development. Leaders must continuously review progress in each area.

Key takeaways on navigating the transition to community-oriented policing

CoP emphasizes increased community participation as a way to achieve enhanced safety and social order and reduced community-related crime. This is done by consulting with the community to integrate police into community challenges at their earliest stages. This can strengthen the police's legitimacy and help improve their services to the public. This represents a change from traditional policing approaches, which primarily focus on law enforcement and rapid response as a means to address crime.

> **Integrating a community-oriented approach often means shifting mindsets towards policing as a "police service" model instead of a "police force", in other words, thinking of policing as exercising "power in collaboration with" communities, as opposed to policing as exercising "power over" communities.**

Managing change:

- In many police organizations, moving to CoP will involve a change in organizational culture – such as a shift from policing that uses the power of authority to policing by consent. Leaders must be cognisant of the required culture shift and initiate this culture change by modelling the way. Leaders should not expect police and staff to change if the leaders themselves are not prepared to change. Staff must also see the benefits and value of implementing CoP. Leaders must also be prepared to devolve some authority to the officers on the ground who are implementing CoP.

Effective leadership for CoP:

- Being a police leader means more than managing people. Effective leaders play a critical role in the success of an organization. Leaders should inspire, encourage, motivate, mentor and both encourage and exercise trust. The job of a leader is to identify existing strengths, describe the best possible future, plan for change and then implement that plan. A leader must translate the vision, mission and values into strategic and operational plans and lead their implementation.

- Every action taken by a police officer leaves a legacy. This is an important consideration, because the legacy of a police organization is what defines its reputation. Failing to deal with legacy issues may result in low levels of trust from the public. Legacy issues do not only stem from the public actions of police officers; internal culture can also lead to legacy issues. Police leaders must be upfront and honest in dealing with legacy issues from the past, and must work towards creating an enduring legacy in which the police and the general public work together in collaboration to build a better future.

Implementation strategy:

- Leaders must set out a clear strategy, and develop a policing plan that reflects this strategy. A detailed plan is required to enable all staff to understand why changes are necessary and how they will be implemented. This may include changes to organizational structure and resource allocation, or to who is taking charge of implementing CoP in the organization. Internal consultation is as important as external consultation.

- Vision, mission and values need to be aligned with CoP principles. Staff will require clarity on the ethos, culture and way of policing. Leaders need to be clear about the changes that will take place, and what they will mean for all staff members.

- Leaders must make many decisions regarding the future direction of the organization. Decisions should be made following an intentional analysis and a clear process. There are many useful decision-making tools, such as SWOT analysis and the Strategy Loop. These can help leaders to assess current conditions, and to identify goals and objectives as well as pathways to get there.

Reflection questions on navigating a transition to CoP

Readers can use the following questions to reflect on the challenges, opportunities and strategies of transitioning to a more community-oriented approach within their policing organization. The questions build on key themes and the content covered in this chapter:

- What would a transition to CoP look like for my organization? Have we communicated this change in policing philosophy and practice to all stakeholders, including staff?

- What is our current police culture? Are we trusted by individuals and communities? Do we police with the consent of the people, or with the power of our position? Can officers make certain decisions without consulting their supervisors or leaders?

- What is our organization's legacy? What is the reputation of our organization, its leadership and the police officers on the ground? What legacy do we wish to create going forward?

- As a leader, how do I want to lead my organization through this transition? Am I practicing high standards of behaviour?

- Does our implementation strategy have the backing of the government and other stakeholders? Where will the financing come from to resource it? What will the new structure of our organization look like?

- How do our vision, mission and values align with the principles of CoP? Do all staff know what our vision, mission and values are?

- How do I make informed decisions about designing and implementing the implementation strategy? What is the current state of the organization and where do we want to go? Am I clear about what needs to happen in order to implement CoP?

CHAPTER 2: IMPLEMENTING COMMUNITY-ORIENTED POLICING IN COMMUNITIES

While Chapter 1 focused on the strategic and leadership implications for integrating CoP,

this chapter will explore the operational requirements and adaptations needed to make CoP successful. Operational changes are typically guided by CoP policing plans that explain how CoP will be implemented. This includes elements like stakeholder engagement, community collaboration, setting up CoP neighbourhoods/sectors, recruiting community police officers, etc.

The guidance in this chapter is necessarily broad, since police organizations are designed and managed differently in various jurisdictions. Some may have dedicated resources and budgets for CoP, while others must work within existing budgets with competing priorities and agendas. Community needs and dynamics are also very diverse and should directly inform how CoP is operationalized.

The chapter begins by introducing CoP plans as the cornerstone of CoP implementation. Subsequent sections include topics that police leaders and partners should consider as components of their CoP plan or other policy documents, such as how to structure and organize CoP teams, the roles and competencies of a community police officer, professional standards and performance evaluations. There is also specialized guidance on using public forums for community engagement, the use of pilot sites for new programmes, as well as best practices for evaluation, learning and adaptation once CoP programmes are underway.

> **Police organizations seeking to operationalize CoP should adapt this guidance to their own needs and context. The resources in this chapter may serve as a checklist of topics to consider when planning CoP or developing other organizational changes.**

CoP plans

Without a CoP plan, CoP will be difficult to implement in any policing organization.

The plan must also address the following implementation objectives:

A CoP plan plan must activate powerful intelligence-led, victim-focused crime prevention and crime reduction actions to:

1) Prevent and reduce violent, fear-creating crime (such as human trafficking, drug trafficking, domestic violence, sexual crimes against women and children, etc.);

2) Prevent and reduce public disorder and anti-social behaviour on streets and in communities; and

3) Prevent and reduce dangerous road behaviour that threatens the lives and safety of road users.

1

Community engagement:

Engaging with and supporting the growth of collaborative community networks as well as diverse voices within communities; the willingness of communities to support community safety using their resources to support crime prevention; supporting and encouraging community resilience and growth

2

Collaborative partnerships:

Leveraging the power and value of dynamic two-way communication; putting collaborative relationships at the heart of the policing service; enabling communities to pursue their interests free from the burden of fear or trauma

3

Intelligence:

Participating in respectful dialogue to agree on and deploy intelligent safety actions; challenging the presence and impact of criminality; profiling active criminals for disruption and investigation

4

Focused operations:

Maintaining a visible influencing presence in communities; delivering excellent policing services; disrupting and controlling criminals; enforcing the rule of law

5

Victim restoration:

Responding with empathy to victims' needs and concerns, while protecting their legal and human rights; collaborating to support and reassure victims who have experienced trauma; restoring victim confidence and well-being through the delivery of "right the first time" policing services

When working towards these objectives, a plan should consider the community context and community support (such as levels of anti-social behaviour, drug abuse and drug dealing, vulnerable populations, etc.) and detail mitigating actions and resource allocations accordingly. The plan should have clear, consistent objectives and practices that can be implemented within a given time frame, with the given resources, and with due regard for local conditions and the policing context (e.g., size of the area to be policed, socioeconomic factors, ethnic and cultural diversity, crime rate and types of crime, danger and disorder in the community, community attitudes about the police and police attitudes about the community).

A policing plan must reflect the needs of the communities it is intended to serve. To that end, it is vital that relevant stakeholders and communities are consulted in advance. They should be asked their views on how the police could improve the services it provides, what kinds of policing services are needed, and priorities for keeping the community safe. Community surveys and focus groups can help to identify community priorities and perceptions (see Box 2, "Gathering input with community surveys", page 44). Working with the community to co-create a policing plan ensures that the views of the community are considered and the plan is relevant and up to date. It also offers positive opportunities for ongoing community collaboration and engagement.

Diversity in communities should be recognized by the police, as well as the equality of all community members. This includes treating each person with dignity and respect by reasonably accommodating their specific needs, creating a fair and just environment for all, and ensuring that discrimination or harassment is not accepted or tolerated. Police need to recognize the unique cultures present in the community they serve, and acknowledge and respect both visible and non-visible differences. The police should build on the strength of this diversity in pursuit of the common good.

BOX 2 – Gathering input with community surveys

In order to understand the local conditions, an independent survey backed by political and police leadership should be carried out.[52] The survey might focus on:

- The current state of policing;
- Public perceptions of the police;
- Issues regarding victimization;
- Community needs and demands;
- Social and administrative structures.[53]

The survey should be completed by police staff as well as members of the general public, with representative samples that ensure a balance of age, gender and other demographic factors. The surveyed persons might include members of various communities, such as ethnic or other minority communities, NGOs, social public services and administrations, religious communities or their religious leaders, the business sector, the media, etc. Furthermore, the social, political and economic conditions of the community in question should be assessed in view of their potential for causing conflict within the community, or between it and other communities. The quantitative and qualitative information gathered in this way can then be used in an operational plan for implementing CoP, or for developing benchmarks and criteria to evaluate its success and/or impact.

Following the survey, key stakeholders should be involved in discussing strategies for implementing CoP, including goals, priorities and necessary steps. This is needed to ensure that the strategies are appropriate for the local conditions.[54] Again, the stakeholders should also include a balance of members from a variety of communities to ensure representativeness.

To be effective, a policing plan must assign specific roles and responsibilities to police officers. It must also identify specific projects and provide resources for their implementation. To measure progress, key performance indicators (KPIs) must be included. As an integral part of KPIs, regular satisfaction surveys should be conducted (for more information on KPIs, see "Performance evaluations", page 67).

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52 Harris, *The Role of Capacity-Building in Police Reform,* 39, 57; Oakley, Taylor, and Slater, *Systematic Assessment of Policing Policy and Practice Relating to Roma: Guidance for Use in OSCE Participating States*, 11.

53 OSCE, *The Role of Community Policing in Building Confidence in Minority Communities,* 4; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 8, 14; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 9. For more details, see United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 22–26; Oakley, Taylor, and Slater, *Systematic Assessment of Policing Policy and Practice Relating to Roma: Guidance for Use in OSCE Participating States*.

54 Bucqueroux, "What community policing teaches us about community criminal justice", 6; United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 9; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 8.

Other relevant government agencies must also be made aware of their role in creating the policing policy, and be encouraged to take part in the problem-solving approach. Formal structures should be established for smooth co-operation, in the interest of avoiding duplication, dividing labour, assisting each other and developing synergies in the use of public resources (for more on interagency co-operation, see **Chapter 1**).[55]

Collaborative community engagement and problem solving

To engage with communities and resolve specific community issues and problems, a flexible approach toward developing CoP is required.

All communities are different. In rural areas, it may be difficult to define who the community is; likewise, in urban areas with diverse groups and populations, people may not see themselves as belonging to a geographic community. This is one reason why it is so important to reach out to all sections of a community, particularly those sections that are marginalized.

Police officers may be able to identify many problems when it comes to crime, danger or disorder, but community input will identify other challenges, such as intimidation, environmental issues, or other problems involving quality of life. It is vital to have a two-way dialogue that identifies priorities from both the policing and community perspective. The involvement of other state agencies, NGOs, voluntary groups, and elected local representatives may also be necessary to resolve some of the issues raised.

In some communities, police officers must also be aware of cultural structures and differences, particularly when it comes to who has the authority to speak for a particular group (for more detailed guidance on policing in diverse communities, see **Chapter 6**). Open dialogue can help to get to the root of problems,or to more collaborative solutions being generated. Ensuring the safety of community members who engage with the police should also be discussed at an early stage when developing a CoP approach.

In societies where there is no tradition of public community gatherings (e.g., where families or clans are the predominant structure of social control and exchange between community groups), informal channels may be the only way to involve certain groups in collaborative problem solving. To solve conflicts between clans, the police might also serve as mediators or facilitators, in co-operation with traditional and informal conflict resolution mechanisms. The police should, however, take care not to co-operate with groups or institutions that are opposed to human rights or the rule of law.[56] While recognizing traditional clan structures, the police should nonetheless also ensure that they are able to promote opportunities for democratic participation by persons with subordinate positions within clan structures. This may include reaching out to and empowering women, who in some cultures are often excluded from active participation and who thus may lack confidence and skills.

In addition to maintaining contacts with individuals, the police should facilitate occasions or forums where it is possible for them to exchange views with the community in general on matters of mutual concern.

Such forums might include community advisory boards, joint police–community workshops, public meetings, or police open days.[57]

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55 Friedmann, Robert R., *Policing: Comparative Perspectives and Prospects* (New York: St. Martin's Press, 1992), 81.

56 United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 23.

57 United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 11f.

To elicit a broad range of views and reach as many community members as possible, such public forums should be open to all parts of the community.[58] Specific efforts may be needed to ensure that women and young people become involved in these processes, as well as ethnic, religious, linguistic or other minority groups.

At public forums it is possible to discuss police actions. This can include the sharing of personal experiences by police officers and members of the public, which can in turn empower all parts of the population to engage actively in issues related to their safety and security. They also offer an opportunity for community members to give input on their concerns and priorities, as well as how they think their neighbourhoods should be policed, such as where and when police patrols might be necessary.[59] Communities should be allowed to participate in this decision-making process unless the law specifically grants that authority to the police alone.[60] Key players within the community should be involved in the creation of public forums, and for identifying and mobilizing different groups within the community. The project co-ordinator should see to it that all segments of a community are actually addressed and heard, and that community groups with a low public profile are not neglected (for more details, see "Organizing public forums for community engagement", page 51).

> **Allowing community members the right to be involved in decisions on where and when police patrols or other operations take place must be handled sensitively.**

Indeed, there may be times when the police must do something that the community does not fully endorse, or it must work at a different speed than the community wishes. For example, a community may demand that a particular apartment complex be raided due to allegations that occupants are selling drugs. The police, however, may first choose to mount an operation involving surveillance or other activities in the area, which may take more time than the community believes necessary. If trust has been established between the community and police, such issues can be effectively aired.

Promoting co-operation can also mobilize communities to become actively involved in crime prevention activities and to develop a sense of shared responsibility for enhancing public safety. Community residents can contribute in a variety of ways, such as by initiating activities to enhance informal social control, creating neighbourhood watch groups, developing "community service officer" programmes that allow uniformed civilians to assist police officers in non-emergency activities, adopting self-protection measures, and using mediation to settle local disputes.[61]

58 OSCE, *The Role of Community Policing in Building Confidence in Minority Communities*, 4; HCNM, *Recommendations on Policing in Multi-Ethnic Societies*, 19, Rec. 12; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*, 37.

59 HCNM, *Recommendations on Policing in Multi-Ethnic Societies*, 18, Rec. 12; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*, 37; Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 317; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations*, 8; Osse, Anneke, *Community Policing: The Concepts and its Characteristics. Is Community Policing a Tool for Better Accountability or Rather a Smokescreen?*, Presentation at OSCE Western European Regional Police Experts Meeting on Community Policing (Vienna, June 2007), p. 9.

60 Brown, Lee P., *Community Policing: A Practical Guide for Police Officials* (Washington, D.C.: US Department of Justice, Office of Justice Programs, 1989), 5.

61 Skolnick, Jerome H., and Bayley, David H., *Community Policing: Issues and Practices around the World* (Washington, D.C.: US Department of Justice, National Institute of Justice, 1988), 8; Skogan, "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", 161f; Bureau of Justice Assistance, *Understanding Community Policing. A Framework for Action*, 17; Myhill, *Engagement in Policing: Lessons from the Literature*, 10; United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 12f; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 3; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*, 37; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations*, 9, 26.

Neighbourhood watch schemes may be appropriate instruments for involving communities in the process of problem solving, since they can contribute to supporting the police, foster routine communication between the public and the police, and enhance the community's spirit of responsibility for their own safety. To avoid the risk that members of a neighbourhood watch scheme try to take the law into their own hands through vigilantism, or are exploited by influential community groups for their own purposes, it must always be clear that community members only have a reporting role to play. The use of force remains in the hands of the police. For neighbourhood schemes, it is therefore advisable to have clear and strict regulations in place, and to install a police officer who acts as a supervisor and co-ordinator, and who takes responsibility for any actions that are undertaken.

CASE STUDY ON DEMAND REDUCTION THROUGH COMMUNITY PARTNERSHIPS

In many communities, police officers have become the first line of general aid due to government spending cuts in welfare provisions. The resulting increase in need has thus added to demands made on officers. According to the UK College of Policing, 80 per cent of telephone calls made to the police have to do with welfare issues rather than crime.[62] As a result, there is a growing demand for the police to be involved in crisis management.

This demand for crisis management has led to greater openness among the police to partner with community organizations and faith groups in addressing welfare issues. In the United Kingdom, a partnership between the Sussex Police and NAYBA, a global NGO helping churches transform neighbourhoods, pioneered a "Demand Reduction Partnership".

The Sussex Police provided resources to launch new community welfare projects by providing grants of £2,000 to community churches. To receive such a grant, there were a number of criteria. Recipients were required to:

- Be a local church that would sustain the project once started;
- Select a community project from a menu of best-practice models;
- Match the police grant one to one with a further £2,000;
- Measure and report the outcomes of the intervention that was undertaken.

One community project that was begun as a result of this grant funding was an initiative for training volunteers to be a presence in town centres at weekends. The job of these volunteers is to care for young people who may be potential

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62 Christmas, Helen and Srivastava, Justin, *Public health approaches in policing* (College of Policing and Public Health England, 2019), 3.

victims or perpetrators of crime. Data collected by the Sussex Police has shown that as a result of this project:

- Anti-social behaviour was reduced by up to 79 per cent;
- Violent crime was reduced by up to 67 per cent;
- Violent crime leading to injury was reduced by up to 82 per cent.

Most of the community projects were not as closely related to crime reduction. Nonetheless, they reduced welfare demand on policing services. Projects included visits of vulnerable elderly people in their homes, support of young people at risk of dropping out of mainstream education, and provision of accommodation for homeless persons during the coldest months of the year.

The first Demand Reduction Partnership was deemed a success and a prime example of a police and community partnership. It went on to be replicated in police forces across the United Kingdom, including in Essex, Yorkshire, Cambridgeshire and Hampshire.

Mobilizing communities is not always a straightforward task however. Certain community members or segments of the community might be reluctant to co-operate with the police for various reasons, such as:

- Bad experiences they have had with the police in the past (such as being mistreated or not being given protection)[63];
- Fear of retaliation from criminals or certain community members, if active participants are seen as collaborating with the police[64];
- A high degree of disorganization,[65] especially in under-resourced communities;
- Local social structures and traditions whereby people are unfamiliar with public gatherings;
- Ideological barriers towards co-operation with the police .[66]

Community members may also simply choose not to participate because they do not see any immediate personal gain from their voluntary participation.[67]

Community support cannot be assumed – it must be won. This might take a while, depending on the general relationship between the public and the police, or the level of democratic policing in the society in question. Winning trust and support will take an es-

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63 Oakley, Robin, "Relations between Minorities and the Police: Some Key Questions", in OSCE, *The Role Of Community Policing in Building Confidence in Minority Communities* (Vienna, October 2002), 41–45.

64 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 13; Groenewald, Hesta and Gordon, Peake, *Police Reform through Community-Based Policing: Philosophy and Guidelines for Implementation* (New York: International Peace Academy and Saferworld, 2004), 9; Skogan, "Community Policing: Common Impediments to Success", 166; Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 332.

65 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 14.

66 Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 31.

67 Myhill, *Engagement in Policing: Lessons from the Literature,* 38.

pecially long time in places that are in transition, places where the past the police have functioned as a repressive instrument of the State, such as using harsh tactics against minorities or groups in opposition to the government. This may also be the case in post-conflict societies where the police were actively involved in violence against certain communities.[68]

The UNODC *Handbook on Police Accountability, Oversight and Integrity* suggests that "operational independence requires police:

- To have a high degree of professionalism and independence from political influences;

- To act in conformity with the law and established policies;

- To operate on the basis of public consent (within the framework of the law), as evidenced by levels of public confidence;

- To take responsibility for their decisions and operations, accepting liability when required, and to exhibit full transparency in decisions and openness to external scrutiny;

"In other words, good policing is policing that is both effective and fair. Police who are ineffective, or illegitimate or unfair, in protecting the public against crime will lose the public's confidence. Good policing is policing with legitimacy on the basis of public consent, rather than repression."[69]

In general, trust in the police can only be developed if the police demonstrate on a daily basis

their willingness and competency to deliver professional quality-based service to all community members. Immediate activities that could speed up confidence-building include carrying out both intensive and more traditional law enforcement actions[70] and clean-up actions (such as abandoned vehicle tows or graffiti removal).[71] Steps such as these deliver quick police action results and improve the public's subjective feeling of safety. Reactive activities should continue to complement problem solving activities for crime prevention, since problem solving may need more time to lead to concrete results. If communities become disappointed and frustrated, this can result in a loss of interest in further co-operation.[72]

To build confidence, organizations may also consider reaching out to communities in non-threatening ways, such as police open house days or visits to local facilities where community members feel comfortable and safe. On these occasions, the police should listen to the complaints and concerns of community members, and educate them about police policies and tasks related to problem solving. In addition, the police should clearly and effectively communicate the reasons for CoP and its benefits.[73] It can be very helpful to use dynamic and effective communicators drawn directly from the ranks of the police service. Presentation and symbolism are vital in signalling change to the community. For example, foot patrols conducted by local police commanders are highly symbolic, since they send a strong message to members of the community about senior-level interest and commitment in CoP. However, the most important trust building activity remains positive and routine contact between the police and people on the street.

68 Oakley, "Relations between Minorities and the Police: Some Key Questions", 41; Stodiek, *The OSCE and the Creation of Multi-Ethnic Police Forces in the Balkans*, 7f.

69 UN Office on Drugs and Crime (UNODC), *Handbook on Police Accountability, Oversight and Integrity* (New York, 2011), 7.

70 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 13.

71 Skogan, "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", 15.

72 Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 13.

73 Purdy, *Community Policing*, 13f.

If when cultivating close police–public partnerships police officers are offered and accept gratuities by community members, this can result in ethical dilemmas. Accepting gratuities can easily be interpreted as crossing the blurred line to corruption.[74] The *OSCE Guidebook on Democratic Policing* suggests that "the fight against corruption requires the application of anti-corruption policies and codes of conduct for the correct, honourable and proper performance of police officers, as well as effective measures to implement those policies at all levels of the police.

> **"An effective solution must target not only the root problem of low incomes, and in particular opportunities in certain types of policing for receiving bribes, but must also enhance the efficacy of the discipline and sanctions systems."[75]**

Moreover, there should also be some kind of merit system or positive reinforcement for officers who rise above the temptation of corruption. Ethics training for police officers has proven successful in providing officers with additional tools for facing challenging ethical situations. If the police service has a Code of Ethics in place that includes a policy on accepting gratuities (even from well-meaning community members), this should be explained to community members involved in CoP.

Because NGOs can play a critical role as part of information-sharing networks, they should be involved the creation of co-operative structures.[76] This should be done even if there have been tensions and controversies between NGOs and the police in the past. The police should accept NGOs as their "critical friends".[77] The challenge of selecting the most appropriate NGOs can be met by using selection criteria, such as stability, accountability and authentic representation of their constituencies.[78]

Empowering the community is as important as empowering police officers. Police should facilitate the organization of community meetings and educate community members on how they can be actively involved in the problem solving process. This includes helping community members to formulate their own priorities, and allocating resources for problem solving. However, empowering community members does not mean making them part of the police or allowing vigilantism.[79]

In any case, police should avoid the tendency to engage only communities that are "easy to reach" or those with whom they already have strong relationships.

It is just as important, if not more important, to seek out and strengthen relationships with vulnerable communities, since they might be at higher risk for crime and violence and/or in greater need of public services.

74 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 20, 39.

75 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 20.

76 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 8, 11.

77 Oakley, Robin, "Relations between Minorities and the Police: Some Key Questions", 43.

78 Stevens and Yach, *Community Policing in Action: A Practitioner's Guide,* 17f.

79 Harris, *The Role of Capacity-Building in Police Reform,* 22; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing,* 22; Holland, Girina, *Ethnic Minorities and Access to Justice in the Russian Federation: Co-operation between Ethnic Minorities and the Police at Local Level* (London: European Dialogue, 2006), 13; Osse, *Community Policing: The Concepts and its Characteristics. Is Community Policing a Tool for Better Accountability or Rather a Smokescreen?,* 12.

Organizing public forums for community engagement

Public forums, such as community advisory boards,[80] are the most structured type of institution for two-way dialogue and active community participation in problem solving.

> **To be able to cover the problems of an entire neighbourhood and provide the largest number of resources for solving these problems, the composition of a public forum should be representative of all the communities and agencies residing and working in the neighbourhood.**

There are many potential sources for members of a public forum, as for example, local administrative agencies such as the courts, the prosecutor's office and the police, social, health and environmental services, housing boards, educational and religious organizations, business associations, private security companies, minority groups, human rights groups or other types of NGOs, the media or sport organizations. Public forums should also be open to any community member interested in their activities. The inclu-

sion of women and young people should be emphasized.[81]

The composition of public forums can be very heterogeneous. Participants may have widely different customs or levels of experience. For this reason, forums need to be organized and run according to clear procedures. Procedures may be codified in specific regulations for the forum itself, in a national CoP strategy, or even in legislation. This is important for making transparent decisions and managing potential disagreements and divergent interests properly.

When creating a public forum, it is important to ensure that the police remains autonomous as an organization while at the same time being responsive to local demands.[82] Officers may experience competing demands from their commanders and the communities in which they work. Moreover, some community demands may be unrealistic, impossible to respond to, or even contrary to human rights standards or the law. Thus, the role of the police in such forums is complex.

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80 In the OSCE region, such public forums have various names. In addition to "community advisory boards", one finds "citizen advisory boards", "community advisory boards", "community safety action teams" and "local public safety committees". Despite their different names, they all share similar conceptual characteristics with respect to structure, functioning and tasks.

81 Stevens and Yach, *Community Policing in Action: A Practitioner's Guide,* 11; Bergmans, Denis, "Police and Gendarmerie Reform in Belgium: from Force to Service", in TESEV/DCAF, *Democratic Horizons in Security Sector: Turkey and the European Security Sector Governance Experience* (Ankara, 2005), 13f; HCNM, *Recommendations on Policing in Multi-Ethnic Societies,* 19, Rec. 12; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 37; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 17, 26.

82 As discussed in the OSCE's 2006 *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*, police organizations must follow national and international standards of democratic policing.

> **Public forums should be chaired by a widely respected person who is not only accepted by all segments of the community, but is also highly motivated to take on the job voluntarily.**

Finding such a volunteer may be difficult, especially in heterogeneous neighbourhoods. In some countries, elected community representatives (such as mayors) have taken on the chairing role of public forums. Having elected representatives in this role can have two positive effects. On the one hand, they enjoy democratic legitimacy, and on the other, as civil servants, they can also be obliged under administrative policies and directives to devote part of their work to such chairing positions.

To avoid the impression that the police are the dominant party in a public forum, the role of chair should not be taken on by a representative from the police.[83]

However, it may be difficult, at least initially, to find willing and skilled community members for this role. In such cases, police officers might chair or co-chair such forums during a transition period.

A chairperson needs the skills to organize meetings, bring people together, obtain consensus and instigate action.[84] The more heterogeneous the composition of a public forum, the more difficult it is to chair. Diverse communities often bring divergent perspectives, values, experiences, needs and demands on the police and other involved government agencies. Perspectives and demands may conflict and compete with one another. Diverging interests may exist not only between communities, but also within communities or between individual people.[85] Groups that are more vocal may have more success in using forums for their own purposes.[86] Wealthier parts of communities may not accept large amounts of resources being spent in poorer areas.[87]

In such circumstances chairpersons must be able to avoid simple majority decisions over minorities, or resolutions being implemented for one part of the community at the expense of another. If this happens, less vocal groups may retreat and accuse the police of being discriminatory or having relationships with other parts of the community that are too close.[88] To avoid such developments, there must be a strong awareness of shared responsibilities, compromises should be sought, and the rights of all persons must be respected in accordance with the principles of democratic policing.[89] Since the police might not always agree with the priorities set by communities with respect to police activities, joint sharing of the perspectives and needs of both the police and the general public are essential. Only so can mutual understanding be developed and a basis be established for compromise and reciprocal support.

In cases in which certain minority groups are reluctant to convene with other community groups, one solution is to create thematic forums, at least at an initial stage. A thematic fo-

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83 Wurtzbacher, Jens, "Community Policing und lokale Problembearbeitung: Notizen über die Southwest-Side in Chicago", in *TRIALOG 87, Zeitschrift für das Planen und Bauen in der Dritten Welt* (2005), 12–16.

84 Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 22.

85 Stevens and Yach, *Community Policing in Action: A Practitioner's Guide,* 18; Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities*, 14.

86 Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 14f; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 25.

87 Trojanowicz, Robert and Bucqueroux, Bonnie, *Restructuring Police Priorities: Police Chiefs Must Take the Lead* (Policing.com, The Community Policing Series, 1990), 2f.

88 Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 332.

89 Stevens and Yach, *Community Policing in Action: A Practitioner's Guide,* 18; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 14, 22f, 36–39.

rum might include representatives from government agencies and members of specific groups. Another option is to hold discussions with specific groups and incorporate the results of these meetings in the discussions of the general public forum.[90]

> **The topics discussed at meetings and their frequency, time and location should reflect the needs and expectations of the community. They may therefore be different in each neighbourhood.[91]**

The frequency of meetings may depend on the urgency of specific problems or the time frame needed to address these problems. When deciding the time and location of a meeting, the concerns of those for whom it is being held should be taken into consideration. For instance, a meeting about personal safety issues should be held within the neighbourhood (such as at a local office, church or community centre) and during daytime hours. People who worry about their safety may not feel comfortable walking or driving long distances to go to a meeting, especially after dark. If the topic of discussion is politically sensitive or otherwise divisive in some way, the meeting should be held in a neutral location.

Public meetings can aim at providing police accountability or transparency, or focus on problem solving, with members of the public thoroughly examining problems and jointly acting to address them.

There are many topics dealing with all aspects of quality of life that can be discussed, including road safety, concerns about levels of crime, violent behaviour, health and environmental issues (such as drug awareness, pollution problems or natural disasters), maintenance of public utilities, and specific police activities and police behaviour.[92]

Such forums are also a place for the police to share how the public can assist them. There are many aspects that might be addressed, such as when and how to call the police, how to watch out for each other, how to prevent burglaries, or the importance of watching each other's homes when people are away on vacation. By developing phone trees, WhatsApp groups, Facebook groups or alternative social media groups, neighbours can notify each other about incidents in the neighbourhood. Local businesses and retail outlets can provide information through display space and better lighting, and they can train staff to be aware of crime prevention measures and how to summon police assistance if necessary.

There might also be problems to discuss that lie outside the police's competencies or resources, but that are nonetheless of concern to other government agencies. Taking a multi-disciplinary approach to problem solving can ensure a greater understanding of a problem's underlying circumstances. It also helps if certain responsibilities are delegated to relevant stakeholders, rather than the police always acting alone. All partners can then work within their own circle of influence to ensure effective resolutions to the problems being addressed. For example, in the case of domestic or gender-based violence, there are many partners and institutions responsible for addressing such problems.

90 Saferworld, *Creating Safer Communities: Lessons from South Eastern Europe* (London, 2006), 10.

91 Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 17.

92 Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 17; Fleming, Julie, *Experience in implementing Community Policing in Kosovo,* Presentation at OSCE Regional Police Experts Meeting on Community Policing (Skopje, October 2007), 7; Stoykov, Mite, *Community Policing,* Presentation at OSCE Regional Police Experts Meeting on Community Policing (Skopje, October 2007), 14.

> **A multi-disciplinary approach would include the police, the district attorney's office, courts, social welfare services, treatment centres for battered victims, victim assistance services, victim shelters, kindergarten or school representatives, etc.**

Together, different agencies can address problems from multiple angles. Over the long term, this will have a greater impact and lead to better results.

Members of public forums should be empowered to make the most effective and efficient use of these structures. This might include capacity building in the form of workshops or other training formats, including joint training with police and other government officials. Training components might include the following

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CORE ELEMENTS:

1. **Community partnerships and team building (e.g., partnership development, bridging gaps between police and community perspectives, group facilitation, non-conflict communication, consensus building, and organization of community meetings); and**

2. **Problem solving and project development (e.g., project action planning).**

Organizing training of trainers is essential for ensuring the sustainability of community safety forums. Trainers can transfer their knowledge, skills and, most importantly, own experiences in implementing community safety initiatives and projects to future participants in their own community safety forums, or in other newly created forums.[93]

By developing online platforms, security and safety issues can be raised and training can be uploaded. Online platforms add to the sustainability of community safety forums, regardless of what kind of structure is in place. Since membership in forums is voluntary and changes regularly, online platforms can be useful for providing training to new forum members. Another use for online platforms might be community awareness campaigns, or instruction in the overall purpose and proper functioning of public forums, as well as the roles, rights and duties of their participants in problem-solving processes. Training events can offer participants a means to develop skills in identifying problems, setting priorities, and drafting project proposals, as well as implementing or evaluating projects.[94]

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93 OSCE Mission in Kosovo and US Department of Justice International Criminal Investigative Training Assistance Program (ICITAP), *Assessing the Impact: Kosovo's Community Safety Action Teams* (Pristina, 2009), 16–17.

94 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 38; Stodiek, *The OSCE and the Creation of Multi-Ethnic Police Forces in the Balkans,* 87; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 18.

Empowerment means that the police agree to a two-way dialogue on equal footing based on shared knowledge and to equal rights regarding decision-making and setting priorities.[95] In order to maintain a shared knowledge base, the community should be regularly informed about successes, challenges and other CoP developments. Inaccurate information and rumours should always be quickly corrected, since they can lead to misperceptions, frustration and a loss of interest.

An information network should be established that ensures correct and quick transmission of information. In this context, the media play an important role.

Decisions made at forums should have an impact on the work of the police and other public administration agencies. Public officials must therefore have the competencies and power to translate needs and demands into tailored policy and action.[96] If they do not, communities will soon lose interest in participating. If community members continue to attend public forum meetings at all, they may use the forum only as a platform for making complaints. A simple way of ensuring that decisions or requests made at community forum meetings are delivered on is by meeting minutes or notes being taken. If these minutes are presented at later meetings, this can ensure continuity as well as accountability on the side of the police.

Community forums that have developed sound and trusting partnerships between the public and the police can be invaluable in defusing tensions in crisis situations (such as cases of police misconduct), since they provide an opportunity to discuss the situation at short notice, in well-established structures, and in a trusting atmosphere.

Public forums at the neighbourhood level should be complemented by similar forums at a higher administrative level (i.e., the municipality or district level). Higher level forums can bring together representatives from neighbourhood forums to address problems that are of relevance to more than one neighbourhood or community. While strategic issues are dealt with at both the neighbourhood and municipality level, steps for implementing problem solving are usually be handled at the neighbourhood or grassroots level. Meetings at higher administrative levels provide representatives from neighbourhood forums the opportunity to exchange practical experiences in problem solving. Since meetings at higher administrative levels require more co-ordinated efforts, the structure of such forums will be more formalized than those at the neighbourhood level. The different structural levels are outlined in **Figure 7** below.

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95 Myhill, *Engagement in Policing: Lessons from the Literature,* 38; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 29.

96 Wurtzbacher, "Community Policing und lokale Problembearbeitung: Notizen über die Southwest-Side in Chicag", 7; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 25.

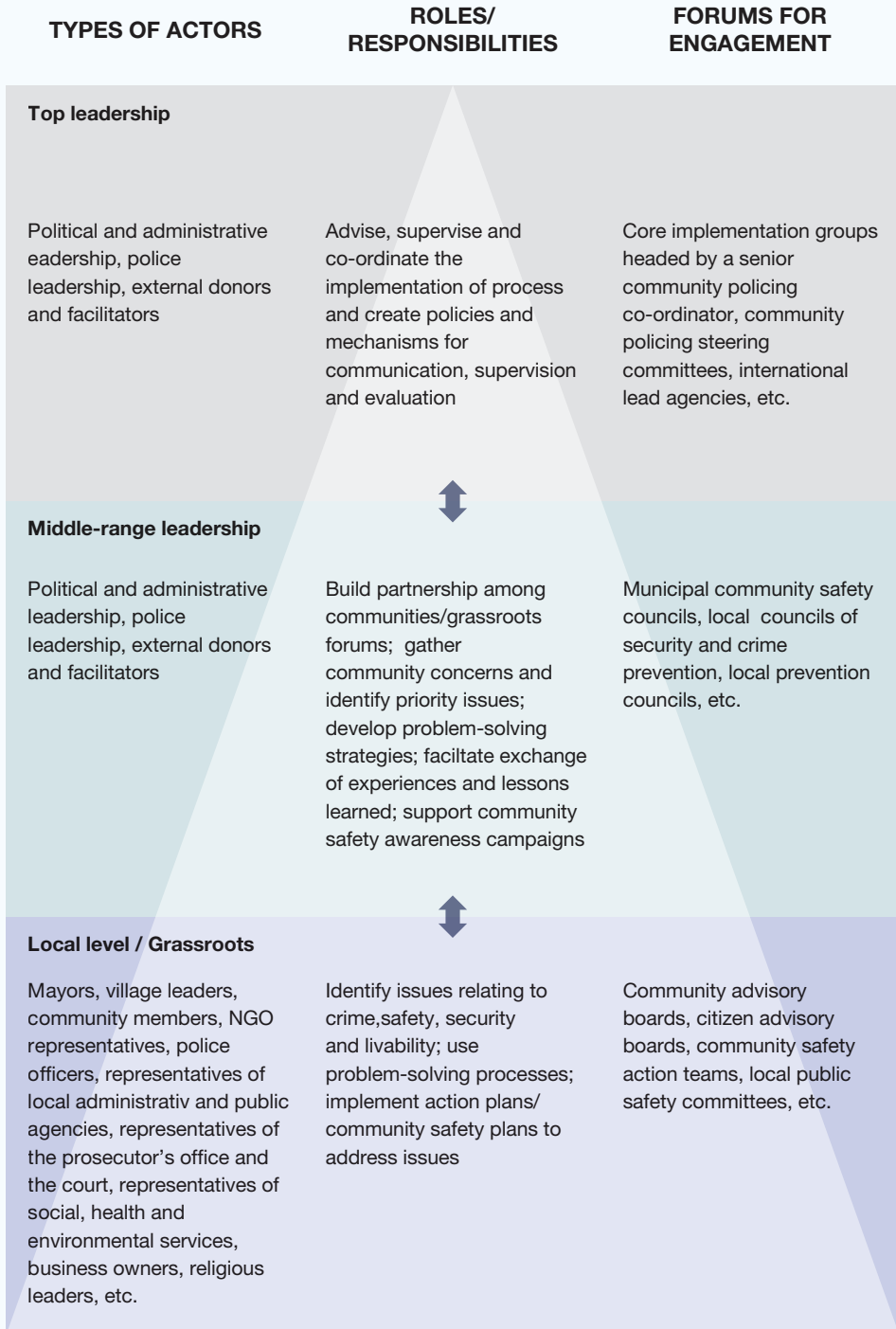| TYPES OF ACTORS	ROLES/ RESPONSIBILITIES	FORUMS FOR ENGAGEMENT
Top leadership		
Political and administrative eadership, police leadership, external donors and facilitators	Advise, supervise and co-ordinate the implementation of process and create policies and mechanisms for communication, supervision and evaluation	Core implementation groups headed by a senior community policing co-ordinator, community policing steering committees, international lead agencies, etc.
Middle-range leadership		
Political and administrative leadership, police leadership, external donors and facilitators	Build partnership among communities/grassroots forums; gather community concerns and identify priority issues; develop problem-solving strategies; faciltate exchange of experiences and lessons learned; support community safety awareness campaigns	Municipal community safety councils, local councils of security and crime prevention, local prevention councils, etc.
Local level / Grassroots		
Mayors, village leaders, community members, NGO representatives, police officers, representatives of local administrativ and public agencies, representatives of the prosecutor's office and the court, representatives of social, health and environmental services, business owners, religious leaders, etc.	Identify issues relating to crime,safety, security and livability; use problem-solving processes; implement action plans/ community safety plans to address issues	Community advisory boards, citizen advisory boards, community safety action teams, local public safety committees, etc.

Figure 7: Structural levels of CoP[97]

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97 Adapted from Fleming, *Experience in Implementing Community Policing in Kosovo*, 2.

CoP structure

The structure of CoP varies widely across police organizations. Some are able to deploy dedicated, full-time community police officers and teams, whereas others may only have the resources to delegate CoP responsibilities to existing units. The guidance provided in this section represents one of many methods for organizing a CoP structure. The method presented here has been informed by lessons learned and international good practices. While police leaders can use this method to inform their thinking, they must also recognize that it may not be suitable for all organizations.

While this section refers to dedicated CoP officers and teams, every staff member should see themselves as a community police officer and be aware of how CoP principles align with or can be applied to their roles.

DEDICATED COMMUNITY POLICE TEAMS

Police leaders need to consider developing and deploying dedicated community police units, units that have community police officers who perform specific CoP duties in communities. This decision should be informed by the context and resources in the particular area to be policed.

Research suggests that CoP is more effective when there is a dedicated unit responsible for community or neighbourhood policing.

Dedicated community police officers assigned to specific areas can act as a conduit for information, as a regular point of contact for individuals and communities, and as the people taking responsibility for implementing specific initiatives in a community. These police officers can also act as liaisons with NGOs, other government agencies, schools, health services, etc.

Dedicated community police officers should be a visible, engaging and daily presence in the community. For this, they need to be distinct from regular emergency response patrols. Nonetheless, emergency response teams should be able to perform visible, engaging CoP duties when not responding to emergency calls.[98]

In countries where the police are generally organized in single-function, specialized units, introducing specialized community police units that complement the national police structure may be the only way to implement CoP. Within the framework of a general police reform, the separate structures can be re-organized and CoP integrated into all units.

Care should be taken not to create or deepen divisions or old rivalries within police agencies. This can be especially the case between patrol units and investigative units, which sometimes have poor records of co-operation or exchange of information.[99] Moreover, the impression that CoP is a function for special units having little in common with "real" law enforcement must be avoided.[100] This can occur if police officers have to co-ordinate community demands and priorities with diverging tactical demands from other (investigative) units.[101] Such misperceptions can significantly hamper department-wide integration of the CoP concept at a later stage.[102] It is thus important to ensure that police officers – whether assigned to patrol, CoP, investigations or other specialized units – meet regularly, are briefed together, and that information is passed on between shifts through log books or beat books.[103]

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98 IOM, *Community Policing Without Borders: Practical Guidelines on Community Policing,* 4.

99 Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 30; Sadd and Grinc, *Implementation Challenges in Community Policing: Innovative Neighborhood-Oriented Policing in Eight Cities,* 8; Skogan, "Community Policing: Common Impediments to Success", 162, 165.

100 Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 30; Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 331; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 27.

101 Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 332.

102 Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 30.

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

Building strong relations between community police officers and other officers is one of the most significant challenges in delivering effective CoP.

An ideal policing structure will have CoP roles and responsibilities integrated into every level. This includes community police officers on the ground, their supervisors, as well as higher-level management:

- Dedicated community police officers liaise directly with individuals and communities in the neighbourhood, and implement initiatives for safer communities, safer roads, crime prevention and criminal interdiction (for additional information, see **Table 1**, "Profile of a community police officer", page 59).

- First-line supervisors are responsible for overseeing the performance of officers on the ground. They may also liaise with communities when there are problems that cannot be resolved by the CoP officers themselves.

- Middle-rank leaders hold overall responsibility for implementing the CoP plan and manage high-level engagement with external agencies and communities to address broader issues that cannot be solved locally.

In addition to these roles, a dedicated community police team should include members from other specialized units (such as drug trafficking, serious crime or road policing) who are given specific CoP duties when not deployed on projects specific to their unit.
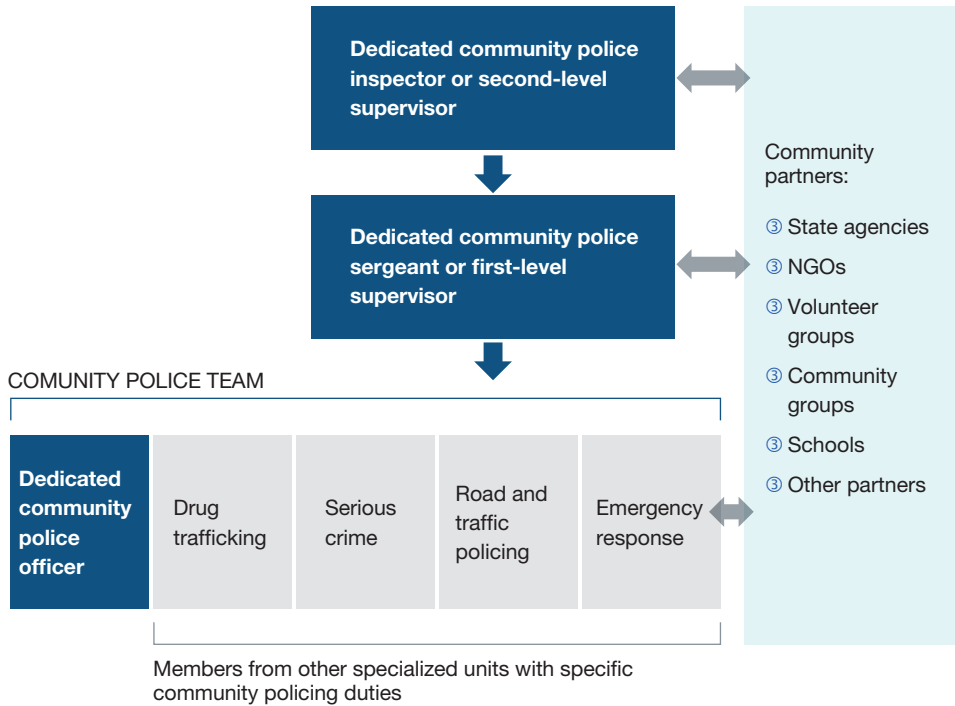

Figure 8: Example of a CoP structure

Profile of a community police officer

While the specific tasks of a community police officer may vary, there are some common responsibilities and competencies to the role. **Table 1** below sets out some of the competencies that a CoP officer needs to have. It may be a helpful guide when selecting dedicated CoP officers. Often communities complain that community police officers are not dedicated to specific areas or roles for long enough periods. It takes time for communities to build up trust with individual officers or teams. For this reason, careful consideration should be given when allocating staff to CoP posts. They should be retained in those positions for a minimum of three years.

Purpose of a community police officer
To provide a policing service to the community through engagement, communication, consultation, collaboration, problem solving and law enforcement

Skills	
Community focus	Providing a visible, engaging presence and responding to the needs of individuals and the community. Developing a deep understanding of the diversity of the community and being committed to meeting their needs, and gaining their trust and respect. Establishing collaborative partnerships to enable the resolution of issues.
Problem solving	Gathering information from a wide range of community sources and analysing identified problems or issues. Involving and collaborating with relevant persons or agencies to agree on a resolution and make it happen.
Communication	Providing clear and concise information to individuals and communities, engaging with them and listening to their problems or issues. Engaging individuals and those with influence in the community to communicate ideas and information. Communicating clearly to demonstrate understanding of the community's needs. Use of social media.
Planning	Planning and organizing activities within the community. Following through on plans to make the community a safer place.
Personal responsibility	Honest and trustworthy. Always does the right thing, even if no one is watching. Motivation to achieve results. Taking personal responsibility for achieving results in the community and reducing incidents of crime, danger and disorder.

Table 1: Profile of a community police officer

Responsibilities	
Community focus and problem solving	Actively seeking out community partners, including volunteers and state agencies working in the community. Collaborating with them to resolve issues and taking the lead in securing co-operation and action. Providing crime prevention advice and contributing to the reduction of crime, danger and disorder. Working to establish community initiatives, such as neighbourhood watch, business watch, text alerts, etc. Working with education facilities to support and protect young and vulnerable persons. Gathering intelligence to support crime reduction as well as detection and prosecution of offenders.
Communication	Conducting community satisfaction surveys. Organizing and attending community meetings, and taking feedback and giving advice. Effective communication with other state agencies and NGOs to ensure collaboration to resolve community-specific issues. Communicating issues up the line internally to ensure a proactive police response. Proactive use of social media to provide relevant information.
Protection of human rights and respecting diversity	Respecting all people, treating them effectively and equitably regardless of race, nationality, culture, disability age or sex. A proponent of equal opportunity and fairness for all. Working with and providing support and advice to marginalized groups (such as vulnerable persons, the elderly, or ethnic/religious/other minorities). Developing a good working relationship with all sections of the community.
Planning	Developing and following through on agreed upon community plans and actions. Providing specialist advice and knowledge to all groups working in the community. Working consistently to achieve policing targets and priorities in the community. Planning and executing crime prevention and detection actions in the community. Planning and organizing police interventions with the community police team with regard to criminal interdiction, drug trafficking and other criminal activities.
Personal responsibility	Personally responsible for developing community safety initiatives and working with individuals and communities for the good of the community. Engaging in regular personal and professional development to enhance the ability to provide professional service.

Experience/Qualifications

- **Minimum of one year** in emergency response policing duties (ideally this should be mandatory to ensure that the officer has operational experience)
- Educational qualification in community studies, social studies, psychology, sociology or other relevant field (strongly preferred)
- CoP course or assessment (considered an advantage)

Key performance indicators (KPIs)

- Database established of all community organizations (NGOs, state agencies, etc.)
- Record of ongoing community collaborations/partnerships
- Record of all community and interagency meetings and outcomes
- Establishment of community initiatives (such as neighbourhood watch, business watch, text alerts, night-time economy intervention, etc.)
- Delivery of dedicated police programmes (such as road safety or school programmes, etc.)
- Presentations made to community groups
- Organization of police open house days
- Establishment or organization of intercultural or diversity initiatives
- Deployment of crime prevention initiatives
- Operational law enforcement
- Gathering of criminal intelligence
- Reductions in crime, danger and disorder

Training in CoP

Since the aim of CoP must be incorporated into all types of operational policing, the essentials of CoP need to be taught to all employees of the organization and included in all training modules.[104] The skills required for CoP should be taught in basic training for cadets and in field training for probationary officers, as well as in in-service training for police officers, supervisors and managers. Elements of CoP training must be included in induction training, regular professional development training, management and supervisory development training, senior leadership team development, etc. For greater effectiveness, training programmes should include elements of both trainer- and student-centred learning.[105] In this way, all police officers can learn how CoP can assist all departments in reducing and preventing crime. This

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104 Brown, *Community Policing: A Practical Guide for Police Officials*, 6; Trojanowicz, Robert and Bucqueroux, Bonnie, *Community Policing: A Contemporary Perspective* (Cincinnati: Anderson Publishing Co., 1990), xiii, xv; Friedmann, *Policing: Comparative Perspectives and Prospects*, 30.

105 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 46f. For more information on modern teaching techniques, see for instance: Office of Community Oriented Policing Services (COPS), *PTO: An Overview and Introduction. A Problem-Based Learning Manual for Training and Evaluating Police Trainees* (Washington, D.C.: US Department of Justice).

can make police work more effective and efficient without being soft on crime.[106]

In addition to training, police managers may also need assistance or mentoring from external consultants to help them adopt their new roles. External civilian trainers or representatives from civil society whose ideas, experiences, drive and ability can help spur the progress of CoP should therefore be invited for mentoring or assistance.

Offering joint training for police officers, representatives of other government agencies, and members of the community who are engaged in CoP projects might be considered as well.

This can facilitate the breakdown of stereotypes and distrust between groups, and promote positive and effective interpersonal and cross-cultural relations. Joint training might focus for instance on conflict management, consensus building, cultural diversity or anti-bias education. Training might also include CoP study tours abroad for both police managers and police trainers to show them good practices and positive results of CoP in other countries.

Prior to deployment, individuals serving as dedicated community police officers will need additional training for their specific role.

For police officers to perform CoP satisfactorily requires extensive training and mentoring. Beyond the traditional technical skills and basic requirements for democratic policing (including awareness of cultural and religious differences, human rights and police ethics[107]), CoP roles demand a broad range of skills, as demonstrated above in **Table 1**. While there are core aspects for which training should be delivered,

also training allowing for the diversity and cultures of individual countries will be required. Key elements of training should include[108]:

Foundations of CoP:

Philosophy and ethos, roles and responsibilities, community engagement, managing relationships with individuals and communities, legislation and law enforcement

Communication skills:

Effective listening, influencing/negotiation skills, conflict resolution, organizing and chairing meetings, presentation skills

Community collaboration:

Working with other state agencies, NGOs and others, diversity and inclusion, human rights, engaging communities and developing trust

Crime prevention and problem solving:

Situational crime prevention, environmental design, intelligence gathering, analytics and mapping, defining problems, problem-solving skills

Personal effectiveness:

Self-management, emotional intelligence, performance management, record keeping

106 McPherson, Nancy, "Reflections from the Field on Needed Changes in Community Policing", in Fridell, Lorie and Wycoff, Mary Ann, eds., *Community Policing: The Past, Present, and Future* (Washington, D.C.: Police Executive Research Forum/Annie E. Casey Foundation, 2004), 135; United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 18; Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 26, 33.

107 OSCE, *The Role of Community Policing in Building Confidence in Minority Communities,* 11; HCNM, *Recommendations on Policing in Multi-Ethnic Societies,* 14, Rec. 8; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 47.

108 See also: IOM, *Community Policing Without Borders: Practical Guidelines on Community Policing,* 16–17.

It may be helpful to organize a yearly conference or workshop for all dedicated community police officers where information can be shared, challenges discussed, and good practices and successes analysed, discussed and celebrated. This would also be an opportunity for senior police leaders to be role models and show their support for CoP.

OPERATIONAL IMPLEMENTATION

Sectoral community policing (SCP) can be used for CoP. SCP involves dividing a geographic policing district into smaller CoP sectors. Sectors may vary in size depending upon the complexity or the conflicts that exist in certain areas or the geographical area to be covered. Community police teams can then be allocated to specific sectors. In turn, these sectors are sub-divided into smaller areas or sub-sectors with a dedicated community police officer or officers who are allocated specific responsibility for that sub-sector.

The SCP approach allows police officers to focus on specific communities, which can contribute to feelings of territorial responsibility and accountability.[109]

Continuing or long-term assignments allow for mutual recognition and foster communication with the community, since police officers and community members will have opportunities to meet on a daily basis. In this way, police officers can acquire an adequate understanding of what is important for individuals and groups within the community, and will be able to provide the public with information about their activities.[110] Officers assigned to particular neighbourhoods can act as a direct link between the public and the police

agency, as well as other public administration agencies or private organizations offering help.

Despite reorienting patrol activities to non-emergency servicing, officers conducting foot patrols should still respond to emergency calls and make arrests (if no other response unit is available). However, they should seek ways to have non-emergency contact with the general public. By doing this, they can develop long-term co-operative initiatives with the public to prevent crime and improve the overall quality of life in the community. Responses to non-emergency phone calls might be organized in ways that allow more free time for long-term problem-solving activities. Instead of routinely sending out patrol cars, for instance, the police might suggest ways for managing minor concerns without police involvement, or for reporting concerns in alternative ways (such as by sending emails or making an appointment at a police facility).[111]

Model police stations

Communication will only improve if CoP officers are visible and easily accessible. This can best be achieved if officers patrol on foot or bicycle.[112]

> **Model neighbourhood police stations and foot patrols whose staff is representative of the community they serve should be created to ensure visibility and easy access to the police.**

This will also improve two-way communication between the police and community members

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109 Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 10.

110 Brown, *Community Policing: A Practical Guide for Police Officials*, 5.

111 Skolnick and Bayley, *Community Policing: Issues and Practices around the World,* 4, 8; Brown, *Community Policing: A Practical Guide for Police Officials*, 6; Trojanowicz and Bucqueroux, *Community Policing: A Contemporary Perspective*, xiii–xiv; Friedmann, *Policing: Comparative Perspectives and Prospects*, 29; Myhill, *Engagement in Policing: Lessons from the Literature,* 10.

112 Trojanowicz and Bucqueroux, *Community Policing: A Contemporary Perspective*, xiiii; Friedmann, *Policing: Comparative Perspectives and Prospects*, 28; Myhill, *Engagement in Policing: Lessons from the Literature,* 10.

of all backgrounds and social groups. Creating sub-stations or mobile stations in high traffic sites, such as schools, community centres, transit hubs or shopping malls, would also facilitate contact between the general public and the police. To help reduce hesitation on the side of the general public about contacting the police, the appearance of patrol officers and the atmosphere at police (sub-)stations should be friendly and non-threatening.

Police stations can have special community contact points providing a friendly atmosphere where community members can feel free to express concerns, make requests and lodge complaints. In an ideal scenario, police stations should also be equipped with technology that enables telephone or internet communication with the public, giving presentations to general audiences, and conducting computer-based problem solving. Since in many cases there is little available funding for such needs, the emphasis should be on the most efficient use of available resources with a view to improving the delivery of services.

Organizing police open house days, in which community groups and the media are invited to police stations, can give the general public a possibility to experience the new service-oriented, friendly and partnership-based style of policing.

Such public relations activities should, however, only be used as a supportive tool to raise awareness within communities. It is easy to focus primarily on public relations activities, thereby neglecting aspects such as changing organizational structures and improving police performance, tasks that are considerably more important.

Decentralization of decision-making

Since different communities have different values, customs and concerns, the police officers assigned to them need to be flexible enough to adapt the police–public partnership approach to the specific conditions of the neighbourhoods in which they work. Since it is the officers on the beat who are most familiar with a community's needs, they should have the autonomy to act at their own discretion when putting police policy into action (such as initiating contacts, solving problems or using resources).

Decentralizing decision-making and resource management from mid-level management to front-line officers is therefore particularly important.[113]

Decentralization is closely linked to a transformation of police officer responsibilities. With decentralization, subordinate ranks become more self-directing. In turn, supervisors and senior ranked officers assume a co-ordinating, guiding and supporting role that encourages front-line officers to be disciplined yet creative in their initiative taking. They also ensure that front-line officers have the resources necessary for effective problem solving.[114] Nonetheless, not only are police officers accountable to the public, the law and the government for the actions they take, they are also accountable to their supervisors.[115]

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113 Skolnick and Bayley, *Community Policing: Issues and Practices around the World,* 4; Brown, *Community Policing: A Practical Guide for Police Officials*, 6; Skogan, "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", 161; Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 23; Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 317; Harris, *The Role of Capacity-Building in Police Reform,* 22; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 41; Osse, *Community Policing: The Concepts and its Characteristics. Is Community Policing a Tool for Better Accountability or Rather a Smokescreen?,* 9.

114 Skolnick and Bayley, *Community Policing: Issues and Practices around the World,* 4; Brown, *Community Policing: A Practical Guide for Police Officials*, 6; Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 23; Bergmans, "Police and Gendarmerie Reform in Belgium: from Force to Service", 8.

115 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 41f.

With decentralization, communication within the police shifts from a predominantly top-down approach to a style that emphasizes a bottom-up approach, with front-line officers transmitting concerns and requests of the community to their supervisors and the higher management. Two-way communication of this type can lead to more collaborative styles of decision-making.[116]

Implementing CoP pilot sites

The ultimate implementation goal is to integrate CoP throughout an entire police organization. However, it may be difficult to change the policing style of all police officers at the same time. There are often officers who, because of their specialized policing areas, see no need for giving the public a say in their work. It thus may be less problematic to start CoP implementation at a pilot site with a pilot staff.

Since the implementation of CoP is a demanding endeavour, influenced by numerous factors both within and outside police organizations, pilot sites allow for learning and fine-tuning without the risk of a bad impact on the image of an entire police agency, or the concept in general being discredited.[117]

Focusing on small pilot project areas also allows difficulties to be identified and corrected early on, and for the outcome of these corrections to be more easily assessed.[118]

Pilot site boundaries should be defined along lines that are geographically manageable and involve distinctive neighbourhood beats. Levels of homogeneity and potential for conflict in neighbourhoods may differ considerably. Police agencies will need to decide whether to select a pilot site with a heterogeneous structure and/or higher conflict potential and high crime rates, or one with a more homogenous or stable neighbourhood with little conflict potential and lower crime rates.

Although success might be more easily achievable in neighbourhoods with low crime rates, there are a number of reasons for selecting more challenging neighbourhoods. First, challenging neighbourhoods suffer most from the problems CoP is well-positioned to solve. Secondly, strategies and tactics that have been successful under challenging conditions have more potential for being adapted to other challenging environments than strategies which have only been tested in a more stable environment. The selection process should also focus on less privileged or vulnerable minority groups, since such groups may be those most in need of strengthened community–police relations and improved problem solving.

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116 Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 23; Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 10.

117 United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 17.

118 Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 17.

In an ideal scenario, pilot sites would be chosen in co-operation with communities living in the target area who are willing to invest in new police–public partnerships.

This would boost local ownership of the implementation process. In places where the local population expresses little interest, community awareness campaigns can be initiated to inform them about the aims of CoP and how to get involved.

Where possible, it is ideal to have several pilot sites covering different community environments that have different degrees of implementation challenges. This will facilitate the evaluation of specific operational strategies and tactics under different conditions.

Another method for comparing and evaluating operational strategies and tactics might be to select several pilot sites with similar characteristics, but to implement CoP in only some of them and use the other communities as "control sites". Organizations can then evaluate whether CoP makes a difference in crime prevention, crime reduction or problem solving. Positive results would make a good case for promoting CoP further.

Pilot sites should be staffed by officers who are motivated to adopt CoP and who have the basic skills for this challenging task. Staffing decisions should also be informed by the composition of the communities in the pilot sites.

An important step in winning the trust of minority or other vulnerable communities is to integrate members of such communities into the police through all ranks and in all functions.

Not only can their integration serve as a confidence-building measure, it can also provide the police knowledge and skills required for working in a multi-cultural and multi-dimensional environment.[119] This includes recruiting and retaining women staff members, whose representation in the police is usually not proportional to the composition of the broader population. Other government agencies might also appoint suitable candidates with the required skills and motivation. To select key players in the community, existing social structures and the advice of influencers within the community should be considered. While public officials should be obliged to participate in community policing, representatives of civil society should be encouraged to volunteer to participate. Their motivation should be the desire to reduce crime and increase safety in their community.

119 OSCE, *The Role of Community Policing in Building Confidence in Minority Communities,* 10; HCNM, *Recommendations on Policing in Multi-Ethnic Societies,* 10f, Rec. 4; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 43; Stodiek, *The OSCE and the Creation of Multi-Ethnic Police Forces in the Balkans,* 7.

Performance evaluations

Meaningful performance evaluation should be linked to assignments, promotions and salaries.[120] A good evaluation system describes performance expectations and is reinforced by ongoing mentoring.[121]

Performance evaluation should focus on an officer's ability to address community problems and to involve the community in this effort.[122] Rather than simply using quantitative output criteria (such as the number of traffic tickets issued or arrests made), a mixture of quantitative and qualitative criteria measuring (long-term) impacts and outcomes should be introduced. This might include an officer's effectiveness in addressing community problems, the level of public satisfaction with the police service, the level of public co-operation, the sustainability of community projects, or the feeling of safety within the community.[123]

Key performance indicators (KPIs) should set out the desired outcomes of community interventions and responses to community engagement.

When defining KPIs, care should be taken that officers do not focus solely on the outcome, but also on the quality of service delivery and engagement.

Sample KPIs might include gender disaggregated data on:

- Ongoing community collaborations/partnerships;
- Intercultural and diversity initiatives established or organized;
- Crime prevention initiatives deployed;
- Criminal intelligence gathered;
- Reductions in crime, danger and disorder.

However, shifting from incident-related work to the solving of clustered problems may lead to measuring difficulties, especially if the public has priorities that are not considered by a police agency's information system.[124] Police management should therefore be open to modifying their measurement system in the implementation review phase. Evaluation must be an on-going process. Developing performance management processes that reflect CoP priorities will require training for the officers who are evaluating performance, as well as for those whose performance is being reviewed.

120 McPherson, "Reflections from the Field on Needed Changes in Community Policing", 133.

121 McPherson, "Reflections from the Field on Needed Changes in Community Policing", 133; Harris, *The Role of Capacity-Building in Police Reform,* 44, 59, 72f; 160–163 and 196–203.

122 Brown, *Community Policing: A Practical Guide for Police Officials*, 6.

123 Brown, *Community Policing: A Practical Guide for Police Officials*, 6; Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 25; Harris, *The Role of Capacity-Building in Police Reform,* 44, 59, 72f; 160–163 and 196–203.

124 Skogan, "Community Policing: Common Impediments to Success", 166.

Evaluation, learning and adaptative management

Introducing CoP is a long-term effort and needs cyclic evaluations.

To systematically and continuously improve the quality of a police service, evaluations should be linked to policy cycles.

 Evaluations are part of a learning and accountability function in which the effectiveness, efficiency and relevance of specific implementation activities are assessed. Information gathered from evaluations can contribute to improving tactics, procedures and techniques, as well as to informing decisions on whether to continue or discontinue particular projects or programmes. They also offer an accounting to stakeholders and taxpayers of how scarce resources have been used.[125] Referral frameworks that support organizational development (such as the European Foundation for Quality Management [EFQM] model, or the Total Quality Management [TQM] model of the Common Assessment Framework) might be appropriate tools for CoP evaluations.[126] If a measurable public perception survey is conducted during the planning stage of CoP implementation, then the results of that survey can be measured against the results of a later one.

Final evaluations should not be undertaken before implemented programmes have had a chance to succeed.

This could mean giving programmes two to five years before evaluating them, depending on the challenges that were confronted in the implementation process. In addition, care should be taken to ensure that any monitoring and evaluation framework contains a sufficiently broad range of qualitative and quantitative indicators. This will allow changes in one area to be interpreted within a broader context (such as, for example, levels of reported crime initially rising as a result of growing public willingness to report to the police).

To avoid perceptions of biased assessments or conflicts of interest, and to raise the credibility of evaluations, self-evaluations by the police can be complemented by independent external evaluations.[127]

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125 Harris, *The Role of Capacity-Building in Police Reform,* 157; OECD, *DAC Evaluation Quality Standards* (Paris 2006), 6.

126 OSCE, *The Role of Community Policing in Building Confidence in Minority Communities,* 6; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 42.

127 OECD, *DAC Principles for Evaluation of Development Assistance* (Paris 1991), Para. 11.

Evaluation criteria

In accordance with the OECD Development Assistance Committee (DAC) criteria for evaluating development assistance, the general criteria for evaluating CoP implementation processes include relevance, efficiency, effectiveness, impact and sustainability[128]:

- **Relevance**: The extent to which CoP measures are suited to the priorities and policies of the target groups, recipients and donors.

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

- **Effectiveness:** The extent to which CoP projects attain their objectives.
  - ▶ To what extent were the objectives achieved or are the objectives likely to be achieved?
  - ▶ What were the major factors influencing the achievement or non-achievement of the objectives?

- **Efficiency:** Measurement of the qualitative and quantitative output in relation to the inputs. This requires comparing alternative approaches to achieving the same outputs to see whether the most efficient process has been adopted.
  - ▶ Were activities cost-efficient?
  - ▶ Were objectives achieved on time?
  - ▶ Was the programme or project implemented in the most efficient way?

- **Impact:** The positive and negative changes produced by a CoP initiative, directly or indirectly, intended or unintended.
  - ▶ What has happened as a result of the programme or project?
  - ▶ What real differences has the activity made to the beneficiaries?
  - ▶ How many people have been affected?

- **Sustainability**: The measurement of whether the benefits of an activity are likely to continue after donor funding, external advice and supervision have been withdrawn.
  - ▶ To what extent did the benefits of a programme or project continue after donor funding ceased?
  - ▶ What were the major factors that influenced the achievement or non-achievement of sustainability of the programme or project?

Other specific areas related to CoP (such as organizational transformation or police–public partnerships) can be assessed using the various metrics and tools outlined in **Table 2**.

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128 OECD, *DAC Evaluation Quality Standards*, 6. On the performance evaluation of the organization. See also Harris, *The Role of Capacity-Building in Police Reform,* 59, 204–206.

Topic	Sample assessment of metrics and tools
Extent of organizational transformation	▪ Level of autonomy in decision-making; ▪ Level of decentralization of patrol, crime analysis and investigation units; ▪ Level of internal co-operation and communication; ▪ Recruitment modifications reflecting the skills and characteristics required of community police officers and the extent to which training curricula (for basic, field and in-service skills) integrates CoP principles and skills;[129] ▪ Individual performance evaluations; ▪ Level of job satisfaction of the police staff. (See also Box 3, page 71, for a list of questions for evaluating the organizational transformation of police agencies.)
Performance of other government agencies	▪ Level of their commitment to and participation in problem solving; ▪ Level of resources they provide for problem-solving activities; ▪ Level of interagency co-operation and communication.
Development of police–public partnerships	▪ Conducting public perception surveys and focus group interviews on police performance and the safety and security situation in the community; ▪ Conducting internal and public oversight reports on the police (accessibility and responsiveness of the police); ▪ Analysing media reports; ▪ Keeping records of police–community activities; ▪ Analysing the sustainability of formal and informal public forums, etc.[130] (See also Box 4, page 72, for a list of questions for evaluating the development of police–public partnerships.)

Table 2: Sample assessment of metrics and tools

To assess crime control and prevention activities, quantitative assessment tools (such as crime statistics, crime clearance rates or victimization reports) should complement the mix of qualitative and quantitative assessment methodologies mentioned above.

The public should be informed about the results of an evaluation, including both positive and negative results. This is required by the democratic policing principle of accountability. In cases of successful problem-solving activities, it will also further mobilize community participation and strengthen the po-

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129 Fridell, Lorie, "The Defining Characteristics of Community Policing", in Fridell, Lorie and Wycoff, Mary Ann, eds., *Community Policing. The Past, Present, and Future* (Washington, D.C.: Police Executive Research Forum and Annie E. Casey Foundation, 2004), 10.

130 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 37.

lice–public partnership. Providing space for reflection and celebration of problem-solving successes can also strengthen feelings of pride and local ownership among all stakeholders involved.[131]

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

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

131 Saferworld, *Creating Safer Communities: Lessons from South Eastern Europe,* 11.

132 Trojanowicz, Robert and Bucqueroux, Bonnie, *Community Policing: How to get started* (Cincinnati: Anderson Publishing Co., 1998).

BOX 4 – Examples of questions for evaluating the development of police–public partnerships[133]

- Do police officers initiate proactive efforts to reduce crime, drugs, fear of crime and community disorder, including neighbourhood decay?

- Do officers tailor their response to local priorities, needs and resources in the communities?

- Are average community members allowed input into the process of setting local priorities?

- Do officers promote informal conflict resolution among residents?

- Do officers address the needs and problems of vulnerable groups?

- Do officers work with the community on prioritizing and addressing problems with social disorder?

- Do officers serve as catalysts to integrate the interest of the communities with that of other government agencies?

- Do officers avoid efforts that favour one group over another?

- Do officers express respect for racial, ethnic, religious, cultural and sexual differences?

- Are officers free of political bias?

MODIFICATION AND EXPANSION

Based on the results of an evaluation, a review process should be initiated, involving all stakeholders, that focuses on all stages of the CoP implementation process. Any structural, organizational and strategic activities that have not proven successful in improving police–community relations, fostering active community participation in problem solving and reducing crime, or enhancing the community's feeling of safety over a longer period of time should be thoroughly redesigned.

If pilot site programmes prove successful, they should be expanded to additional (pilot) sites throughout the municipality, city, region or nation, depending on the resources available (including the number of project co-ordinators, or the number of police officers and managers trained in CoP). The officers involved in the pilot phase should serve as a core team of advisers for explaining the strategy to their colleagues in other departments and geographical areas.

It should be kept in mind that regional diversity might influence the implementation of CoP in various ways, and thus what worked in one community might not work in another.[134]

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133 Trojanowicz and Bucqueroux, *Community Policing: How to get started*.

134 Saferworld and SEESAC, *Philosophy and Principles of Community-based Policing*, 14; Purdy, *Community Policing,* 16.

Key takeaways on implementing community-oriented policing on the front line

One of the greatest challenges to implementing CoP is gaining the trust of communities and securing their willingness to work with the police to solve problems and keep their community safe.

Trust has to be earned. The ethical behaviour and accountability of all police officers is a key to a CoP endeavour. It is important to identify and consult with all relevant stakeholders in the community.

It is difficult to define any one particular structure for implementing CoP on the ground. The decisions that leaders make will depend upon the organization, physical/financial/human resources available, co-operation of other agencies and the collaboration with communities. This includes decisions regarding whether to form community police units with dedicated, trained police officers allocated to specific areas or sectors. To ensure all relevant data is available to leadership prior to any decisions, the division of neighbourhoods or sectors can only be made following internal and external consultation and data analysis.

CoP plan and structure:

- To implement CoP on the ground, both a plan and a structure are required. These should be shaped in consultation with communities prior to implementation. It must be clear what community policing will look like in operational terms, what kind of reporting structure will be put in place, how much autonomy community police officers will have, and what the goals and objectives are. KPIs should be established that are clear regarding intended outcomes and success.

- From a resourcing perspective, the policing plan should indicate whether dedicated community police officers will be deployed to dedicated sectors or areas.

- Pilot sites can be a useful tool for learning and fine-tuning without risking negative impacts on the image of an entire police agency, or discrediting the concept of CoP in general.

Community and interagency engagement:

- Consideration must be given to how community partnerships will be set up and managed. Police officers need to know how to communicate with communities and, if there is a low level of trust in the police, what strategies or steps will be used to counteract that. Community feedback is important. Communities must see that they are taken seriously and that some of their recommendations or suggestions are implemented. If there is a legislative framework underpinning any of these partnerships, it must be adhered to.

- Engagement strategies should also consider how partnerships will be resourced and funded. Community police teams should provide a continuous, visible and engaging presence in communities. A strategy is needed for ongoing engagement. If community forums are used, a policy is needed on how these forums will be run.

Community police officers:

▪ Organizations should identify the role profile, skill sets and training requirements for community police officers. This includes considering the following questions: What is expected of dedicated community police officers? What type of police officer is best suited for the role? What kinds of experience and what skill sets are needed? What training will be provided, and who will develop and deliver that training?

Professional standards:

▪ Every police agency must have an ethical framework that is aligned with CoP. A transparent governance and accountability system must be in place; every police service should be open and transparent in their dealings with the public. An independent oversight body will help build trust and confidence, particularly in police organizations where relationships with communities are difficult.

Police leaders must be very clear about their ethical disposition and professional standards.

A vital element of this is developing a Code of Ethics. Every member of the organization must be accountable and perform their duties in accordance with this Code of Ethics. Any disciplinary breaches (including breaches of the Code) must be dealt with in an open and transparent manner and in accordance with the ECHR principles of transparency, fairness and proportionality.

Consideration should also be given to the International Bill of Human Rights, which consists of the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights, and the International Covenant on Civil and Political Rights with its two Optional Protocols.[135]

▪ Leaders should also note that police officers are citizens too, and thus should also be treated in accordance with these principles.

Monitoring, review, and adaptive management:

▪ Police leaders should integrate a monitoring and review process into their CoP policing plan. It is important to seek feedback from all stakeholders and to measure progress. Seeking feedback means listening carefully to the concerns raised by communities. It also means being open to constructive criticism and making the necessary changes to improve. Leaders must implement a process to monitor progress and decide how success will be measured.

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135 See UN General Assembly, *International Bill of Human Rights*, 10 December 1948, A/RES/217(III)A-E. Available at: https://www.refworld.org/docid/3b00f08b48.html [accessed 20 April 2022]

Reflection questions on implementing CoP at the front line

The following questions provide readers an opportunity to further reflect on the needs of their specific organization in implementing CoP on the ground:

- What will CoP look like on the ground? What is included in my organization's CoP plan? Who has helped develop it?

- How will we get feedback from stakeholders? What processes or methods will we put in place for community engagement?

- Which community groups, NGOs and government agencies are working in my area of responsibility? How will I communicate with them? How will we agree on collaboration and co-operative arrangements? Is there legislation we need to be aware of?

- How are we going to identify neighbourhoods? Will we implement a dedicated community police unit?

- What skills and competencies are needed for a community police officer in my organization? Do existing officers have these skills or is additional training needed? Are these skills and competencies integrated into existing training programmes?

- Does my organization conduct business in an open and transparent manner? Is there independent oversight? Is there an independent body for receiving and dealing with complaints?

- What are my organization's professional standards? Is there a Code of Ethics that all officers understand? What is the current state of discipline in the organization? Are all people treated fairly and in accordance with basic ECHR and UDHR principles (including police officers accused of wrongdoing)?

- How will we monitor the implementation process? What will success look like? How will we identify what needs to change? How will we deal with stakeholder criticism?

CHAPTER 3:
EVIDENCE-BASED
POLICING

As a complement to traditional (reactive) enforcement activities, a problem-solving approach to reducing crime and increasing safety is an important aspect of CoP.

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, thus treating them as a group of problems, thereby determining the underlying causes of crime and disorder.[136]

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136 Goldstein, Herman, "Improving policing: A problem-oriented approach", *Crime & Delinquency*, 25 (1979), 236–258; Skolnick and Bayley, *Community Policing: Issues and Practices around the World,* 17; Goldstein, Herman, *Problem-Oriented Policing* (Philadelphia: McGraw-Hill, Inc., 1990), 32–49, 65–145; Skogan, "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", 161; Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 312; Bucqueroux, "What community policing teaches us about community criminal justice", 2; United Nations, *Draft UN Technical Guidance on Community-Based Policing Techniques*, 14–16; Osse, *Community Policing: The Concepts and its Characteristics. Is Community Policing a Tool for Better Accountability or Rather a Smokescreen?,* 9.

Examples of analytical information gathering are conducting victimization surveys, mapping crime hot spots, or canvassing social and health facilities or schools.[137] Since information of this type can only be gathered within a community, close and trusting co-operation is indispensable.

This approach is the result of policing that is evidence-based, intelligence-led and problem-oriented.

> **In other words, data, analysis, research and evidence play a key role in shaping policing priorities and community-driven initiatives. This type of policing responds and adapts to the specific dynamics present in a given community.**

Every community is different, with its own unique set of problems, environmental factors and crime patterns. Each community also has a range of strengths and opportunities. It is important that these are also understood as part of the process of analysing crime problems and devising effective responses. Therefore, accurate information related to the whole community is vital for effective policing. If this information is not accurate or up to date, police responses will not be optimal.

In order to make a police–public partnership approach to problem solving successful and sustainable, all branches of the police need to adopt the philosophy of CoP and be committed to following a crime preventive, problem solving and co-operative approach when dealing with the public and other government agencies, as well as with all other police units.[138]

This chapter focuses on the importance of having an evidential basis for implementing CoP initiatives, and for dividing policing areas into smaller sectors for CoP purposes.

It discusses the need for factual data, scientific evidence and data analysis to enable decision-making regarding resource allocation, specific CoP initiatives, interagency initiatives and policing interventions. A sample list of prevention, deterrence, and diversion initiatives is also provided.

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137 Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 39; Tilley, "Community Policing, Problem Oriented Policing and Intelligence-Led Policing", 312

138 Friedmann, *Policing: Comparative Perspectives and Prospects*, 30; Myhill, *Engagement in Policing: Lessons from the Literature,* 10; Børstad, *Problem oriented policing in Norway – Background, strategies, challenges and possibilities,* 9.

Policing based on data and analytics

Evidence-based policing is the use of professional judgement, experience and knowledge, together with factual data, data analytics and up-to-date scientific research, to provide excellence in a policing service. Lawrence Sherman is credited with coining the term "evidence-based policing" in a 1998 Police Foundation paper. He argued that "police practices should be based on scientific evidence about what works best."[139] Sherman outlined the following three strategic principles:

1	2	3
Target:	**Test:**	**Track:**
Police should conduct and apply good research to target scarce resources on predictable concentrations of harm from crime and disorder.	Once police choose their high-priority targets, they should review or conduct tests of police methods to help choose what works best to reduce harm.	Once police agencies use research to target their tested practices, they should generate and use internal evidence to track the daily delivery and effects of those practices, including public perceptions of police legitimacy.[140]

Evidence-based policing enables a deeper understanding of the issues and problems affecting individuals and communities, enables more informed choice making, informs policy and resource allocation, and serves to enhance the policing service provided and therefore the well-being of the police. It also includes constant review and evaluation of practices and outcomes to establish how effective a police service is in achieving their goals.

There is a tendency for police organizations to focus on crime investigation and criminal interdiction. In contrast, the CoP ethos puts the focus on crime prevention, deterrence and diversion. Evidence-based policing is a prerequisite for implementing such measures in communities; there is an interconnectivity between collaborative problem solving and evidence-based policing.

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139 Sherman, Lawrence W., *Evidence-based policing* (Washington, D.C.: Police Foundation), 2.

140 Sherman, Lawrence, "The Rise of Evidence-Based Policing: Targeting, Testing, and Tracking", *Crime and Justice* 42 (2013).

There are four aspects to evidence-based policing that require consideration[141]:

- **Data** is needed about a wide array of conditions — both in the community and inside the organization — so that issues and problems can be identified and performance can be monitored.

- **Analysis** helps organizations figure out why issues and problems are occurring and identify patterns and trends that need to be addressed.

- **Research** is needed to evaluate the effectiveness of a police organization's programmes and strategies, including both ongoing practices and newly implemented ones. Research is also required any time an important question comes up and the answer cannot be answered through a simple internet search.

- **Evidence** is derived from an organization's own data, analysis and research, as well as studies done elsewhere. A law enforcement agency needs to cultivate its ability to find and produce evidence, weigh its credibility and relevance, and then use the evidence appropriately to best inform decisions and practices.

BOX 5 – Evidence-based policing and vulnerable communities

Evidence-based policing not only identifies community needs and expectations, it can also identify the most vulnerable members of a community and the specific interventions required to prevent, detect and support investigations in relation to them.

Vulnerable populations are those in the community who face risk of harm through marginalization, exclusion and/or discrimination due to their age, physical or mental condition, ethnicity, sexual orientation or other factors. This can include young people, the elderly, people with mental health issues, people with physical disabilities, homeless persons, substance abusers, victims of domestic violence, immigrants, sex workers, members of the LGBTQIA+ community, or members of minority racial and ethnic groups.

Police need to take extra effort to protect vulnerable people from crime and other safety threats, particularly those who face discrimination, marginalization, exclusion, or barriers to accessing services, including access to justice. The ideal person for gathering such data and protecting these groups is a community police officer. This work is done through engagement, consultation and advocacy with others. It is not expected that a police officer alone be responsible for identifying those most vulnerable or for protecting them, but police officers should collaborate with all other agencies working in the community to keep such people safe.

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141 Cordner, Gary, *Evidence-Based Policing in 45 Small Bytes* (Washington, D.C.: National Institute of Justice, 2020).

Intelligence-led policing utilizes data to identify priority targets for policing in the community. The targets can be recidivist offenders or gangs, locations where crime, danger and disorder are most prevalent, or areas where specific behaviours are leading to criminal activity. One of the benefits of having dedicated community police officers in particular areas is the ability to gather the most up-to-date knowledge and information for further analysis. This analysis will consider if there are specific crime trends, patterns of behaviour, links between criminals or recurring incidents of crime, danger, or disorder at particular times or on specific days. Once an analysis is complete and a strategy has been decided upon, this is shared with the community police officers for implementation – thereby completing the feedback loop.

> **Intelligence-led policing requires a dedicated analytics hub to process the information coming from police officers and the community.**

Information must be fed into the hub from every section of the police organization. The information/intelligence hub should not only grade and analyse information for criminal intelligence purposes, but it should also take responsibility for tracking and identifying specific neighbourhood problems, and for conducting both public satisfaction surveys and internal surveys related to policing matters.

Intelligence-led policing should not be confused with CoP, although the two are interconnected and support one another. CoP is often incorrectly confused with "intelligence gathering", which is only one component of using a CoP approach to problem solving. Intelligence is gathered to support problem solving as part of the police responsibility to investigate or prevent crime and bring offenders to justice. Reliable intelligence allows police resources to be lawfully directed toward re-

ducing crime. Whilst performing their duties, police officers often receive information (raw data) from a variety of sources. This may then result in analysis by other intelligence professionals, who turn raw data into intelligence. That intelligence can achieved by gathering evidence through surveillance or research, search, arrest, or crime prevention activities. Intelligence products support community police officers to target offenders and to use their resources in a more coherent way.

CoP uses several pillars for working with others. In response to victim and community needs, these include partnerships, engagement, accountability, dialogue and joint problem solving. CoP must be done with integrity to protect communities and keep them safe from harm. As mentioned above, information is often gathered by community police officers. By gathering intelligence in a confidential and lawful manner, it can be used for lawful purposes that are reasonable, necessary, and proportionate, and that avoid any breaches of individual human rights.

Problem-oriented policing relies on data from community police officers to identify emerging crime and disorder problems, to analyse and describe these problems and discover why they are occurring, to implement specific responses, and to evaluate these response to determine whether the intervention has been successful according to previously agreed-upon criteria (see also the scanning, analysis, response, and assessment [SARA] model in **Figure 9**, page 82).

CoP draws on all three approaches – evidence-based policing, intelligence-led policing and problem-oriented policing – by promoting policing solutions that are informed by and grounded in evidence and intelligence.

Community police officers play an integral role in this because they have so much contextual knowledge from regular interactions with community members and other partners.

But evidence alone is not sufficient. Intelligence hubs are needed to process the information into useful analysis that can then inform policing actions. For an effective police service, good quality streams of information as well as analysis techniques are needed.

Using data analytics for problem solving

The process for collaborative, data-driven problem solving will vary from organization to organization. Nonetheless, it will generally align with the following steps, which should be carried out within a co-operation between the community and the police[142]:

3. **Problems and incidents are scanned, identified and then analysed;**

4. **Solutions are developed and implemented;**

5. **The results of implementation are assessed and applied.**

Other government agencies (such as local governments and administrations, courts, prosecutor's office, and social, health and environmental services) should also be actively involved, since they may offer complementary resources for resolving certain crime- and safety-related issues.[143] For example, if improving street lighting is identified as a potential means for reducing crime, this is a step that would be carried out by the municipality.

There are various problem-solving models and tools that can be used to support this process, such as the SARA model in combination with the Problem Analysis Triangle[144] (see **Figure 9**, page 82).

The Problem Analysis Triangle provides a way of examining recurring problems of crime and disorder.

It assumes that crime or disorder results when (1) likely offenders and (2) suitable targets come together in (3) time and space. Offenders can sometimes be controlled by other people (i.e., "handlers"). Also targets or victims can sometimes be protected by other people (i.e., "guardians"). And places are usually controlled by someone (i.e., "managers").

The Problem Analysis Triangle helps to understand how offenders and their targets or victims come together in places, and how those offenders, targets/victims, and places are or are not effectively controlled. Understanding weaknesses in the Problem Analysis Triangle in the context of a particular problem will point the way to new interventions.[145]

142 IOM, *Community Policing Without Borders: Practical Guidelines on Community Policing,* 9.

143 Skolnick and Bayley, *Community Policing: Issues and Practices around the World,* 17; Bureau of Justice Assistance, *Understanding Community Policing: A Framework for Action,* 39; Skogan, "Partnerships for Prevention? Some Obstacles to Police-Community Co-operation", 161; OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 37; Børstad, *Problem oriented policing in Norway – Background, strategies, challenges and possibilities,* 9.

144 Arizona State University, Center for Problem-Oriented Policing (no date) The Problem Analysis Triangle. Available at: https://pop-center.asu.edu/content/problem-analysis-triangle-0 [accessed 13 January 2022].

145 Arizona State University, Center for Problem-Oriented Policing, The Problem Analysis Triangle.

SCANNING

List problems regarding crime, safety and livability in the community. Choose one problem from the community's list and set priorities. Clearly define problems.

ASSESSMENT

What is the outcome of the efforts that were undertaken? How effective was the strategy?

ANALYSIS

Define partners and the underlying conditions of the problem.

Apply the Problem Analysis Triangle

HANDLER

GUARDIAN

OFFENDER

VICTIM

Crime/Problem

LOCATION

MANAGER

RESPONSE

What strategies need to be employed to reduce or eliminate the problem? What needs to be done? Who must do it? When does it need to be done?
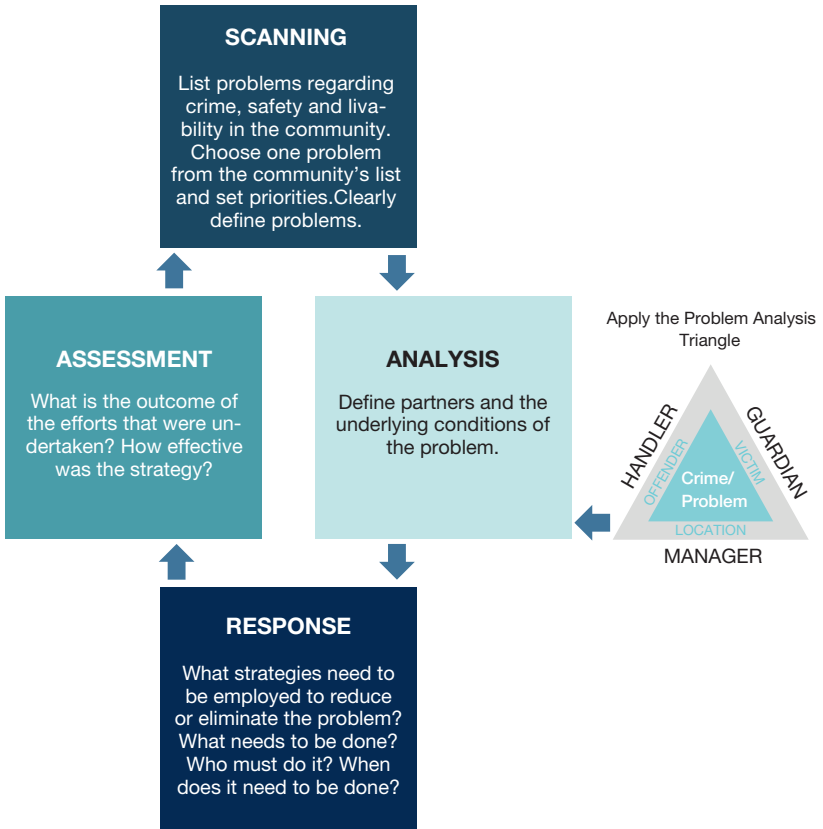
Figure 9: The SARA model and the Problem Analysis Triangle[146]

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."[147]

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146 Adapted from OSCE Mission in Kosovo and ICITAP, *Assessing the Impact: Kosovo's Community Safety Action Teams* (Pristina, 2009).

147 Saferworld, *Creating Safer Communities: Lessons from South Eastern Europe,* 11; Direction générale de la gendarmerie nationale, *Les contrats locaux de sécurité et les conseils locaux de sécurité et de prévention de la délinquance* (Paris, 2007), 1.

Prevention, deterrence and diversion initiatives

Police leaders are responsible for balancing various policing strategies with the benefits to the individual and community in reducing crime and the fear of crime, and for pursuing strategies that will improve individual and community safety, enhance trust and confidence, and make the best use of the resources available.

Evidence-based policing can assist police leaders to make decisions informed by the specific needs of their community. There are various prevention, deterrence and diversion initiatives that dedicated community police officers can undertake in the community, including:

Focused prevention initiatives to prevent crime, danger and disorder in communities:

- Identify, tackle, disrupt and constrain identified active criminals in the community;

- Provide up-to-date information on the behaviours, routines, habits, modus operandi, dispositions, movements, relationships, etc., of criminal targets for dissemination to all police units;

- Implement priority operational orders based on intelligence-informed decision-making to maximize the preventative impact of police capability in the community;

- Legitimate sharing of relevant information with other enforcement agencies to prevent crime, danger and disorder (within data protection guidelines).

- Avoid the unlawful discrimination of individuals based on stereotyping, which can result in reduced trust or pushing individuals towards violent extremism.

Law enforcement initiatives focused on criminal elements in communities:

- Rapid response to and investigation of serious crime, disorder and dangerous behaviours, with a view to prosecute offenders and recompense victims;

- Challenge, disrupt and constrain identified subversive and organized criminals, and reduce their impact on community safety and well-being;

- Conduct joint operations with other enforcement agencies in the community (such as customs agencies).

Diversion initiatives provide methods to protect young and vulnerable persons from crime or danger:

- Reduce the flow of children and young people into crime, disorder or dangerous behaviours by early intervention and diversion into police programmes, education programmes, community initiatives, security forums, etc.;

- Identify at-risk children and young people for referral to relevant child protection agencies;

- Identify victims of domestic/gender-based violence or sexual exploitation for referral to support agencies;

- Work with community and relevant state agencies to refer addicted, victimized or vulnerable offenders to an agency that can deliver the most effective treatment, support and recovery services;

- Engage partner agencies to search for ways to incentivize persons with substance-use disorders or vulnerable offenders to seek help.

BOX 6 – Sample diversion initiatives

Juvenile diversion programmes need to be established on a statutory footing. The aim of such programmes is to prevent adolescents/minors (between 12 and 18 years of age) from entering the criminal justice system. A caution is administered in lieu of a criminal conviction. Diverting adolescents/minors from committing further offences is another intended outcome of the programme. To be considered for inclusion in such a programme, each adolescent/minor must accept responsibility for the offending behaviour, agree to be cautioned and, where appropriate, agree to terms of supervision.

Youth diversion projects run in partnership between the police, youth justice and community-based organizations. These projects deliver community-based, multi-agency youth crime prevention initiatives that primarily seek to divert adolescents/minors (between 12 to 18 years of age) who have been involved in anti-social and/or criminal behaviour. They provide them with programmes and interventions with a focus on reducing offending and recidivism behaviour, facilitating personal development, promoting civic responsibility and improving long-term employability prospects. Such projects can involve education, apprenticeship or rehabilitation programmes, since such programmes can contribute to improving the quality of life within communities.

Young persons' forums build relationships between the police and young people. Such forums should be supported by the police and be provided resources to enable them to function effectively. Resources might include the provision of IT equipment, stationery, mobile phones, a venue and money for refreshments. Where possible, young persons should be given the responsibility to chair and host the forum. In initial stages of development, the police might need to provide training, guidance and support. Developing policies and guidelines allows for clarity in how the forum operates. Such forums are excellent opportunities for community police officers to build relationships. Whenever possible, the views of young persons should be reflected in local policing priorities. It is thus important that police officers listen and respond to the views expressed at such forums.

The Halt Penalty is a penalty tailored to a particular offense and the juvenile who committed it. The severity of punishment depends on a number of points, such as age and the seriousness of the situation. A Halt Penalty can consist of conversations between the juvenile, parents and a Halt employee; learning assignments; offering apologies; compensation for damage; and/or a work assignment.[148]

(For additional examples, see the IOM's 2022 *Community Policing Without Borders*.[149])

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148 De Waard, Jaap. Halt in the Netherlands: Aiming to prevent and combat juvenile crime. Available at: 10.13140/RG.2.2.18589.15847 [accessed 20 April 2022].

149 IOM, *Community Policing Without Borders: Practical Guidelines on Community Policing*, 13–14.

Problem solving or working with the community to solve recurring issues:

- Build community and stakeholder confidence, participation and resilience towards the prevention and reduction of crime, disorder and dangerous behaviour by being present, engaged, supportive and involved in community prevention and safety groups;
- Proactively initiate and support community and police prevention initiatives, such as a neighbourhood watch or business watch, text alerts, night-time economy policing, etc.;
- Initiate knowledge sharing and partnership with community partners;
- Resolve recurring service issues in the community.
- Targeted prevention, deterrence and diversion initiatives.

BOX 7 – Sample problem-solving initiatives

Neighbourhood watch is a crime prevention and community safety programme for urban areas. It operates as a partnership between the police and the public. It works on the basis that every member of a community can help to improve the quality of life in the area by keeping a look out for neighbours and reporting suspicious activities to the police. Neighbourhood watch programmes aim to improve community safety, prevent crime, develop links between the police and the community, increase public confidence in the police, foster a caring environment for older and vulnerable people and reduce anti-social behaviour.

Community alert is a community safety programme for rural areas with an emphasis on older and vulnerable people. It operates as a partnership between the community and the police. It works on the principle of shared responsibility for crime prevention and reduction. Community alert programmes aim to foster the process of community development, reduce opportunities for crimes to occur, unite communities in a spirit of neighbourliness and community service and devise programmes to improve the quality of life for all members of rural communities

Text alert programmes enable communities to set up a group to receive alerts advising them of suspicious or criminal activity in their area. They can also lead to users to report suspicious activity to the police. Sending information by text message means that information can be disseminated rapidly to a large group of people in a cost-effective way.

Business watch (local neighbourhood businesses), **campus watch** (local universities, education facilities, schools), **night-time economy initiatives** (local hospitality providers such as hotels, bars, restaurants), **and hospital watch** (hospitals, medical facilities) are similar crime prevention initiatives for specific areas where the police work in partnership with business owners, students, etc. to prevent and reduce crime and anti-social behaviour in particular areas.

Non-policing challenges that are not specifically policing issues but are faced by police officers on a regular basis (such as mental health or environmental issues) can be dealt with in various ways, such as:

- Developing memoranda of understanding (MoU) with other agencies (such as health or environment institutions) that set out the responsibility of each agency and how collaboration can be undertaken with regard to specific identified issues;

- Working with external agencies and communities on environmental design (such as derelict buildings, street lighting, community closed circuit TV, roads, etc.);

- In co-operation with relevant state agencies, engaging marginalized people in the community who require professional services outside the remit of the police (such as vulnerable persons with mental health issues), services that are often needed outside of regular working hours for the relevant agencies.

All dedicated community police officers must receive training in these areas to be able to establish the necessary partnerships and working arrangements as outlined in the chapters above.

Key takeaways on evidence-based policing

A problem-solving approach to reducing crime and increasing safety is an important aspect of CoP. Moreover, having an evidential basis for implementing CoP initiatives is imperative.

The following are best practices and key points for ensuring that police organizations prioritize a collaborative, data-driven approach.

Policing based on data and analytics:

- Evidence-based policing uses data, analysis, research and evidence to make decisions regarding the allocation of resources and specific community policing initiatives, interagency initiatives and policing interventions. This includes gathering information from communities (including the information community police officers gather on the ground), analysing crime trends, and researching latest information and technologies. This approach can benefit the individual and community, build safer communities, and target those involved in organized crime. For prevention and interdiction initiatives to be effective, they must be fact-based and informed by the systematic collection, retention and analysis of quality data and intelligence.

- Priority should be given to protecting those who are most vulnerable in the community. Successful initiatives will help to build trust and collaboration within communities.

- Crime prevention initiatives, interagency forums and community initiatives must be established depending on what best fits the community. Some crime prevention steps may require legislative interventions (such as juvenile diversion programmes). Police leadership must work with the justice system to implement such programmes.

- Police officers should be provided with appropriate training and ongoing professional development to ensure they have the knowledge, awareness and skills for a professional approach to evidence-based policing that avoids biases or discrimination.

Prevention, deterrence and diversion initiatives:

- Prevention, deterrence and diversion initiatives should be created based on the dynamics and needs of the individual community. If data analysis is carried out to a high standard, policing actions should be able to specifically target suspects and organized crime.

- Analysis should identify where diversion initiatives are appropriate (particularly in relation to young people or vulnerable victims). This will assist the police to prioritize their actions and identify specific areas in the community

requiring police intervention or a police presence. This will provide reassurance for communities regarding safety.
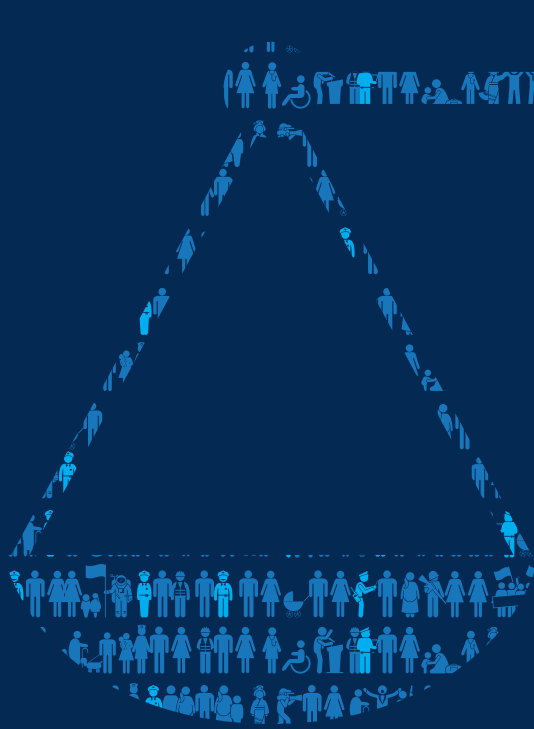
- Since the police are sometimes the only 24-hour service available to communities, they invariably end up dealing with non-policing issues, issues that are not specifically within the police's mandate or responsibility. To mitigate non-policing issues that arise out of hours as best possible, police leaders must collaborate and develop close working relationships with other agencies. Memoranda of understanding can be used to create standards on how different agencies co-operate and work together.

Reflection questions on evidence-based policing

The following guiding questions can help readers to reflect on evidence-based policing practices and priorities in their own police organization.

- Where is my organization in terms of gathering information from communities? Do we have the ability to process this data and turn it into actionable intelligence? How does our data analysis assist CoP?

- Are police officers aware of the importance of information gathering and utilizing the knowledge they receive about what is happening in the community for the benefit of that community? What additional training is required in this regard?

- Which problem-solving tools (such as the SARA model) does my organization use to analyse and find the best solution to problems and issues? Are these tools being used effectively?

- What is the decision-making process for policing priorities and activities? Are these carried out based on facts, intelligence and data analysis?

- Who are the most vulnerable people in our community? What are the structural factors that contribute to this vulnerability and are there actions that police can take to redress this? What initiatives has our organization put in place to protect vulnerable people?

- What initiatives or procedures do we have in place to respond to children in conflict with the law, and/or children at risk of coming into conflict with the law?

- Have we considered initiatives to support individuals with substance-use disorders?

- What problem-solving or prevention initiatives are in place? Have we initiated neighbourhood watch or community alert schemes in our communities? Have we considered the use of closed circuit TV, text alerts or other prevention initiatives?

- How does our intelligence system function? Is it adequately resourced? Does it inform police priorities and operations in a meaningful way?

- Who are the top criminal targets in our area of responsibility? Have we prioritized these for interdiction initiatives? Where are crime "hot spots" in the community?

- How do we use information and data to identify the non-policing issues that our officers attend to? How much time do our officers spend on non-policing issues? What is our process for working with the agencies responsible for dealing with these issues? Do we have memoranda of understanding with these agencies?

CHAPTER 4: PROCEDURAL JUSTICE

In many communities and societies, access to justice is very difficult or even non-existent, or there is unequal application of justice. Justice should be easily accessible, effective, impartial and fair.

Providing justice requires police services to have systems, procedures and practices in place that enable officers and staff to respond appropriately and effectively in all circumstances. Officers thus should be able to use their own discretion in the disposal of cases.
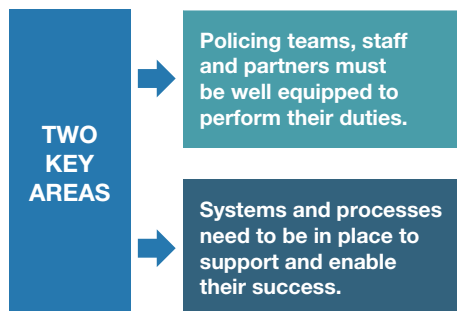
There is sometimes the misconception that CoP is merely a softer or friendlier policing service. And indeed, some organizations have established CoP teams that only support community partnerships, create visibility, provide education in schools or to young persons, and act as signposts for help. But some teams of this kind have no remit or responsibility to investigate reports of crime. Whilst each of the above activities and approaches are central to successful CoP, responding to calls for help is also a critical element.

> **Procedural justice – including at the stages of prevention, detection, investigation and enforcement – should be a fundamental priority for officers and staff who have CoP functions or roles.**

Staff should not fear or shy away from enforcing the law. The public expects them to answer to their requests. When police respond in a lawful, professional, fair, transparent and compassionate manner, this can build trust, confidence and legitimacy.

Employing a community-oriented approach to administering justice should include a discretionary approach that provides speedy justice outcomes that are fair, reasonable and proportionate means of disposal for minor crimes. Practice and research has shown that there are two key areas to consider when applying this approach:

TWO KEY AREAS

Policing teams, staff and partners must be well equipped to perform their duties.

Systems and processes need to be in place to support and enable their success.

Research has shown vital links between effective procedural justice and CoP, as follows:

"Police require voluntary co-operation from the general public to be effective in controlling crime and maintaining order...[and] citizens are more likely to comply and cooperate with police and obey the law when they view the police as legitimate. The most common pathway that the police use to increase citizen perceptions of legitimacy is through the use of procedural justice.

> "Procedural justice, as described in the literature, comprises four essential components. These components are citizen participation in the proceedings prior to an authority reaching a decision (or voice), perceived neutrality of the authority in making the decision, whether or not the authority showed dignity and respect toward citizens throughout the interaction, and whether or not the authority conveyed trustworthy motives."

"Police departments throughout the world are implicitly and explicitly weaving the dialogue of these four principles of procedural justice (treating people with dignity and respect, giving citizens 'voice' during encounters, being neutral in decision making, and conveying trustworthy motives) into their operational policing programs and interventions."[150, 151, 152]

This chapter presents both leaders and practitioners the key components required for building public trust, confidence and legitimacy through accessible procedural justice. It provides essential yet practical guidance for protecting

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150 Mazerolle, Lorraine, Bennett, Sarah, Davis, Jacqueline, Sargeant, Elise, and Manning, Matthew, "Legitimacy in Policing: A Systematic Review", *Campbell Systematic Reviews* 9/1 (2013) 8.

151 See also: https://cops.usdoj.gov/prodceduraljustice [accessed 10 May 2022].

152 See also: https://law.yale.edu/justice-collaboratory/procedural-justice [accessed 10 May 2022].

communities from harm, responding to victims of crime and bringing offenders to justice, including a dedicated section on body worn video (BWV). BWV is an important emerging technology for procedural justice; it supports efficient evidence collection and enables the capturing of incidents as they occur.

BOX 8 – Procedural justice and police legitimacy

Procedural justice contributes to police legitimacy which in turn contributes to increased police–public co-operation. Such co-operation (including joint activities within CoP frameworks, such as community safety projects, forums and other initiatives) increases public trust in the police and thus also police legitimacy.

| PROCEDURAL JUSTICE | → | POLICE LEGITIMACY | ↔ | POLICE-PUBLIC CO-OPERATION |

Figure 10: Links between procedural justice, co-operation and legitimacy

Consider the following excerpts from recent research and practice:

"The legitimacy of the police rests firmly upon the ways in which officers treat citizens during their encounters with them. When citizens are treated with fairness, dignity, and respect, then even when the outcome may be negative (e.g., ticket or arrest), citizens are more likely to view the police favorably and to accept that outcome. Conversely, discourteous or overly coercive behavior by officers violates tenets of procedural justice and thereby threatens the legitimacy of the police. The consequences of comprised legitimacy are far reaching, as citizens who view the police as illegitimate are less likely to obey the law, comply during encounters with the police, and co-operate as victims and witnesses.

"Legitimacy is the citizenry's acceptance of police authority. The procedural justice model of police legitimacy suggests that police maximize compliance not through threat of sanctions but, rather, by treating civilians respectfully and fairly. Procedural justice encourages civilians to feel a sense of moral alignment with officers, which enhances police legitimacy and thereby promotes co-operation and compliance."[153]

"Police legitimacy is important to consider because of the importance of police trying to maximize their fairness and citizen perceptions of the legitimacy of their

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153 Terrill, William, Paoline III, Eugene A., and Gau, Jacinta M., "Three Pillars of Police Legitimacy: Procedural Justice, Use of Force, and Occupational Culture", *Sociology of Crime Law and Deviance* 21 (2016) 59–76.

actions. Tom Tyler's research focuses on procedural justice in police–citizen encounters as the key antecedent of legitimacy. Procedural justice, according to Tyler includes four components:

- Citizens need to participate in the decision process (i.e. be given a voice).
- Neutrality is a key element of procedural justice. Citizens tend to view a situation as fairer when officers are transparent about why they are resolving a dispute in a particular way.
- Individuals want to be treated with dignity and respect.
- Citizens are more likely to view an interaction as fair when they trust the motives of the police. Citizens will view the action taken as fairer if the officer shows a genuine concern for the interests of the parties involved.

"Survey and observational research generally suggests that when officers incorporate these components of procedural justice into their interactions with citizens and suspects, citizens are more likely to comply with police directives and the law because they see the police as more legitimate. More research, however, is needed on this topic, as no research to date shows that a police intervention focused on increasing procedural justice (e.g., a training) is associated with reduced crime or increased compliance behavior."[154]

Essential components for delivering best practices

CoP teams, staff and partners perform key procedural justice functions. By using their knowledge, ability and resources, they can shape perceptions regarding whether justice is accessible, effective, impartial and fair. It is therefore essential that these actors are well equipped and understand not only their roles within procedural justice, but also the ways in which they can perform those roles most effectively. This section provides guidance in three categories: maintaining impartiality, the use of discretion, and effective partnerships.

MAINTAINING IMPARTIALITY

Whilst having the right skills and training is essential, the police must also be aware of how decision-making can influence perceptions and outcomes related to procedural justice. In certain instances, victims of crime and their families may feel that they are not being provided with the best possible investigations and criminal justice outcomes. The police must be careful to provide professional service to all victims of crime, service that is free from any external or internal interference which may be seen as unfair or corrupt. This includes political or personal prejudices. Public trust must be built; it cannot be taken for granted.

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154 George Mason University, Center for Evidence-Based Crime Policy (no date), Community Policing and Procedural Justice. Available at: https://cebcp.org/evidence-based-policing/what-works-in-policing/research-evidence-review/community-policing/ [accessed 13 January 2022].

THE USE OF DISCRETION

Discretion, that is, the ability for individual officers to decide whether or not to investigate a case, is a very important power that should remain with the police. Many jurisdictions have removed discretion from police officers, meaning that decisions regarding case disposal are made by others. However, a core component of CoP is providing individual police officers the autonomy to make decisions based on their professional knowledge and experience. When discretion is removed from the police, it reduces the autonomy of frontline staff and increases bureaucracy. This means that decisions are more likely to be delayed, which can have a negative impact on public confidence and trust in the police.

The majority of incidents and cases faced by police officers are minor offences, such as motoring offences, anti-social behaviour, drug offences, criminal damage to property, public order offences, or disputes between neighbours. More serious offences like domestic violence are generally not suitable for discretion. In such cases the consequences can be very serious and need to treated with a great deal of professionalism for protecting victims or those in danger from harm and ensuring that they receive justice. Whilst incidents can vary in seriousness, not everyone deserves to be prosecuted or taken to court. Investigations can be resource intensive and may not be appropriate if there is little to no chance of prosecution, particularly for minor offences.

Allowing police officers to use discretion may be more cost-effective and also enhance trust and confidence in the police.

Disposal methods that allow police to use discretion include:

- Issuing a fixed penalty notice;
- Providing cautions or warnings;
- Mediation between aggrieved parties;
- Issuing an order for the offender to:
  - ▶ Rectify damage caused to the victim's property;
  - ▶ Pay for the repair of vehicle defects;
  - ▶ Attend a speed awareness driving course (a method used for people caught speeding in the United Kingdom).

Developing guidelines, policy and effective training are sound methods for ensuring the reasonable delivery of police discretion. For example, dealing with drug use disorders can include various alternatives to conviction or punishment. The UNODC and the World Health Organization (WHO) published guidance in 2021 that "aims to help criminal justice actors understand how treatment works and to help treatment actors understand how the criminal justice system works [and]…describes opportunities to bring drug use disorder treatment and criminal justice systems into alignment and helps readers understand the multiple possible perspectives regarding that co-operation."[155] The publication "outlines a framework for developing options for providing treatment and care as an alternative to conviction or punishment that are effective from both the security and health perspectives, and in line with the international legal framework and related principles." It also offers additional resources from other international organizations.[156]

Restorative justice is another tool that can be considered by the police and justice agencies for dealing with offences.

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155 UNODC and the World Health Organization (WHO), *Treatment and care for people with drug use disorders in contact with the criminal justice system: Alternatives to conviction or punishment* (Vienna, 2021), 2.

156 UNODC and WHO, *Treatment and care for people with drug use disorders in contact with the criminal justice system,* 2.

The use of restorative justice is best applied if there is a legislative and policy basis. It offers a cost-effective and universally acceptable approach for dealing with many types of victims, and can make perpetrators realise the trauma and harm their actions cause to victims.

A UNODC handbook on restorative justice published in 2020 explains that "[such] programmes are based on the belief that the parties involved in or affected by crime ought to participate actively in repairing the harm, alleviating the suffering that it caused and, whenever possible, taking steps to prevent the reoccurrence of the harm. This approach is also seen as a means to promote tolerance and inclusiveness, uncover truth, encourage the peaceful expression and resolution of conflict, build respect for diversity and promote responsible community practices." [157]

Restorative justice is not a new approach. It has a long history that in most societies extends to before the development of modern criminal justice systems. By its nature, the process of restorative justice is very flexible. It can thus be easily adapted to different cultural contexts as well as the fluctuating needs of various communities. It continues to be an approach used by many indigenous, despite these cultures having a wide range of customs.

Resolving social conflicts by means of mechanisms involving community participation and dialogue, including restorative justice, is highly recommended.

As it reads in the UNODC's handbook, "new and established forms of restorative justice offer communities some welcome means of resolving conflicts and reducing the harm caused by criminal behaviour. They involve individuals who are directly involved in or affected by crime, including, in some instances, members of the community. These processes are particularly adapted to situations where the parties participate voluntarily and each one has an opportunity to engage safely in a facilitated dialogue to arrive at a common understanding and agreement." [158]

EFFECTIVE PARTNERSHIPS

One of the fundamental functions of every police service is to work in partnership with various agencies to provide justice that is fair and proportionate, treats people with respect, and if possible brings offenders to justice.

Agencies involved can include prosecution agencies, victim and witness support services, NGOs, court and prison services (that is, detention services). Also specialists in forensic science, training and technical support are needed. Each of these agencies must work together to gather evidence, produce good quality case files, and present the best possible evidence to decision makers, prosecutors and the judiciary.

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157 UNODC, *Handbook on Restorative Justice Programs* (Vienna, 2020), 3

158 UNODC, *Handbook on Restorative Justice Programs* (Vienna, 2020), 3.

Understanding and identifying key criminal justice partners allows the police to engage with them, work together on a common set of goals, and provide good quality service to victims and witnesses of crime. Partners can influence the quality of service delivery, court outcomes, policies, procedure and legislative changes, and judicial performance. Police leaders responsible for delivering procedural justice should consider the following practices to ensure their partnerships are well managed:

- Agree on procedures, standards and targets for sharing information to reinforce co-operation and retain focus;

- Understand each partner's role and respect their individual areas of influence based on the collective objective of improving the criminal justice system;

- Meet and communicate regularly in order to support each other.

Systems that enable effective procedural justice

In addition to equipping officers, staff and partners with the tools and skills needed to be successful, having the right systems and processes in place is also essential for supporting fair and impartial criminal justice.

The following section explains how performance systems, investigation standards and governance oversight support more effective justice delivery and provide actionable guidance for police services to implement.

Key takeaways on community-oriented policing and procedural justice

In partnership with other agencies, police organizations play an essential role in the delivery of fair and impartial criminal justice.

The police provide a service that must respect every individual, treat them equally, uphold their human rights (including freedom from torture and other ill-treatment), and investigate their complaints impartially. Justice should be easily accessible, impartial and fair for all.

Delivering good criminal justice outcomes improves the trust and confidence of victims, witnesses, complainants and partners. If justice is not delivered effectively, this can seriously damage confidence in any of the involved organizations. Negative narratives concerning poor delivery of criminal justice can damage the reputation of the police very quickly.

Procedural justice should be a key part of the duties of every operational police officer or staff member. Prevention, detection, investigation and enforcement should remain fundamental priorities for officers and staff performing CoP functions or roles.

MAINTAINING IMPARTIALITY:

The use of discretion:

- CoP provides individual police officers with the autonomy to make decisions based on their professional knowledge and experience. When discretion is removed from the police, it reduces the autonomy of frontline staff, increases bureaucracy and is likely to cause decisions to be delayed. This will have a negative impact on public confidence and trust in the police.

Effective partnerships:

- Criminal justice delivery is not just the responsibility of the police. It requires co-ordination and co-operation between all criminal justice agencies charged with delivering justice. Police should work together with these partners to set common goals, share information, clarify roles and responsibilities, and maintain clear channels of communication.

Performance systems:

- A vital part of effective criminal justice is having systems in place that support the smooth delivery of justice. These systems need to be easy to navigate and use. If they are not, it is unlikely that staff will have confidence in them. A criminal justice delivery group can monitor each system and ensure that they are working effectively and meeting all requirements.

Reflection questions on procedural justice

The following reflection questions may be useful for police services implementing CoP as it relates to procedural justice. The questions also include individual reflections on current practices to identify strengths or areas that need improvement.

- How does the delivery of procedural justice in my organization or area of responsibility support the pillars of CoP?

- Is the delivery of procedural justice in my organization supporting public trust and confidence? How can trust and confidence be improved?

- Are there systems and processes in place that allow for the monitoring of police performance? Are these being used effectively? How could they be strengthened?

- How is my organization managing effective partnerships in the delivery of procedural justice? Are there other partnerships that should be pursued or strengthened?

- Are certain groups reluctant to report incidents or crimes to the police? What drives this reluctance and how can policing practice be made more accessible?

- How is discretion being used to dispose of less serious reports, crimes or incidents? Are there any barriers or obstacles that need to be addressed?

Body worn video (BWV)

Body worn video (BWV) can be an essential tool for delivering procedural justice. BWV equipment can be deployed to many police officers to support policing in situations such as domestic incidents, protests, suspect arrests, hostage situations, scene investigation, stop and search and interviews at scenes. The use of body worn cameras is likely to impact privacy and will influence community confidence. Its use therefore needs to be regulated carefully. As an emerging technology, the risks and benefits of BWV may be new to some police services. This section is dedicated to sharing guidance and important considerations for its use.

BWV offers one of the most effective ways for police and other agencies to collect evidence and capture incidents as they occur.

Captured data can assist investigators to make better evidential decisions. This often means that victims and witnesses are not required to appear in court, which may reduce the trauma they are subjected to.[159] Such evidence is also immediately available, allows suspects to be identified, and supports decision-making regarding prosecution (that is, charging suspects or the disposal of cases). Further, when complaints are made, investigators can quickly assess the available evidence and determine if a complaint is fictitious or warrents investigation.

BWV promotes openness and transparency in the actions of police officers. It also enhances quality within criminal justice processes. It builds trust and improves the culture of interaction between the police and the public. BWV systems also enable greater accountability with respect to oversight bodies and partners. Since officers know their behaviour is being recorded, BWV can lead to outcomes such moderating police behaviour and preventing the use of excessive force.

There are many proven methods and benefits associated with the use of video evidence. But for its effective use, it is essential to provide proper equipment, skill training and support systems. This section outlines good practices and key considerations for introducing the use of BWV in seven key areas: data management, policy and guidance, staff readiness, evaluation and learning, management and oversight, stakeholder engagement, and stop and search.

The use of BWV is an area of policing that is currently being developed. Research continues to show the benefits it offers. In practical terms, providing BWV equipment to police officers and staff allows them to switch on the camera in order to record incidents as they are occurring. When officers reach the scene of a domestic incident, for example, their BWV can capture in real time the raw emotions being expressed, damage being done to property, or the verbal accounts of those at the scene. During stop and search incidents, officers can use BWV equipment to demonstrate how they interact with persons being subjected to searches. BWV can also capture how others are interacting at the scene, and what lawful reasons can justify the police using their powers of stop and search. BWV equipment can also be used during hot pursuit incidents to show the challenges being faced by the police or responders and record evidence of potential criminal offences. Other examples of its use include recording the behaviour of people taking part in protests or giving speeches in public places. This footage offers first-hand accounts and evidence. With this kind of evidence, prosecution agencies or complaint investigators can quickly determine the next steps needed in an investigation.

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159 Police Service of Northern Ireland. *Body Worn Video.* Available at: Body Worn Video (psni.police.uk) [accessed 20 April 2022].

DATA MANAGEMENT

It is important that the correct systems (commonly known as "backroom systems") are provided to support the technology interfaces in transferring data from body worn cameras onto secure platforms.

> **The ability of systems to share and hold data must comply with legal requirements, such as when data is to be shared, stored, recorded, used or made available to various users, including criminal justice agencies, defence lawyers, the media or during interviews with suspects.**

Systems should be secure and not accessible to anyone without the proper level of authority. Evidence must be kept free of tampering or interference. If there is a legal requirement to keep it, it should not be deleted, but when it is no longer needed, it should be deleted in a timely manner. Longer term storage should only occur under applicable legal regulations. Power to authorize the deletion of data should be held by the appropriate supervision level.

POLICY AND GUIDANCE

The development of policy and guidance for operational users should outline best practices as well as legal responsibilities for using BWV equipment. Policy and guidance should be developed in accordance with legislative requirements. Procedures set out by criminal justice agencies must include the safe, lawful, proportionate, reasonable and necessary use of such equipment. It must also comply with privacy protections as expressed in international human rights standards (such as the International Covenant on Civil and Political Rights [ICCPR] and the European Convention on Human Rights [ECHR])

as well as relevant data protection legislation. Such guidance might include:

- Equipment must be accessible to users and kept serviced and in good working order. Following an incident or at the end of a shift, cameras should be kept on chargers and be ready to use for others.

- If an officer or staff member believes they need to capture an incident to provide evidence, they should consider how using BWV equipment will affect privacy or data protection safeguards. While BWV retains data from the moment the officer starts to record, there are various types of equipment, with some systems offering safeguards against infringing on data protection rights.

- Recording should be started as soon as a situation is developing that may require investigation, intervention or a warning. It is important to warn people that they are being filmed. This can also have a positive effect on people's behaviour.

- Captured footage should be downloaded as soon as possible. Once downloaded, the camera memory should be cleared and made ready for use by others. Saving data or recordings must be in accordance with the law (see the section "Data management", above).

- Data should never be destroyed or footage hidden, since this could constitute a disciplinary or criminal offence.

- When no legal basis exists for retention of data, police should not retain it. Justification is likely to be scrutinized by a court or oversight body.

- No recording should be made beyond what is necessary for lawful policing purposes. Privacy is a right to which everyone is entitled. Care must be taken not to breach a person's privacy without legal justification. Officers or staff using BWV devices must be prepared to explain and justify how data was captured and processed.

- Under relevant freedom of information legislation, recorded information may be made available in certain circumstances.

- Video evidence should be shared with criminal justice agencies when a decision needs to be made about whether a case will be disposed or prosecuted.

- Agreements and protocols on sharing information must be initiated and agreed upon between partners to ensure that no breaches of data protection legislation occur.

Having clear policy and guidance is a necessary component for the effective use of BWV.

Breaches of policy or standards can lead to reduced public trust or confidence in the use of such systems.

An information commission or a similar body for overseeing the storage and use of data on behalf of the government is an important partner in policy development. Information commissions carry significant legal authority for holding public and private bodies accountable for the use and storage of information. Organizations should consider engaging such commissions early, since they can help in developing policies and procedures that are in compliance with all relevant legislation.

Before introducing BWV, assessments regarding its impact on privacy, equality and the community should be initiated. Privacy impact assessments measure the impact on individual rights to privacy and freedom, equality impact assessments measure how or whether all groups are treated and impacted the same way, and community impact assessments measure the potential impact of the use of BWV on individual communities. Such assessments should be completed in an open and transparent way.

An up-to-date risk register should also be maintained. Such registers identify risks and allocate responsibility for their management. The risk register should be regularly updated, reviewed and agreed upon by managers. Failing to anticipate, manage or mitigate risks can have a detrimental effect on the successful use of BWV.

STAFF READINESS

Leaders should be aware there are many types of cultures, not only inside their organization but also externally. Cultural responses, such as the fear of being held accountable or having behaviour recorded, are likely to be encountered when using BWV equipment. The acceptance of BWV should not be taken for granted. It is important to note that such equipment may potentially infringe on the privacy of both users and those being filmed.

> **Cultural aspects should be handled with sensitivity. A wide variety of consultation processes should be undertaken with staff or those who will likely need to explain the benefits of BWV technology, requirements for its use, and the rationale behind that use.**

Objectors or dissenters should be heard and acknowledged. Often objections to BWV are based on a lack of understanding or knowledge about how such equipment is used. Working with resistance in an open and transparent way and listening to fears and concerns can increase understanding and remove barriers. Building the support of advocates will help manage and overcome some of the barriers that are likely to be encountered.

Training and education play an important role in preparing staff for the responsibilities and obligations of BWV. Indeed, BWV equipment should only be used by staff members who have undergone appropriate training and who are ac-

credited based on service training processes. If users of BWV equipment have training and act within the framework of policies, procedures, ethical standards and legislative requirements, they have no reason to be afraid of BWV. Training in BWV can be included as part of continuous professional development. A training needs assessment can help to establish what skills and gaps exist in relation to operational requirements, and to ensure that any training is relevant to the needs of staff using BWV equipment. Policy breaches are a concern that should be clearly included in the training and education of staff. Good and bad practices as well as emerging trends should be built into training programmes, and they should be informed by on-going evaluation processes.

EVALUATION AND LEARNING

Experience has shown that introducing a pilot scheme prior to a wider roll-out of BWV equipment allows organizations to evaluate success, develop learning, improve processes and fix problems at an early stage.

Whether or not a pilot approach is used, regular evaluation and review of BWV should be built into procedures and protocols to monitor roll-out and collect victim and user feedback. Benchmarking should take place to establish a baseline prior to the roll-out and use of equipment. Continuous improvement and development is essential for overseeing equipment, policies and training, and for ensuring that core objectives and needs are being achieved.

MANAGEMENT AND OVERSIGHT

Establishing a project governance group can help ensure strategic oversight of BWV project delivery. Such a group can develop strategic ob-

jectives and rationale for having and using BWV. It can also allocate responsibilities, resources, finances, problem solving, management, communications and oversight of risks. This includes keeping other strategic partners informed of progress. Partnership with a data protection commission or a police oversight body can help provide external oversight and ensure greater safeguards that operating systems are in compliance with human rights.

Members of a project governance group should include experienced practitioners with knowledge of the various elements required in a BWV programme.

It is important that decision-making members of the group can make effective decisions quickly.

The BWV group may also benefit from an independent advisor who has experience with and knowledge about BWV.

Technologies are constantly evolving. It is therefore imperative that agencies keep abreast of changes. They must ensure that the technology being used in a BWV project is up to date and that users are able to meet changing demands.

A priority for a BWV project project governance group should thus be investing in research that considers the effectiveness of equipment, policies and procedures.

The project governance group should examine best practices and what is working well, both in its own organization and in other organizations.

STAKEHOLDER ENGAGEMENT

Stakeholder partnerships are an essential component in the successful and effective use of BWV.

Stakeholders can include users, managers, criminal justice agencies, NGOs, victim groups, the media, oversight and governance bodies, and the internal departments and units most likely to be affected by the use of BWV. To cultivate support and gain agreement and buy-in, engagement with stakeholders should be undertaken. When evaluating stakeholders, it is important to consider their interests, any value or benefits they might bring, and any requirements that would need to be fulfilled to engage them as potential stakeholders.

As part of this stakeholder outreach, various communications strategies can be developed. Separate communications strategies will be needed for internal and external groups. During the course of procurement, training and roll-out, it is reasonable to expect that not everyone will support the use of BWVs. Communication is thus an important tool for overcoming barriers, explaining the benefits of BWV, and supporting the successful implementation of new systems.

STOP AND SEARCH

Stop and search powers and legislation are essential tools for the police in the fight against crime. However, the use of stop and search powers can lead to allegations of corrupt behaviour, heavy handed tactics, or unfair treatment of individuals and marginalized groups.

Police should exercise great care and caution when using stop and search powers, and ensure their use is lawful, legitimate, proportionate and necessary.

Intelligence or police agencies with a mandate to collect crime intelligence should exercise extreme caution when providing legal justification for categorizing an individual as a suspect. It must be recognized that this step can represent an infringement of a person's legal or privacy rights. Police education and training should thus provide guidance in the exercise of stop and search powers, and also conduct regular reviews to ensure legal compliance and to maintain public trust, confidence and legitimacy. BWV is a tool that can record how the police exercises stop and search powers in a transparent way that is open to public scrutiny.

Key takeaways on BWV

BWV is a policing tool that can lead to improvements in public trust and confidence.

If applied appropriately, there are many benefits to using BWV technology, including more openness and transparency in the actions of police officers, increase of trust, and better quality of criminal justice processes.

For its effective use, however, it is essential to provide proper equipment, skills training, and support systems. If used improperly, BWV can also damage police–community relations and trust. Core components for the successful implementation of BWV include:

Data management:

- It is important that backroom systems are provided to support the technology interfaces in transferring data from body worn cameras onto secure platforms. Systems should be protected and not accessible to anyone who does not have the proper level of authority.

Policy and guidance:

- For BWV equipment to be used safely, lawfully, proportionately, reasonably and only when necessary, policy and guidance should be developed in accordance with legislative requirements as well as procedures set out by criminal justice agencies. Using body worn cameras is likely to impact privacy and thus will have an impact on community confidence. Before introducing BWV, privacy impact assessments, equality impact assessments, and community impact assessments should be completed in an open and transparent way.

Staff readiness:

- Training should be relevant and meet the operational needs of those staff members using BWV equipment.

Management and oversight:

- For oversight of project delivery, setting up a BWV project governance group is an important element to consider.

Stakeholder engagement:

- So that stakeholders can be consulted and informed, developing a communication strategy should be a priority. A communication strategy can also help in gaining the support of stakeholders and in creating advocates for the use of BWV. Working in partnership with the many agencies involved in policing as well as with victims is an essential element of successful and effective use of BWV.

Reflection questions on procedural justice

The following reflection questions may be useful for police services implementing CoP as it relates to procedural justice. The questions also include individual reflections on current practices to identify strengths or areas that need improvement.

- How does the delivery of procedural justice in my organization or area of responsibility support the pillars of CoP?

- Is the delivery of procedural justice in my organization supporting public trust and confidence? How can trust and confidence be improved?

- Are there systems and processes in place that allow for the monitoring of police performance? Are these being used effectively? How could they be strengthened?

- How is my organization managing effective partnerships in the delivery of procedural justice? Are there other partnerships that should be pursued or strengthened?

- Are certain groups reluctant to report incidents or crimes to the police? What drives this reluctance and how can policing practice be made more accessible?

- How is discretion being used to dispose of less serious reports, crimes or incidents? Are there any barriers or obstacles that need to be addressed?

CHAPTER 5: EFFECTIVE COMMUNICATION

Community-oriented policing is a very effective means for enhancing communication and developing two-way communication networks. However, communication should not be the goal or approach of only the police. It should rather operate between the police and every person and agency the police is connected with.

Community police officers should be known by the communities they serve. They should also be easy to reach. If community police officers are equipped with mobile phones and their contact numbers are provided to members of the community, they can receive and respond to information faster. Open house events, interagency forums and community or accountability meetings can also be avenues for increasing the flow of information.

Sharing information, resources and knowledge fosters trust between communities and the police.

Problem solving can also improve through collaboration between the police and communities.

This chapter provides tools and approaches that can help community police officers to more effectively communicate with both the general public and a range of other partners. The following questions are considered: Why should the police communicate? What are the benefits of communication? How can police best communicate?

No one can deny the importance of communication and the benefits it offers. Police officers encounter people and situations daily that require good communication skills. In a policing operation involving a large demonstration or protest in a densely populated area, for example, the police have to communicate and engage with the general public on many different levels, especially if the demonstration involves road closures and traffic diversions, or has the potential for confrontation or public disorder. A communications strategy for such an operation should consider what individuals or groups will need to be engaged with, as well as how to engage with them, who will engage with them, and what messages should be communicated.

The guidance in this chapter addresses broad overarching themes like branding and narratives. It also contains concrete recommendations on messaging, audiences and methods of commu-

nication. It is important to consider both sides when developing an effective communication strategy. The chapter also contains a dedicated section on engaging with the media, including detailed guidance on delivering media interviews.

Understanding branding and narratives

A fundamental element of effective police communication is understanding how the police is perceived by others. Perceptions can influence how messages from the police are heard and received by communities, partners, the media or other target audiences. This section highlights the importance of considering the branding and narratives that underlie messaging strategies, as well as aspects of internal culture that may shape how and whether effective communication is a priority within a police organization.

BRANDING

Successful businesses work hard to establish and maintain their brand or image. Since policing can also be seen as a business, the business of protecting and serving the public, its brand or image is also important.

Establishing a brand should be a key priority for every police service. A brand says a great deal about an organization. It is thus crucial how that brand is communicated. Many police services use a statement to clearly define their brand, for example, "we are here to serve", "keeping you safe" or "protecting our communities". Branding statements like these establish the value of the police and let the public know exactly what the police stands for or what can be expected from them. Police services should deliberately develop a brand and take every opportunity to share it. Branding can be shared in many ways – on paper, through digital media, in personal interactions. If used as a logo on all communications, it can reach both internal and external audiences.

Adopting and employing a community-oriented approach allows police organizations to build a brand or image which communicates that they care about communities: that they will protect the community and respond to its needs.

Every communication opportunity provides a means for enhancing this reputation and demonstrating the police's concern about the community. In many respects, police branding can be considered the DNA of a police organization, since each branding message contributes towards a total narrative that clearly and consistently communicates who the police are.

NARRATIVE

Similar to branding, narratives can shape the image and reputation of the police within communities. Police services should not only be aware of their current profile, they should also be aware of what others are saying about their organization. This includes reflecting on questions such as: "Do I understand what our narrative is?" "Do I know what others think about us?" "How do others rate our organization?" Many police organizations take it for granted that the community around them knows what services the police provides, or assume that the community is not interested. It is dangerous for the police to ignore what is being communicated about them; it is equally dangerous to make assumptions about what people think. By understanding narratives, a police organization can continuously improve the services they provide.

Narratives about police organizations are shaped by what people have experienced or are saying about the police.

Usually many narratives are competing in the same space. For example, persons who oppose the police will use any available opportunity to build a negative narrative. Violent extremist organizations competing with the police for authority and power in certain areas will attempt to damage the reputation of the police and build their own credibility. They may spread narratives accusing the police of poor service delivery or ineffective communication strategies. These kind of narratives damage public trust and confidence.

Good narratives are often the result of individual police officers responding to community needs, such as helpful responses to calls, or support for victims and their families.

Poor or unprofessional behaviour can have a very detrimental effect on what is said about the police, and thus on narratives. It is also important to understand how internal dynamics and culture can shape narratives (see Box 9, "Communication culture and internal dynamics", page 106). Narratives should never be taken for granted. A good narrative is earned by responding to community needs in a way that treats community members with respect, shows that their concerns are being heard, and protects and keeps them safe.

Using information sources such as opinion surveys, data about complaints or the media can help shed light on the viewpoints of others. Police organizations often ignore or fail to realise the rich benefits of interpreting such information.

There are many available platforms for building positive narratives and communicating them. Police organizations should take every opportunity to use them. Moreover, the strategic importance of routine interaction should not be underestimated. Every direct communication with people is an opportunity to improve a narrative.

BOX 9 – Communication culture and internal dynamics

The communication culture of a police organization is an important factor in its work. Many police services do not communicate as effectively as they could.

Some police organizations are afraid to communicate in an open and transparent way. This can be the result of historical policing approaches or political contexts. In the culture of some jurisdictions, police only communicate in emergencies or with those who do not criticize them. Some organizations simply lack experience in communicating. Others do communicate, but not effectively. Sometimes police organizations do not have the right equipment; in other cases, permission for communicating is not granted to those staff members who could do so most effectively. Some police services do not meet with the media or other community stakeholders, thus missing valuable opportunities to communicate and build relationships. Still other services issue only bland statements that say very little or nothing of value and are therefore not taken seriously.

Every police organization should encourage a communication culture of openness, transparency and engagement. It is common for departments, teams or individuals to have different attitudes or be unwilling to communicate. Understanding such dynamics, challenging poor communication skills and building a positive communication culture should be a priority. Poor communication can have a detrimental effect on an organization's branding and narrative, so it is essential to understand obstacles or challenges.

MONITORING THE MEDIA

Being aware of how the media portrays a police organization makes good business sense. Regular monitoring of media reporting is thus a good idea. If the police is aware of emerging image problems, they can respond to such issues adequately. By following media reporting, a police organization can better understand its own current profile in the media, as well as the community's profile. Such profiles can fluctuate very quickly, as do stories, so it is important to pay regular attention to what is being broadcast or shared. Another sound reason for monitoring the media is that it is often an excellent source of information, and occasionally it can even provide intelligence data.

An often unanticipated effect of improved police–public partnerships is a rise in the number of reported crimes. This is the result of community members having more trust in the police and thus seeing the value of reporting crimes. It is important that police leaders and the media are prepared to interpret a rise in reporting correctly.

Police organizations should consider devoting some of their resources to monitoring the media. Whether this is possible depends on the organization's abilities and resources, in particular whether there is a department, team, individual or system that can take on this responsibility.

Monitoring the media is, however, only part of the task. Responding effectively to what is being reported is also needed. Allowing information gaps can be counterproductive or even destructive. For this reason, police organizations also need to be prepared to reply to media coverage and to share their side of any story (see below, "Engaging with the media", page 111).

The basics: What, who, how

Every day the police respond to calls for service, conduct searches, attend public events, find missing persons, bring offenders to justice, find lost property or uncover evidence or suspects involved in crimes. Each of these events or circumstances is an opportunity to share news of success and to provide updates. The media and other communication outlets should be actively engaged. When providing information to the media, it is important to consider the timing, the type of language used, the police's image, who is chosen to give interviews, and what platforms to use.

Investigating crimes or incidents provides opportunities to communicate. Examples include:

- Seeking information or making an appeal;
- Reassuring the public;
- Providing updates on police actions or new information;
- Seeking clarification of facts;
- Solving problems;
- Sharing updates on progress;
- Establishing the facts (including dispelling rumours or presenting source-based clarity or truth);
- Issuing warnings or guidance to the public;
- Providing education.

This type of information can be shared via an array of tools of methods (see Box 10, "Examples of communication methods", page 108). Emerging technologies are useful, but so are tried-and-true methods such as face-to-face interaction. Organizations that are effective in communication use multiple ways to communicate, and they do so at every opportunity and every level.

There are many methods for engaging community members and exchanging views. Examples are police open house days, officers visiting schools or civil society organizations, inviting community groups to visit police stations, or information campaigns on billboards, in newspapers or police newsletters, on the radio or television, or in the internet.[160] Events can help inform the public about official procedures and policies, the community's rights and responsibilities, as well as the benefits of CoP. For example, TV spots illustrating CoP activities and their positive effects on the life of communities can have a positive and mobilizing effect.

Another confidence-building activity that can have a highly symbolic impact are question times on the radio or TV, in internet chat-rooms, or in newspapers. By letting the general public ask them questions, the police can demonstrate its willingness to communicate, especially if high-ranking police officials (such as station commanders or chiefs of police) answer questions in such settings.[161] This kind of public relations activity, however, should only be used as a supportive tool to raise awareness about the police within communities.

160 Posiege, Petra and Steinschulte-Leidig, Birgitta, Bürgernahe Polizeiarbeit in Deutschland: Darstellung von Konzepten und Modellen (Wiesbaden: BKA, 1999), 103.

161 Botterman, *Community Policing in the Former Yugoslav Republic of Macedonia: Challenges and Recommendations,* 18; Maldokmatov, Almabek, *Implementation of the 'Community Police' project in the system of Ministry of Interior of Kyrgyzstan*, Presentation at OSCE Regional Police Experts Meeting on Community Policing (Skopje, October 2007), 30.

The more important focus when introducing CoP should be organizational changes and improvements to police performance.

Technologies and communication methods are constantly evolving and changing. Investing in the right kind of equipment can enable more effective communication. To capitalize on the many means available for communicating, police organizations should invest in equipment like good quality mobile phones, tablets, computers or electronic notice boards. Community police teams, specialist units or team leaders are often well placed for effective interaction and communication. It thus makes good business sense to provide them adequate equipment and to give them the autonomy to communicate.

BOX 10 – Examples of communication methods

There are numerous methods and means for communicating effectively. Not all will be appropriate in every situation. Nonetheless, all of the following methods should be taken into consideration so the most effective method can be chosen for a particular situation.

- Social media (such as Facebook or Twitter)
- Face-to-face
- One-to-one
- Door-to-door
- Postal or mail drops
- Focus or working groups
- On-line forums (such as Zoom or Microsoft Teams)
- Written communication
- Questionnaires
- Surveys
- Web forums
- Blogs
- On-site surveys with users
- Joint consultation with other agencies
- Use of a third party
- Invitations for written feedback
- Advertising in local media
- Street briefings (often provided by community police officers)
- Public meetings
- Education forms
- Media or press interviews
- Newspaper advertisements

In addition to communication methods, it is also important to consider who the audience is (see Box 11 below on audiences), what methods are most effective for reaching them, and who might be the most effective partner for sharing and disseminating information. Stakeholders can act as advocates or influencers and communicate on the police's behalf. Working in partnership and collaboration with others provides communication platforms. Every opportunity to meet someone is an opportunity to communicate.

BOX 11 – Audiences or partners for effective communication

There are many different types of groups or individuals with whom the police can effectively communicate:

- Government officials (such as local government, or health or education leaders)
- Other public and private agencies
- The business community
- Community organizations
- Political representatives
- Faith groups
- Disability groups
- Individual people
- Sport clubs
- Resident groups
- Leisure and tourism representatives
- Internal departments or department leaders
- Other police agencies
- User groups
- Young people
- Age-friendly networks
- Students
- Transportation companies (taxi, bus, coach, etc.)

We do not have to look far in the media to find examples of leaders and individuals who have had to resign, publicly apologize, face an investigation or be criticized because they did not communicate effectively. General tips for effective communication include:

- Police organizations should take every available opportunity to communicate their successes and their actions. They should also actively seek information that can be used to build a positive profile.

- The media and the public like information. Thus the police should capitalize on opportunities to share relevant information quickly and regularly.

- Do not rush at every opportunity or react to every piece of criticism. Instead take time to consider questions such as the following: "Is it important, critical, necessary, beneficial or prudent to communicate now?" "Do we need to communicate now or is it best to wait?" "If we communicate now using our normal communication method(s), is it likely to improve the situation or make it worse?"

- Do not make the mistake of failing to gather all the known facts or information and rushing ahead with statements. This can have undesirable consequences.

- It is never a wise to communicate when angry or frustrated. It is best to wait, reflect and calm down before responding.

- Be aware of potential pitfalls or traps. It is difficult to take back what has already been said, so saying nothing or very little is sometimes the best approach.

Communication strategies

Building on the communication basics, community police teams should develop a communication strategy that provides a sound framework for occasions when important messages need to be communicated.

A communication strategy allows teams to consider the following:

- **Messages**: What information, facts, ideas, etc., need to be shared? What is the key takeaway that the audience needs to understand?

- **Outcomes**: What does the message need to achieve?

- **Audiences**: Who is the target audience?

- **Methods**: What are the best available means for reaching the target audience?

- **Messengers**: Who is the target audience most likely to listen to?

- **Stakeholders**: Who are partners that can help communicate the key messages?

- **Times**: When are the best times to communicate?

- **Learning**: How can CoP teams continue to learn and improve?

- **Risks**: How can communication help reduce risks?

Monitoring the media and the police's overall narrative should also be part of a strategic communications strategy. (See "Understanding branding and narratives", page 104, for additional guidance.)

Regular monitoring and evaluation is needed once a communication strategy has been developed and implemented. This will help to ensure that the strategy is meeting its key objectives. This will inform required modifications or changes.

Engaging with the media

The media is a very powerful communication outlet. Police organizations should engage with the media to build trust and confidence with communities and partners.

Involving the media is often the most effective and efficient way of informing the public about police activities or progress with police reforms.

This is thus also a way to comply with the democratic policing principles of accountability and transparency. Police should see the media as a critical friend who has the right and obligation to provide the public with accurate information.

Developing a relationship with the media helps build trust and understanding. A common criticism from the media is that police services only communicate with them if the police does not feel criticized or challenged. A relationship between the police and the media brings opportunities for communicating and sharing information. It also demonstrates willingness to share information with all members of the community, not only those who already support the police.

The police and the media do not necessarily have to approve of one another, but each needs the other. It thus makes good business sense if they support each other.

It often takes time to build trust with media partners. Working through differences is key to building successful relationships. Joint training and education seminars are invaluable opportunities for learning from each other, improving understanding and skills, and professionalizing approaches.

Police organization must develop policies about what kind of information should be released (such as information that raises public confidence or gives a feeling of safety, or general facts about the objectives of the police and how the police work). Certain kinds of information should not be publicized, such as information that would compromise police investigations, or confidential information relevant to maintaining public security or the presumption of innocence. Having a sound co-operation with the media requires guidelines for media contacts, clearly defined roles for spokespersons, and media training for officers.[162]

Skills and experience are needed for managing media contacts. Not everyone is capable, comfortable or willing to provide media interviews. Staff members will be unable to conduct professional interviews or provide statements to the media if they have not been provided appropriate training. Police representatives need to be confident and able to respond to difficult questions. Moreover, they must respect journalists. Journalists are usually experienced in their profession and will expect to be treated as professionals.

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162 OSCE, *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General,* 36; Purdy, *Community Policing,* 16.

There may be occasions when the police the police are requested to provide journalists protection or other safety measures. In particular, local journalists and their families and property are sometimes vulnerable to harassment and violence by community members, both in person and digitally. This can be challenging if a police officer suddenly must provide protection for a journalist who recently conducted a difficult interview with police representatives. It is important to respond impartially. While impartiality is an obligation, it can also be conducive for a later positive relationship with media representatives. If the direct experience of journalists is police exhibiting biased reactions, this can cause the media to have negative opinions about the police.

Who is best for engaging with the media? Media interviews are not reserved only for senior staff. In fact, not all senior staff are well suited or skilled for speaking to the media. Nor are all willing to be interviewed.

Selecting an individual in a junior rank or position who has the needed characteristics, experience and skills may have a much better impact or effect.

Indeed, local communities often relate better to a local officer or staff member than to a high-ranking officer. Being able to communicate competently in ways people understand and can relate to should be a key consideration. Nonetheless, serious incidents such as murder or serious assaults should be communicated by individuals who know the facts and have all needed information. This may be a senior detective, an operational commander, or a senior investigating officer.

Regardless of who is chosen as the person to talk to the media, it is important that it is an individual who is willing to serve in this role. An investment in their skills should be made, and they should be given exposure and practice in briefing the media.

For specific recommendations on delivering effective media interviews, see the following section "Guidance for media interviews".

Guidance for media interviews

Working with the media is an essential part of a successful communication strategy. This section provides detailed guidance for police representatives taking part in media interviews. See also "Engaging with the media" on page 111.

INTERVIEW PREPARATION

Before any interview or requests for interviews, it should be agreed whose responsibility it is to respond. The interviewee should be well briefed and competent in this role.

Interviewees should not go to media interviews if they are unprepared. Not only should key messages be decided ahead of time, also the desired outcome of the interview. Moreover, it is essential to gather all the information and facts that will or may be needed.

It is good practice to ask an interviewer for their questions in advance. They should also be asked what they would like to achieve in the interview. Not every interviewer will provide this information, but most will try to be accommodating. It is of course possible that the interviewer does not stick to the planned script. Depending on what information they receive at the interview, they may go in a different direction altogether. An interviewee should anticipate potential questions and be aware of any contentious issues. Having an understanding of important emerging issues can also be useful preparation. Prior to an interview, journalists sometimes already have prepared statements they plan to publish. Agreement in advance about such proposed statements enables fact checking and the correcting of ambiguities or misunderstandings.

When senior officers give interviews, the media often take every opportunity to ask questions that are not part of the interview topic. Journalists sometimes mistakenly believe that senior officers are informed about everything that is happening.

To improve confidence and skills, practising being interviewed can be helpful, especially if a practice interview can be organized with someone from the media or a public relations department. Having a trusted colleague or friend give honest feedback is also helpful.

DURING THE INTERVIEW

Presentation

Police representatives should dress appropriately and look professional, tidy and well presented. They should also be aware of mannerisms, and try to counteract them if they are likely to cause a distraction.

The backdrop for the interview should be carefully considered. It should not cause distractions or send the wrong message.

A good backdrop might be a building or structure with a professional logo (if available), or something that is clear (such as a police vehicle).

Where possible, extraneous noise or movement in the background should be eliminated, since distractions can detract from key messages and even become the centre of a story.

Delivery

During an interview, police representatives should try to remain calm, relaxed and composed. They should avoid being defensive. They should also use clear language and avoid using jargon or confusing words or statements. Moreover, they should be aware of their tone of voice. They should maintain eye contact and avoid looking around. Interrupting the interviewer also should be avoided, since this can come across as unprofessional, defensive or dismissive, thus damaging any relationship that exists with the interviewer. Showing empathy, especially when discussing events that have just happened, is good practice. Interviewees may also want to consider the audience and appeal directly to them. This can be done by visualizing the audience as being present or imagining an appeal to the suspect, the general public, the victim or their family.

If an interview is being pre-recorded and the interviewee makes a mistake or feels they can improve on what they said, it is possible to request that the interview, or part of the interview, be repeated.

If a camera being used to record the interview, the interviewer will explain in advance which direction to look. If they do not, clarification should be requested.

Content

Interviews present an opportunity to reassure the public.

> **Police representatives should have key messages pre-prepared and have strategies for integrating these messages into interview responses. It is important to stay focused and make sure these key messages are delivered.**

A standard and widely used approach by experienced police staff is to discuss – prior to an interview – the proposed questions, key points and how the interviewee can be supported in making those key points. An interviewee should not be afraid to be assertive and deliver prepared statements during an interview. Presenting positive news and information is very helpful.

Responses to interview questions should be factual, with accurate information. Interviewees should respond as honestly as possible to follow-up questions, if the requested information can be given.

If asked about something that has gone wrong, or regarding police behaviour, possible responses include:

- "We will review what took place and ensure we learn from it."
- "The matter will be referred for investigation."
- "I will meet personally with the family."
- "This behaviour is below the standards we would expect."

Interviewees should not be afraid to make an apology, if it is appropriate or it is clear that the police have made a mistake. Any apology must be sincere and empathetic.

Other key messages and approaches to consider are:

1	Provide an overview of facts ("this is what took place").
2	Reassure the audience (inform the audience about the response – for example "here's what we are doing", "we are taking the following steps", "we have secured additional resources", "an investigation has been commenced").
3	Make an appeal for information and be specific about what information is being sought.
4	When asked a question, take time to pause and think about the response. If unsure, ask the interviewer to repeat the question; this is a tactic to gain more time to develop a response. If an answer is unknown, it is okay to say, "I'm sorry, I do not have that information at present."

If possible, interviewees should be accompanied by someone who is familiar with managing members of the media, especially when more than one journalist or outlet will be present. This accompanying person can also make a recording of what is said, and try to minimize potential distractions.

Obtaining copies of interviews as well as feedback on performance can be helpful for self--reflection, learning and improving interview skills.

Key takeaways on effective communication

Communication should not be the goal or approach of a single agency. Opportunities for effective communication occur between the police and each person, contact or agency they are in contact with. The most effective organizations use multiple communication channels at every opportunity and every level.

Understanding image:

- Police organizations must determine what their image should be and take every opportunity to share it. This includes understanding what kind of communication culture exists inside their organization, departments and teams, and encouraging a culture of openness, transparency and engagement. Cultivating a strong narrative includes communicating success and actions, and actively seeking information to use for building a positive profile.

- Using appropriate sources (such as opinion surveys, data about complaints, media resources) and monitoring the media can help in understanding how others view the police. Another sound reason for investing in media scanning or monitoring is that the media often provide excellent sources of information, and on occasion also intelligence. Many police organization take it for granted that the community around them knows what services the police provides, or assume that the community is not interested.

Communication basics (what, who, how):

▪ Media engagement and finding means to communicate directly with the public should be actively undertaken. When providing information to the media, it is important to consider the timing, the type of language used, the police's image, who is chosen to give interviews, and what platforms to use.

▪ Stakeholders can act as advocates and influencers, and offer avenues for others to communicate on behalf of the police.

Communication strategy:

▪ A communication strategy provides a sound framework if important messages need to be communicated.

Engaging with the media:

▪ Building relationships with the media increases opportunities for communicating and sharing information. It is poor policy to expect staff to conduct professional interviews and provide statements to the media without providing them skills and training.

Reflection questions on effective communication

Readers can use the following questions to assess the effectiveness of communication in their organization, including existing strengths and areas for improvement:

▪ What steps do I personally take to communicate more effectively?

▪ Does my organization have a clear brand? How is our brand communicated, and how is it understood by communities and partners?

▪ What is the public saying about my organization? How can we strengthen our knowledge about these perceptions?

▪ Does my organization monitor the media effectively? How might this be strengthened?

▪ What is the culture within my organization or department regarding communication with the media or other platforms? How can we make this culture more open and transparent? How might these relationships be strengthened?

▪ How do we ensure that staff have the skills needed to deliver high-quality media interviews? How could this be improved?

CHAPTER 6: ENGAGING DIVERSE COMMUNITIES

Communities are made up of many diverse groups. These may include immigrants, refugees, minority groups, clans/tribes, LGBTQIA+ individuals, persons living with disabilities, and people from different religious and political backgrounds.

Police organizations must take this diversity into account to ensure fair and equal treatment of all community members. Minority communities sometimes feel as though they are treated less favourably than others.

For example, in many countries, Roma communities often report that they feel discriminated against because of their background and complain about how others, including the police, treat them.

As the composition of communities changes and evolves, new challenges and demands on policing emerge. Some demands are seasonal (due to influxes of people during holiday or vacation periods). This can present short-term opportunities for engaging with the community to respond to its current needs. Other dynamics, like migration, present longer-term opportunities for engaging with changing communities in a strategic and co-ordinated manner. There are many occasions when the police are presented with complex community dynamics that require problem-solving responses.

Policing diverse communities can be challenging on many fronts, particularly where shifting community dynamics result in rapid cultural changes and population growth. Population increases can stretch already limited resources. Additional spending and resources may be needed for providing food, health care, education, housing and public safety. Many police organizations find it difficult to cope with changing communities, since the changes can involve new cultural behaviours, language barriers, and many other challenges. If the make-up of a police organization adequately reflects the various cultures within a community as well as its dynamics, it is more likely to have the resources and skills for understanding and managing potential challenges.

A clear signpost for ensuring that a police workforce is a strong reflection of the diversity in the society it is policing is found in the Peelian Policing Principle, which sees police force diversity as being in the "the historic tradition that the police are the public and that the public are the police".[163]

In diverse communities, it is important that security agencies see CoP as a strategic priority. A CoP approach offers a menu of options for dealing with a wide range of problems. While using an evidence-based approach to tackle crime, CoP also builds relationships, trust and confidence. Importantly, CoP also offers a viable tool for preventing or countering violent extremism and radicalization that lead to terrorism.[164]

This chapter demonstrates how applying a CoP approach can deliver long-term, sustainable solutions to complex problems in diverse communities. A specific focus is on challenges and opportunities related to migration. It highlights some of the unique challenges presented by policing diverse communities, as well as how cultural and other differences can present new opportunities for collaborating with others.

This chapter aims at providing police practitioners a strategic approach to resolving conflicts, responding to community concerns, and preparing police staff to undertake demanding roles whilst building a collaborative approach toward others. It includes discussions about developing a CoP strategy that defines who has responsi-

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163 Police Success. *What Are the Peelian Principles?* Available at: *What Are the 9 Police Peelian Principles? - Police Success* [accessed 31 October 2021].

164 See OSCE 2014. *Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community-Policing Approach.* Available at: https://www.osce.org/files/f/documents/1/d/111438.pdf [accessed 13 January 2022].

bility for each of the strategy's components, what options are available for meeting the needs of diverse communities, what resources are required, how communication should take place, and how risks can be managed.

BOX 12 – Migration: An emerging challenge and opportunity for police organizations

Immigration is a natural part of an open economy and society. Economies benefit in many ways from immigrants, who make positive contributions to society by sharing their knowledge and skills. Immigration can also be the result of displacement due to climate change, wars, political or civil unrest, or the persecution of minority groups. While the movement of people is a regular global phenomenon, recent surges in migration have resulted in one of the most demanding longer-term dynamics being faced by police organizations.

Large influxes of migrants and refugees can have a significant impact on roads, natural resources, law enforcement, education and health systems. Generally there is little or no capacity for expanding such services. Indeed, the scale of this impact can overwhelm available resources, whether finances, equipment, technology, or sites for managing and housing migrants. Lack of communication between the police, public bodies and migrants also creates challenges. It is often difficult to engage with migrant communities due to language barriers or if such groups lack clear leaders or influencers.

The additional needs of migrants can upset local communities, causing friction, animosity and, on occasion, violent confrontations between host and migrant/refugee communities. It is widely recognized that the movement and transient nature of such communities can increase the fear of crime, which is often a result of a lack of confidence and trust in the police. Local citizens sometimes view those who enter their country or local community as a threat. A study in the United Kingdom found that three in every five adults support a reduction in immigration levels.[165]

Migrants and refugees can bring cultures that have different values than local ones. This can disrupt existing ways of life. Co-existence of new cultures and attitudes can best be supported by applying CoP principles. These include engagement and collaborative working practices, effective communication and listening, responding proactively to calls for service, accountability, openness, and transparency, treating others with respect, and acting with integrity and compassion.

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165 Migration Watch UK, July 2019, What is the problem? Available at: https://www.migrationwatchuk.org/what-is-the-problem [accessed 13 January 2022].

Police agencies cannot afford to ignore these issues, because they can impact public confidence and trust. Failure of police to engage effectively can damage their reputation and ultimately create critical problems in communities. If police are proactive in developing CoP strategies at the earliest stages, they are more likely to develop and maintain the trust and engagement of the communities around them.

Understanding diverse communities

It should be a priority for police organizations to understand the many types of communities that exist in their jurisdiction. Applying a CoP approach provides a framework for interacting with communities, building trust and gaining a better understanding of them. Some communities have very little or no interactions with the police, whilst others have significant levels of contact. Some communities require higher levels of resources to meet unique demands.

Communities are made up of many different kinds of people and groups (including the elderly, young persons, disabled persons, businesses, government and political representatives, groups based on indigenous, national, religious, political or tribal identities). Every community has its own specific dynamics and individual challenges. This includes changes in levels of trust and confidence towards the police and each other. Some communities have grievances against other communities, or against the police. Often these grievances create tensions that range from minor to extreme levels of hatred, anger or even violent extremism and radicalization that lead to terrorism.

Police organizations should never ignore existing grievances. Instead they should actively try to understand and, where possible, respond to community needs and calls for service.

Monitoring tension is a problem-solving approach that has been used widely to effectively predict, anticipate and prevent harm. Using information and intelligence allows the police and other agencies to work together to accurately plan and prepare collaborative responses.

Diverse communities have a variety of needs and concerns. The police need to be sensitive and prepared to respond to these complexities. For example, elderly persons may become victims of fraud because they are more vulnerable to financial exploitation, whilst young persons might be subject to online bullying or sexual exploitation. Minority communities might be more vulnerable to hate crimes.

Ideally, the composition of a police organization's staff should reflect the community it serves. Representativeness leads to greater levels of trust and acceptance. Reaching the right balance can be challenging and needs to be a strategic priority. Members of some community groups may be less likely to join the police than others. Moreover, it is not uncommon for police services to have larger numbers of men than women. This imbalance can be even more pronounced at the senior leadership level.

Leaders should keep representativeness in mind when selecting and resourcing community police teams.

This might include representation based on culture, background, race, religion, gender, sexual orientation, class, age, ethnicity or other factors. Diversity and inclusion should be promoted, supported and celebrated. Having diverse teams supports creative thinking and problem solving. All staff should be provided with equitable opportunities for professional development and advancement. Equity and fairness are key factors in building a diverse and representative workforce.

As an IOM publication reads: "The dominant expectation within the police culture seems to be that everyone has to assimilate in the values/traditions of the police organisation, which revolve mostly around homogeneity, rather conservative values and general distrust of people who question the existing police organisation. Making the work environment inclusive for all people is a challenge for numerous police zones. In fact, the idea goes that either you adjust yourself to the police culture, or you will eventually leave the organisation.

"When looking at the composition of superiors and their backgrounds in police organizations, not only in Belgium but also in other countries in the EU, the majority of management roles are white male dominated. Here, it is important to note that diversity and inclusion does not just mean presence of underrepresented groups in the police corps, but also putting these people in leadership positions so they can bring a change in the behaviour of a police zone towards the topic of discrimination as they bring in a different point of view and different sensitivities.

> **"Evidence points that the behaviour of superiors is essential to make the work culture more inclusive. Police officers with a migration background report to feel safer and more valued if there is a zero-tolerance policy on racism in their police zone."**

"Additionally, if the superior does not value inclusion and diversity and does not acknowledge them as important working points, it is much harder to bring about change in the police zone."[166]

UNDOC and UN-Habitat have also developed guidance on policing urban spaces in low- and middle-income countries, which often have diverse communities. In urban spaces, multi-cultural populations often live in close proximity to one another. At times this contributes to intergroup and cross-class tension[167]

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166 IOM, *Community Policing Without Borders: Practical Guidelines on Human Resources and Diversity within the Police,* 13.

167 For additional information, see UNODC and UN-Habitat, *Introductory Handbook on Policing Urban Space* (New York, 2011).

BOX 13 – Understanding migrant communities

Migrant populations are often very diverse, with individuals from many countries and backgrounds. Risk assessments and operational procedures should take into account some of the broad characteristics within migrant communities.

- Many migrant or refugee populations come from countries and societies that have low levels of trust and confidence in the police or civil authorities, or where there is no rule of law or a rule of law that is abusive or corrupt. Many may thus have low expectations of receiving fair treatment by the police. Migrants are often escaping from their home countries because of corrupt practices, which can include torture or organized creation of fear. This means they may not readily give their consent to being policed in the communities or countries in which they arrive. To these individuals, uniforms often signal danger.

- Many migrants and refugees are deeply traumatized by past experiences. This may include what they experienced in their home country, as well as trauma experienced during their migration jour-

ney. They may not be thinking or reacting normally. Many may also be impacted by starvation, deprivation or extreme exhaustion from their journey, which can also influence how they behave.

- Many migrants and refugees do not know or understand their basic human rights, international protections, asylum laws, or the legal documentation required to support their move to and settlement in new countries.

- Some men may have military or war experience, and violence may have become normalized behaviour for them.

- Human trafficking is often an underlying organized crime within some migrant communities, with victims threatened with death or torture if they communicate with police or civil authorities. This can also include children smuggled into countries under the guise of being migrants. Trafficking perpetrators may be armed and victims are often fearful of consequences to themselves or family members, whether with them or at home.

- As in other communities, among migrants and refugees there can be certain groups or persons who

do not have a voice. This can include ethnic or religious minorities, women, young persons, disabled persons, the elderly or other vulnerable groups.

▪ Often migrant groups are hungry, need medical assistance, have no money, or have no means to contact their families. Many have escaped excessive violence and have lost loved ones, homes and belongings. There may be some whose only possessions are the clothes they are wearing.

It is essential that police understand these dynamics and conditions when engaging with migrant communities. Police should strive to identify their needs and where possible meet any emerging ones, whilst also taking into account what these individuals have experienced and endured. Basic human needs must be met. Police can build trust and support within migrant communities by ensuring that needs are addressed and not neglected. In addition to being treated fairly, migrants should also be given a voice and the knowledge that they will be protected from discrimination and harm. To do this effectively, community police officers must receive training about the cultural and religious norms of the various groups of people living in their assigned community. A lack of understanding or an inability to communicate in the language of the community can derail or undermine a CoP approach.

Police should also take into account tensions within the migrant community itself. Often there is in-fighting among different nationalities or amongst tribes. Some conflicts are deeply rooted in identity and history, and this needs to be borne in mind. Active tensions or even violence might require separating conflicting groups to keep the peace. Containment in order to instil calm is a tactic that has been applied by many countries. This should be managed carefully and handled sensitively to avoid misunderstandings that could threaten emerging relationships of trust and confidence with the police. This is especially a risk if one faction perceives the actions of the police as favouring the other side.

Community-oriented policing strategies in diverse communities

Because of the multiple challenges diverse communities bring, police services run the very real risk of reputational damage or reduced confidence levels when working in such communities. The media and other forms of public visibility can capture incidents or behaviour very quickly. While this can bring advantages, it can also damage reputations. Ignoring problems in diverse communities will result in avoidable escalation or friction.

The reduction of risk levels and successful management of identified risks is better achieved by taking a strategic approach based on CoP principles.

A sound strategy offers opportunities for building trust and confidence by applying the right resources, promoting collaboration, and using tried and tested problem-solving techniques. Trust and confidence must be earned. When they are in place, this enables the police to develop consent and legitimacy for the services it offers.

Police organizations should build their own strategy, or adopt a strategy together with operational partners involved in the management or oversight of diverse communities.

It is important that governance and management structures are put in place to co-ordinate and take overall strategic ownership and control.

Strategies should be clear regarding who has responsibility for various elements, what options are available for meeting the community's needs, what resources are required or have been distributed, how communication will take place, and how risks will be managed.

A strategy should identify the style of policing, since this sets the tone for what people can expect. Some considerations for policing style include:

- How community members access and engage with police staff;

- How police interact with the community and respond to their needs, views and opinions;

- How police deliver a partnership and collaborative approach;

- What messages are communicated and the style of communication;

- How police treat members of the community when interacting with them;

- Standards of behaviour (such as appropriate language, respect of others) that promote professionalism;

- The services that are offered and how problems are resolved;

- How the police communicate with others and respond to incidents;

- How the police build trust and confidence;

- What the policing structure looks like (such as whether there are dedicated teams who lead, their level of autonomy, or whether a CoP style will be used)

Strategies and responses should be regularly reviewed and evaluated. Police organizations should be prepared to adjust and change styles or behaviours, or how resources are used. It is important not only to understand, mitigate and manage risks, but also to regularly review these risks and update risk registers. Sometimes the best way to evaluate a strategy or approach is to ask the communities most affected. Opinion surveys, data about complaints, and feedback from victims and NGOs can help police organizations more accurately understand how communities feel they are being treated.

BOX 14 – Evidence-based strategy development

Understanding demand

To maximize effectiveness, strategies should be guided by demand. Understanding the likely demands that will be placed on policing staff and officers allows organizations to predict demand, apply an evidence-based approach, and define the correct level of resources necessary to manage the situation effectively. Prioritizing demand with a risk-based approach allows organizations to work with and share demand with other partners whose area of responsibility is outside police control (such as councils or local authorities). Setting realistic expectations with the general public (including diverse communities, local communities or partners) is also imperative. Failing to understand demand can result in resources being used ineffectively, important opportunities to engage being missed, and staff becoming too busy in areas that are not their core responsibility.

Risk assessments

Strategy development should also include a risk assessment to capture and identify emerging risks. Plans should be in place to mitigate and manage both actual and potential risks. Allocating a risk manager and assigning owners to individual types of risk is particularly important, since it clearly defines management responsibility and can ensure the efficient use of resources. Risk registers and risk assessments need to be regularly reviewed and updated. Completing proper health and safety risk assessments for staff is another key constituent of an adequate strategy. As an ongoing practice, monitoring tensions within communities can help to mitigate and manage emerging risks more effectively.

The following sections describe essential components that should be included in a CoP strategy for diverse communities. These components include strategies for engagement, the role of intelligence, partnerships, resource needs, communications, and critical incident management. It is also essential to ensure that staff are well prepared to implement CoP.

ENGAGEMENT STRATEGIES

Engagement is a key pillar of CoP. Every day police engage with individuals and communities in a multitude of ways – through messaging and communications, face-to-face encounters, responding to calls for service, working in partnership with others, policing events or by being visible in the course of policing duties.

Engagement presents one of the most effective methods for building trust and confidence within communities.

This is particularly important in communities with lower levels of trust in the police because of specific grievances. Winning hearts and minds can be difficult, especially when grievances are deeply rooted. But with calculated activities, police agencies can strengthen relationships, reduce tensions and minimize conflict.

Often public trust and confidence will increase as police take more opportunities to engage with communities. For example, if officers will be policing an event that has the potential to result in disorder, early interaction with the organizers and communities presents an engagement opportunity to build rapport and seek support from those most likely to be affected. Trust must be earned and should not be taken for granted.

Some key characteristics of effective engagement are:

- Having a police service that is representative of communities being served;
- Keeping in regular contact and being accessible to communities and responsive to their needs;
- Acting with professionalism in every interaction;
- Being approachable, compassionate, available, trustworthy, honest and committed to serving the community.

Communities will watch carefully how they are treated by the police. It is therefore critical that no community is treated differently than others.

Some communities may have low trust or expectations with regard to the police service. In such cases, engagement strategies may need to begin with providing information on how the police will operate, including how they will protect human rights and dignity, and respond to any complaints or requests for help. Having diverse representation among police staff is another good way to support relationship building. Ensuring that female staff are available to work with female victims of violence or crime is an example of meeting diverse community needs.

It is also important to consider the community impact. To do this, community impact assessments should be carried out if time permits. Such assessments allow organizations to capture the key issues and risks that are likely to emerge within various communities. It also enables effective management where mitigation or resolution of conflicts may be possible. This might mean taking time to consider the potential impact of conducting a search in an area that is hostile to the police. If the search takes place at the same time as a protest march, near a place of worship, during a local religious rite, festival, a sporting event, or the funeral of a well-known member of the community, tensions can potentially be high. A police presence could provoke an adverse reaction that could damage the police's reputation and inflame tensions. In turn, if a community experiences a natural disaster and needs vital provisions, this can present an opportunity to the police for strengthening relationships by bringing resources and/or protecting community members from further harm.

Trust building in diverse communities also requires sound ethical standards and principles to be applied in every interaction.

It is fundamental to provide ways for the public to make complaints and have those complaints recorded and independently investigated.

It is also important that diverse communities are aware of how they can make complaints, and are assured that they will be taken seriously. All persons in the community should protected by the police, and all should be treated with compassion, courtesy and respect.

A police organization should have a Code of Ethics and a Code of Conduct in place. These professional codes and standards should be readily available, and published in as many languages as possible or needed to support and encourage adherence. Staff and officers must be aware of these standards, and communities should understand what to expect of the police.

BOX 15 – Staff preparedness and training

Staff who are involved in service delivery and community interactions must have adequate education, training and skills to succeed. It should not be assumed that staff have all the knowledge and skills they need to effectively carry out their role. For example, language barriers can only be overcome through the provision of an interpreter. Conducting a training needs assessment will enable police organizations to respond to any identified needs or gaps effectively. Gaps might include the need for specialist training, such as in cultural awareness, conflict resolution, CoP skills, communication skills, or understanding professional standards.

In some cases, there may be significant cultural differences between communities and police teams (see "Understanding diverse communities", page 120). Training is important to ensure that officers and staff know how to react appropriately, not only with sensitivity, but in some cases differently than they would with other communities.

CASE STUDY ON COMMUNITY ENGAGEMENT

Taking risks is a consideration for police leaders and individual officers. Sometimes taking calculated risks to engage with an individual or group in new or innovative ways can break down and overcome barriers. Deeply rooted differences can create obstacles for engagement. Officers must decide whether these differences are a good enough reason not to engage for the greater good of others.

In this example, Stephen Cargin, a former community police officer in Northern Ireland, reflects on the challenges he faced while engaging with those who saw him as "the enemy" and had significant grievances against the police:

"In 2008 I was a senior police officer in Northern Ireland, challenged with policing two large command areas. Each area had experienced significant levels of atrocities during the Northern Ireland troubles which resulted in many murders, terrorist attacks, community tensions and deep-rooted hatred and conflicts between communities. Annual parades by Loyal Orders and other societies resulted in community confrontations which often turned into violent confrontations. Sinn Fein, the political wing of the Irish Republican Army (IRA), made a political decision to support policing around that time. Prior to that they had opposed policing using their military and political means. Hundreds of police officers had been murdered and thousands injured because of terrorist attacks by the IRA.

"I was presented with a personal dilemma – was I prepared to engage with those who had supported the murder of my friends and colleagues? Could I work as a peacemaker to support community reconciliation, build trust between these diverse communities and the police, and reduce potential threats? I chose to make that difficult decision and worked for the next ten years as a peacemaker.

"Part of that engagement story involved meeting face-to-face with those who had been opposed to the police for many decades. Deep-rooted distrust existed within that community and the police service. I arranged meetings between the police and community members at various levels – senior, middle and front-line police staff. For the first time in living memory in those areas, police officers, terrorists and their supporters sat together and discussed their grievances and differences. These were hard engagements on many levels, but it promoted a greater understanding between each group and allowed for each to start to work together for the greater good of the communities they represented.

"Understanding each other's backgrounds and experiences provided a good opportunity to reflect and learn and understand each other's position. One key

learning point from many of these exchanges was listening to how many former violent extremists got involved in terrorism because they had been badly treated by a police officer or soldier. Whilst that could never excuse a reason for supporting terrorism, it does highlight the importance of how police officers treat others. Others shared stories about how their views of the police changed after a police officer treated them or a family member with respect and compassion.

"I took many calculated risks to sit with former violent extremists, develop partnerships, attend meetings with hard-to-reach communities, respond to community concerns and allocate resources to build community policing teams. Community police teams became a very significant opportunity to police those hard-to-reach communities. Officers were dedicated on a permanent basis to specific neighbourhoods. They took responsibility to build partnerships, tackle community conflicts and respond to the key issues that affected those communities.

"As trust and confidence grew, they would regularly perform joint foot patrols with community leaders from those communities. Prior to these new partnerships the police patrolled many of these areas in armoured vehicles because of the threat to their safety. Through working in partnership and building trust local police eventually changed their style of policing to high visibility foot and bicycle patrols. This presented new opportunities to speak with communities, who for decades had not had the opportunity to interact with the police in this way. They provided education in schools and to minors aged 9 to 18 on subjects like drugs, stranger danger, anti-social behaviour, dangers associated with fireworks, and online crime."

Some of the key lessons for successful engagement learned through this experience include meeting regularly with communities to work through problems in partnership and identifying key influencers in those communities and, in particular, those who had the ability to resolve conflict and unlock opportunities to develop policing strategies. It is also important to be accessible by local communities via phone or in person, remain accountable for responding to local needs, and always act with honesty and integrity. When mistakes were made, being honest and apologizing as soon as possible helped avoid unnecessary conflict. Trust cannot be expected but must be earned. Responding quickly, even to minor problems, built trust and a positive narrative that police really cared about those communities. It is also helpful to form community policing teams with officers who represent the communities served and who have the right skills and attributes required for this key role.

INTELLIGENCE AND EVIDENCE-BASED POLICING

Having current and reliable information and intelligence is a critically important part of any strategy. The availability of accurate, up-to-date information together with other resources can facilitate improved information gathering and intelligence co-ordination. This can help to answer questions such as the following: Who are the key influencers in these diverse communities? What are the challenges are they facing? What are the emerging threats, risks and issues? Who are the most vulnerable in these communities? How should resources be applied? Analytical products can help build a key understanding of the challenges, risks and potential application of resources in an intelligence-led policing approach. Using information and intelligence correctly will help to develop best-fit solutions within a problem-solving approach.

The interconnectivity between CoP and intelligence-led policing allows police to prevent crime and use their resources in smarter ways by applying an evidenced-based approach. Community police officers can use such information to solve problems more quickly.

As an example, the following situation might be considered. A minority community encounters intimidation and attacks, resulting in increased violence and fear in the community. Media reporting highlights the need for the police to respond quickly and effectively before the situation escalates. Community police officers receive information from trusted contacts in the community, contacts they have developed through engagement and partnerships within the community. The community police officers in turn share this information with intelligence specialists, who

verify, corroborate, authenticate and grade the information. The community police officers then act on this intelligence by placing high visibility foot patrols in the area at key times, targeting particular areas or the offenders involved in the original attacks. They might also use the information to investigate individual suspects, or to seek further information to support a search warrant or to carry out arrests. In this way, intelligence-led policing offers a mechanism for supporting a CoP approach.

PARTNERSHIPS

Having the right people in place is essential. Partnerships, collaborations and a multi-agency approach are needed to effectively support and engage with diverse communities.

Neither the police nor civic authorities should try to approach the challenges of diverse communities alone.

Problem solving is best done in collaboration with external partners, in particular by developing partners within communities. It is also beneficial to identify people who have experience dealing with the challenges of other similarly diverse communities.

Co-ordination and co-operation between all partners is vital.

A key aspect in a collaborative approach is to gain political support, since this can engender additional resources in terms of finances, people, equipment and much-needed infrastructure.

Sharing knowledge and resources is a much better solution than a single-strand approach. Sharing ensures the continuous improvement of provided services, as well as the recognition of good or bad practices. Applying a shared approach is likely to streamline the use of resources and expedite the application of smarter policing to find solutions.

It may also be useful to build a database of how various NGOs and other government agencies are assisting certain communities. For example, the members of some communities may not know their rights, or how to obtain the help they need. Partners may be able to provide information about obtaining asylum, laws and processes to be aware of, how to obtain identification cards, etc.

RESOURCES

Diverse communities should be afforded the same access to services as any other community. Due to the conditions and dynamics in some diverse communities, this may require additional financing to support policing and other budgets. For example, extra resources may be required to manage an influx of migrants, such as providing housing or shelter, food or other basic needs. Migrant communities that are likely to remain and settle in the community will require long-term strategic investment of resources and the co-ordination of all key partners. Infrastructure (such as health care provisions, food, electricity or cooking facilities) should be the responsibility of partners.

Organizations should identify the equipment needed to support their officers and staff to keep communities safe and to respond to their needs. There are a number of police organizations that have effectively used a CoP approach to establish police outposts and communication centres inside migrant camps. To effectively police such communities, some special equipment has been needed for police officers and staff. Adequate equipment must be provided to keep staff safe and able to operate effectively. This may include special clothing or personal protective equipment, means for communicating, buildings or other kinds of shelter from the weather, or provisions for supporting contacts or effectively noting complaints.

EFFECTIVE COMMUNICATION

Police agencies need to identify the most effective types of communication methods to use with diverse groups, bearing in mind that some group members may not have access to mobile phones, the internet, computers or tablets. Some community members might be illiterate, or speak a language not known to police staff.

Communication with diverse communities should be regular, clear and easy to understand.

Target audiences should be clearly identified. In some cases, communication may be intended for an entire community, whereas in other cases, the aim of a message will be to inform and educate only those most affected by whatever is taking place. Interpreters should be able to accurately translate messages, including in local dialects if needed. Often incidents are reported by the media in a biased manner if police or civil authorities do not proactively contact the media. Police organizations should thus prioritize quick responses to use the media effectively. Communicating in an honest and forthright manner shows care. Moreover, it allows police organizations to tell their side of a story and show how they are responding to all communities.

Effective communication can also involve collaborations or partnerships with the media, individual groups within a community, NGOs, bodies providing education or health care, businesses, and infrastructure providers. Two-way communication can have a wide impact. In particular, understanding the role of the media and regular communication is important when incidents or events journalists are trying to report become violent. In such situations the police need to take measures to protect the media. This will be facilitated if a good partnership has already been developed.

For example, some cities have a group of strategic city leaders who meet regularly to discuss key threats, opportunities and issues having an impact on the city's local communities or its reputation. Membership in such groups often includes the police, other emergency services, government officials, and health, education and business representatives. If such groups speak with one voice when something significant is taking place, this can be a powerful tool. A unified statement demonstrates that everyone is working together and in consensus with each other.

MENTAL HEALTH

To respond adequately to issues related to mental health, the police need to assess how to approach and deal with certain individuals or groups. Greater levels of education, skills, training and understanding are required for policing people with mental health needs.

To manage certain kinds of individuals or scenarios, police staff will need to conduct careful risk assessments and exercise extreme caution in their approach. The majority of individuals with mental illnesses are not dangerous. However some present unique challenges that require a police response which is cautious, compassionate, responsible, understanding and reasonable.

Training and education are needed to properly equip and prepare police officers for situations involving persons with mental health needs.

Working in partnership with other agencies provides an ideal method for engaging with such persons. It should also be recognized by police officers that a person with mental health needs can be a victim, witness or potential suspect. Each individual should be dealt with respectfully and sensitively.

"People with mental health problems are over-represented in the criminal justice system and feature disproportionately at all levels of the criminal justice pathway: They are more likely to be arrested than people without a mental health problem for offences of similar severity and are more likely to be victims of crime than the perpetrator. They are also over-represented in the prison population and are at risk of poorer outcomes. In the UK and other countries, there has been a move towards the 'de-institutionalisation' of people with mental illness from the 1980s. This has meant that their treatment and support increasingly takes place within the community. This, however, is reliant on the availability of such mental health community and acute services, and in times of a mental health crisis it is the police who are often the first point of professional contact and who function as 'gatekeepers' to services more suited to these clients' needs. It has been estimated that between 20-40% of police time in the UK involves a mental health concern and demand appears to be increasing."[168]

HATE CRIMES

It is important for the police to recognize offences that are hate crimes, that is, crimes based on race or ethnicity, religious belief, disability, sexual orientation, gender identity or other reasons. There is no global definition of crime motivated by intolerance or discrimination. Moreover, there is no agreement on what personal characteristics of individuals should be protected by specific legislation or other types of policies. The scope of protected characteristics varies over time and among countries. Characteristics may include race, skin colour, religion, ethnicity and national origin. More recently the categories of sexual or gender identity and disabilities have been added to this list.

The OSCE definition of hate crimes reads as follows: "Hate crimes are criminal acts committed

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168 Vigurs, Carol and Quy, Katie, *Police Responses to People with Mental Health Needs: A Systematic Map of the Literature* (University College London, 2017), 7.

with a bias motive. It is this motive that makes hate crimes different from other crimes. A hate crime is not one particular offence. It could be an act of intimidation, threats, property damage, assault, murder or any other criminal offence. The term 'hate crime' or 'bias crime', therefore, describes a type of crime, rather than a specific offence within a penal code. A person may commit a hate crime in a country where there is no specific criminal sanction on account of bias or prejudice. The term describes a concept, rather than a legal definition.

> **"Hate crimes always comprise two elements: a criminal offence committed with a bias motive."**

"The first element of a hate crime is that an act is committed that constitutes an offence under ordinary criminal law. This criminal act is referred to in this guide as the 'base offence'. Because there are small variations in legal provisions from country to country, there are some divergences in the kind of conduct that amounts to a crime; but in general most countries criminalize the same type of violent acts. The second element of a hate crime is that the criminal act is committed with a particular motive, referred to in this guide as 'bias'. It is this element of bias motive that differentiates hate crimes from ordinary crimes. This means that the perpetrator intentionally chose the target of the crime because of some protected characteristic."[169]

Police should take care to record such incidents and categorize them correctly as a hate crime.

A hate crime has the potential to develop very quickly into a critical incident.

(For more information, see "Critical incident management", page 134.). The police therefore must monitor and keep a good grip on reports and investigations of this type.

Responses to hate crimes can be very costly, not only in terms of the impact on resources, but also on trust and confidence. To support persons affected by hate crimes, police services and partner agencies should make the reporting of incidents as easy as possible. This can be done by providing victims support mechanisms, infrastructure and resources. Consideration should be given to having individuals in support service who are represent groups most likely to be affected by hate crimes.

Hate crime incidents can increase fear and tensions within communities. Applying CoP offers a sound evidence-based approach for reassuring the public and resolving incidents. Failing to react appropriately and professionally can seriously damage public trust and confidence and undermine other policing efforts.

Partnerships and collaboration

Working in partnership with support or advocacy groups offers an effective platform to support hat crime victims as well as to professionalize police responses. When responding to a hate crime incident, being able to quickly identify which stakeholders or groups to communicate with is crucial. Building relationships should be a long-term priority for police officers, not just something that is done when an incident occurs.

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169 OSCE/ODIHR. *Hate Crime Laws. A Practical* Guide (Warsaw, 2009), 16.

Visibility and reassurance

Using analytics and data effectively will help police organizations decide how to allocate resources for patrol, investigation and follow-up. Increased police foot or bicycle patrols are tried and tested tactics for reassuring communities affected by hate crime.

Policies and procedures

Putting policies and procedures into operation to educate, guide and direct police responses to hate crime is an important step. Police organizations should undertake regular research on emerging trends in hate crimes and best practices to respond to them. This will ensure that their policies and procedures are up to date are fully integrated into training and education programmes. Training and education should equip and prepare staff with the knowledge and skills required for responding effectively to all types of crime, including hate crime. Training needs to be regular and consistently reviewed. It is important to understand the customs, beliefs, and potential needs of hate crime victims.

Making policies and procedures publicly available ensures that hate crime victims and community members understand how the police will support them. A good practice to consider is allocating a person in a position of leadership who champions and professionalizes the police response to hate crime.

Investigations

Investigations of hate crime should be conducted quickly and thoroughly to ensure that all available evidence is gathered. Investigators should consider gathering information to show that the victim or victims were targeted because of their background or identity. Intelligence assessments regarding hate crimes can enable the police to monitor tensions, gather as much information as possible to support investigations, and deploy resources to reassure the public.

Communication

The media recognizes hate crime incidents very quickly and publicizes them. This can potentially lead to tensions spiralling further. The police thus must be in a position to respond as soon as possible in order to reassure hate crime victims, the affected community and the general public. The police should carefully consider how best to communicate information about hate crimes to the public and key target audiences. This could include appealing for calm public support, whilst reassuring victims and communities. Materials and policies should be available in different languages and accessible formats. Advocates can support the police response by issuing their own statements and using their own media outlets (such as social media).[170]

CRITICAL INCIDENT MANAGEMENT

Failure of the police to engage effectively with communities can damage their reputation and ultimately lead to critical incidents. Any incident, even minor ones, can quickly change the dynamics within a community if the environment is sensitive, such as there being low levels of trust in the police, tensions in the community, or existing high levels of fear. There are many factors surrounding incidents that can feed fear and uncertainty or raise tensions, including media reports, police failing to respond sensitively or acting inappropriately, a person being seriously injured or dying, misinformation or rumours. Critical incidents can be the result of a poorly investigated crime case, one community being treated differently from another, or a court case that fails to gain a successful prosecution.

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170 See OSCE/ODIHR. *Hate Crime Victims in the Criminal Justice System. A Practical Guide.* (Warsaw, 2020) 447028.pdf (osce.org)

If the police fail to respond appropriately to incidents, communities sometimes react strongly, leading in some cases to situations involving disorder, damage to property or further harm to vulnerable persons. In some communities, violent extremists may use such incidents as an excuse for armed violence. Some of the most common situations that inflame or increase tensions in vulnerable or hard-to-reach communities are high-profile court trials, the inappropriate use of stop and search powers, excess use of force by the police, a death in police custody, or a fatal shooting by the police of a member of the community. Although high-profile and/or large-scale incidents are more likely to develop into critical incidents, also less serious incidents or internal incidents can, and do, escalate. A critical incident may appear to come from nowhere. Nonetheless, there are usually warning signs.

> **A critical incident is "any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, family and or the community".[171]**

Key concepts related to critical incidents include:

Effectiveness:

This is the measure of the professionalism, competence and integrity evident in the police response to an incident.

Significant impact:

This indicates that an incident impacts or affects an individual, family or community to a high degree.

Confidence:

This refers to the long-term confidence in the police of victims, families and communities.

Likelihood:

While all incidents being dealt with by the police can have a significant impact on confidence, this refers to the likelihood of that happening.[172]

Many police services have standard operating procedures to support the management of critical incidents. These procedures often require a multi-agency approach. Critical incident management demands prompt professional recognition and risk assessment. It also requires communication, collaboration with key influencers and partners, both internally and externally, and the application of correct tactics and resources. Using the wrong tactics or resources can make things worse and inflame situations unnecessarily.

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171 College of Policing, 2013, Critical Incident Management. Available at: http://https://www.app.college.police.uk/app-content/critical-incident-management/ [accessed 21 December 2021].

172 College of Policing, 2013, Critical Incident Management.

Using CoP can be one of the most effective tools for managing a critical incident.

Well-established community police officers already have communication networks and enjoy levels of trust with communities.

This can help them being accepted by the community most affected by an incident. Monitoring tension provides the police with a valuable method to recognize emerging levels of fear, unrest, or planned protests or attacks against the police or other vulnerable communities. Another key component of effectively managing critical incidents is assigning an experienced and competent senior leader with the responsibility of maintaining oversight of potentially difficult situations.

Early identification of potential critical incidents provides valuable opportunities for engaging with families and communities to reduce tensions and minimize the likelihood of escalation.

Failing to recognize or respond early to an incident which is likely to become critical can have serious long-term effects on community trust and confidence in the police. A single incident can set back many years of good policing work. Moreover, it can cost not just the reputation of the police, but may also result in serious injury to officers or staff, or an increased threat from violent extremists.

Other key considerations when managing critical incidents are the following:

- Police should consider working in partnership with other agencies and professionals who can support the management of a critical incident. A strategy meeting can help to co-ordinate and manage a particular incident, including the designation of the incident as a critical incident. Strategies can include various overarching objectives. These can include managing the critical incident, restoring a state of normality, communicating effectively with the public and those most affected, providing the correct level of resources to support the strategy, setting up command and control structures, conducting an effective investigation, conducting an intelligence assessment to ensure the provision of accurate and up-to-date intelligence, completing a risk register to mitigate and manage risks, and commencing a policy and decision-making log to record decisions and actions accurately.
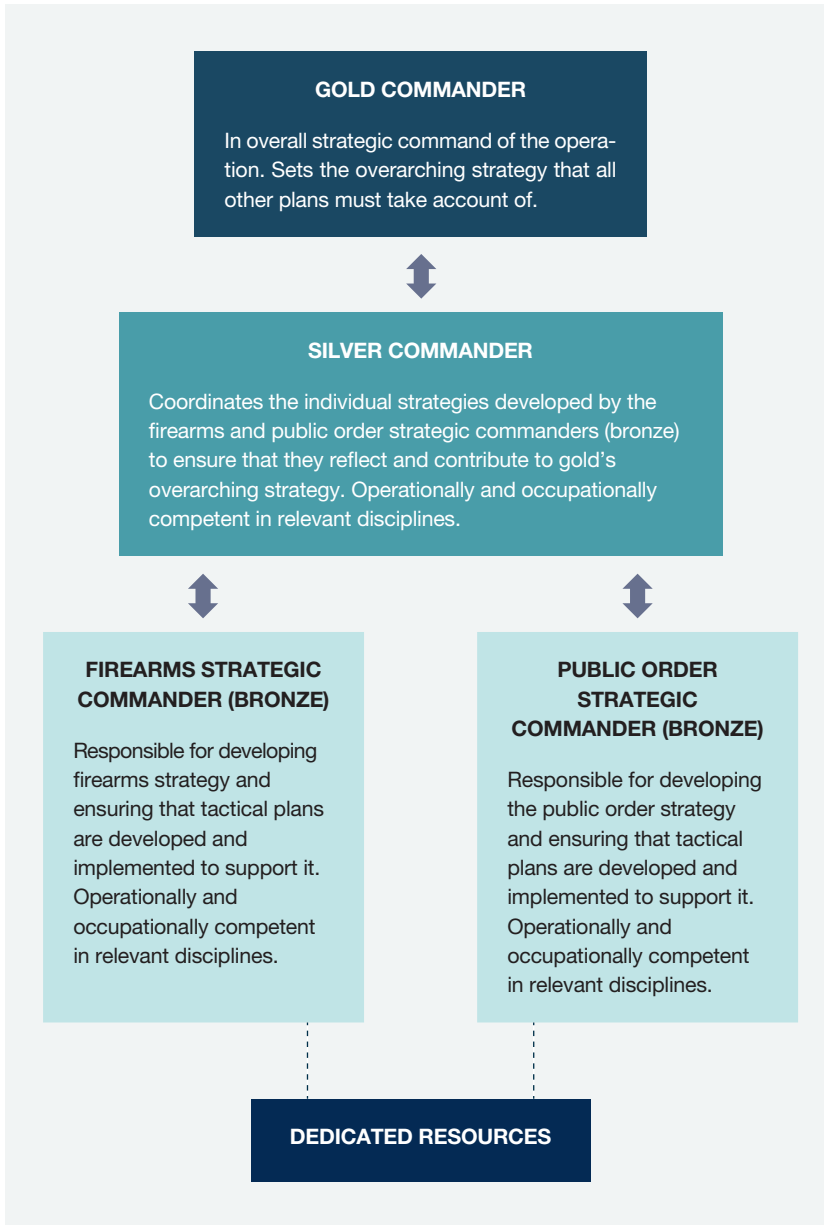
GOLD COMMANDER

In overall strategic command of the operation. Sets the overarching strategy that all other plans must take account of.

SILVER COMMANDER

Coordinates the individual strategies developed by the firearms and public order strategic commanders (bronze) to ensure that they reflect and contribute to gold's overarching strategy. Operationally and occupationally competent in relevant disciplines.

FIREARMS STRATEGIC COMMANDER (BRONZE)

Responsible for developing firearms strategy and ensuring that tactical plans are developed and implemented to support it. Operationally and occupationally competent in relevant disciplines.

PUBLIC ORDER STRATEGIC COMMANDER (BRONZE)

Responsible for developing the public order strategy and ensuring that tactical plans are developed and implemented to support it. Operationally and occupationally competent in relevant disciplines.

DEDICATED RESOURCES

Figure 11: Sample command structure for critical incidents[173]

173 Adapted from College of Policing, 2013, Command structures. Available at: https://www.app.college.police.uk/app-content/operations/command-and-control/command-structures/ [accessed 13 January 2022].

CASE STUDY ON COP IN SUPPORT OF REFUGEES AND HOST COMMUNITIES IN JORDAN

CoP in refugee camps

In August 2013, Siren Associates[174] was appointed by the UN High Commissioner for Refugees (UNHCR) and funded by the British Embassy in Amman to implement a community policing program in Za'atari Refugee Camp. At that time the camp hosted over 120,000 refugees from Syria. The Syrian Refugees Affairs Directorate (SRAD) were responsible for the security of the camp. Siren Associates worked closely with the SRAD to train and equip police officers to operate and patrol inside the camp.

In 2013, there had been over ninety major public order incidents. However, after the police started to routinely patrol the camp in 2014, there was only one major public order incident. This incident in April 2014 acted as a catalyst to enhance community policing in the camp. SRAD officers who had been trained by Siren Associates were able to build bridges with the community and, by working in partnership with NGOs, improved the well-being of the refugees and people working in the camp. Since 2015, there have been no major incidents in the camp.

In April 2014, Azraq Refugee Camp was opened. As a result of the success in Za'atari, the SRAD invited Siren Associates to assist in the training of the community police officers in this new camp. Azraq was set up in villages and, by working alongside the SRAD and CARE International, Siren Associates established a community police station in each village (accessible to the public, and disability and gender friendly), working in partnership with the camp's community centre.

As confidence in the police grew, there was a need for more community police officers. However the physical and financial resources were not readily available. With the joint assistance of the British Embassy and the Embassy of the Kingdom of the Netherlands, ninety retired police officers were recruited, equipped and trained as community police assistants (CPAs) to operate in both camps.

The following are examples of CoP initiatives that took place in one or both camps:

▪ Weekly community partnership problem-solving meetings were held in each of the five villages, chaired by the police and attended by NGOs, community police officers, charities and other key players. The police were asked to chair the meetings because of the high levels of respect they had with Syrian camp residents, and the partnerships they had with camp agencies and service providers. The meetings were attended by up to a hundred refugees; the types types of issues raised included water, gas (needed for heating and cooking),

174 For more information, see Siren Associates, https://sirenassociates.com/.

electricity supplies, sanitation, traffic, safety and security, confidence building, and other quality of life issues.

- While on foot patrol, the CPAs identified people who were ill and unable to leave their shelters. The CPAs would signpost them and arrange appointments with medical staff or agencies on their behalf. On one occasion, a seriously ill child was identified by them and immediately brought to a hospital, saving his life. Residents and street leaders would frequently meet or approach CPAs on patrol and identify other residents with special needs. In several cases, community police and CPAs were able to acquire wheelchairs, enabling those with disabilities to leave their shelters for the first time. A total of 95 CPAs were employed in the two camps, in addition to Jordanian community police officers.

- When a young child was tragically killed by a water tanker whilst playing next to a roadside in the camp, the community police acted immediately. They provided robust pedestrian safety information to all drivers, and required all drivers to attend local road safety training. It became a requirement for all drivers to attend this session before they could be "licensed" to enter the camp. This training was supplemented by CPAs who visited all primary schools in the camp to deliver interactive road safety lessons. On high visibility patrols, robust action was taken against any driver seen driving dangerously. Such drivers were also reported to the police by residents and community leaders.

Police–community partnerships in the host community

In 2016, with CoP established in the refugee camps, the focus shifted to enhancing community policing in the host community, in particular in the northern regions of Al Mafraq and Ar Ramtha. Over 50 per cent of the population in these areas are made up of refugees. This has had an impact on all public services, including the police. Siren Associates took lessons learned from the camps to enhance the role of the community police officers by making them more approachable, accessible and visible in the community. The Public Security Directorate (PSD) recognized the importance of listening to the community and the need to work in partnership with them. Emphasis was placed on the police being proactive rather than reactive. This helped them deal with the root of the problems they encountered.

Local Security Councils were formed, providing a platform for community representatives to raise safety concerns. Once an issue was identified, initiatives were developed involving the police and the community, drawing on international good practice. A notable example was the Mafraq Hospital, where medical staff had raised concerns over daily incidents of verbal and physical abuse. Police had responded by placing officers in the hospital, which solved the problem in the short term. However, once the police officers left, the abuse continued. Medical staff did not know how to deal effectively with aggressive individuals, nor did they have any personal safety techniques. Siren Associates provided training to the police, who then trained the medical staff, improving confidence and safety in a sustainable manner.

Key takeaways on engaging diverse communities

Policing diverse communities can pose many challenges, particularly where there are rapid cultural changes and growth in the population. Due to recent surges in global migration, police organizations are facing highly demanding long-term shifts in dynamics. The co-existence of people having diverse cultures and attitudes is best supported by applying CoP principles. These include engaging with the general public, applying collaborative work practices, communicating and listening effectively, proactive responses to calls for service, treating others with respect, and acting with integrity and compassion.

> **Applying a CoP approach offers a wide range of options for tackling problems. While it uses an evidence-based approach to fighting crime, it also supports the building of relationships, trust and confidence. The approach is enhanced if it is inclusive and applied equally to all groups found in diverse communities.**

Understanding diverse communities:

- Police should never see existing grievances in diverse communities as the norm. Instead efforts should be made to actively understand and, where possible, respond to the community's needs and calls for service. Monitoring tension is a problem-solving approach that has been widely and effectively used to predict, anticipate and prevent harm, as well as to reduce the need for police responses.

- Many diverse communities, especially those with substantial migrant and refugee populations, have low levels of trust in the police and low expectations of receiving fair treatment from them. It is therefore important that the police build trust and confidence with those communities. This includes groups who may not have a voice within existing community structures, such as ethnic or religious minorities, women, young persons, disabled persons, the elderly, or other vulnerable groups.

CoP strategies in diverse communities:

- Due to the many challenges that arise in diverse communities, it is easy for police services to face reputational damage or reduced confidence levels. Ignoring problems can result in their unnecessary escalation or increased fear. If police are proactive in their CoP strategies, it is more likely that they will be able to develop trust and to maintain that trust. If a strategic approach based on CoP principles is taken, there is more chance that risk levels can be lowered and identified risks can be managed successfully.

- It is very important to anticipate the demands that are likely to be placed on staff and officers. This enables a police organization to predict demand, apply an evidence-based approach, and determine the resources that will be needed for effectively managing various situations. It is also critical to provide adequate education and training to staff who deliver services or have direct interaction with the general public.

- Collaboration or partnerships between the police and civic authorities are essential. If they are lacking, this results in weakness and inefficiency for the side trying to approach a problem alone. Lack of communication between police, public bodies and diverse communities can also create challenges. Communication should be regular, clear and understood.

- It is important to identify key stakeholders who may be able to help address community needs and to build collaborations and partnerships with them. Sharing knowledge and resources is a much better solution that a single strand approach. Havin accurate and up-to-date information as well as joined resources can facilitate improved information gathering and intelligence co-ordination.

- Each interaction between the police and migrants and/or host communities must follow sound ethical standards and principles. Trust must be earned. It should not be taken for granted.

Reflection questions on engaging diverse communities

The following questions are designed to foster additional reflection on the challenges, opportunities and priorities related to engaging with diverse communities:

- What challenges or risks does my organization face with managing or responding to diverse communities? How can my organization benefit from applying a CoP approach to policing diverse communities?

- What positive actions can my organization undertake to enhance police officers' skills in meeting the needs of members of diverse communities and upholding their rights?

- What are the current levels of trust and confidence between the police and marginalized communities? How can trust and confidence be improved?

- Which partnerships are most helpful for supporting diverse communities? How can we continue to grow and strengthen these relationships?

- What are specific grievances within the diverse communities we are responsible for policing? How do we know that these are factual and not assumed?

- How effective is my organization in communicating with diverse communities? How could communication between the police and minority communities be improved?

- How can we reach vulnerable members of diverse communities who might not have a voice, or who may be subject to abuse or unfair treatment? Through what mechanisms can these individuals be given meaningful opportunities to have their voices heard?

- Are police officers and staff provided with adequate levels of training and education to support and engage with diverse communities? How can this be strengthened or systematized?

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