



Community-Oriented Policing in the European Union Today

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The objective of this toolbox is to support policymakers and practitioners, in particular police chiefs and senior management within police organisations, in achieving a successful COP strategy.

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CONTENTS

Preface	7
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Executive summary	11
--------------------------	-----------

01	Introduction to the concept of community-oriented policing	16
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1.1. History and philosophy	16
1.2. Current state of play	24
1.3. Instead of a definition, a framework	27

02	Ten key Principles	30
-----------	---------------------------	-----------

01	Community-oriented policing is a built-in component of a larger government system	34
02	Community-oriented policing is a commitment	38
03	Community-oriented policing requires qualitative measurement	42
04	Technology will support the next generation of COP	46
05	Training and education	50
	5.1. COP and training	51
	5.2. Training versus education	53
	5.3. Training needs in relation to COP	54
	5.4. Multi-level training - and education	55
	5.5. European training in COP?	57
06	Community-oriented policing is locally embedded	58
07	The presence and familiarity of the police	62
08	Learn about and address local needs	66
09	Collaborative security production	70
10	Encourage two-way communication between police and public	76

03

Expert review on best practices for community-oriented policing **80**

3.1. The Forssa approach: mediation of polarisation and intergroup conflicts (Finland)	81
3.2. Šiauliai district discovers a security formula (Lithuania)	83
3.3. My neighbour is the policeman! (Hungary)	85
3.4. SPIN programme (Estonia)	87

Conclusions **89**

Recommendations **93**

Bibliography **95**

Annex Good practices **97**

Austria: Security. Together in Austria	98
Belgium: Neighbourhood Conciergerie	99
Bulgaria: Child Police Station	100
Croatia: Together we can do more	101
Czechia: Safe Region - Safe City	102
Denmark: Safe Neighbourhoods in Køge	103
Estonia: the SPIN programme	105
Finland: the Forssa approach	106
France: the Territorial Contact Brigade	107
Germany: Walk around your hood	108
Hungary: My neighbour is the policeman!	110
Ireland: Use Your Brain Not Your Fists	111

Lithuania: Šiauliai district discovers a security formula	112
The Netherlands: Neighbourhood Prevention Breda	113
Poland: National Security Threat Map	114
Portugal: Senior Census	116
Romania: Broken Wings	117
Slovakia: Learning for a Valuable Life	118
Spain: Ciberexpert@	119
Sweden: Safe and secure events	121
Belgium: VIRTUS	123
Belgium: GO-team	124
Bulgaria: Society and Police! With Care and Warning!	125
France: Delegate for police-population cohesion	126
Poland: Academy of safety	127
Poland: Akademia Seniora	129

Endnotes

131



PREFACE

‘Community policing’, ‘community-oriented policing’, ‘neighbourhood policing’, ‘policing for the community’, ‘policing with the community’ - these are all different terms for broadly the same approach. This toolbox is about this approach, which we refer to as community-oriented policing (COP).

This toolbox differs from other available handbooks on COP. It describes a **number of recent good practices** from EU Member States with regard to COP. Although only summaries of these good practices are included in the toolbox, more detailed information on them can be found on the EUCPN website (www.eucpn.org). In addition, the toolbox includes an expert review of some of these good practices. The objective of this toolbox is to **support policymakers and practitioners, in particular police chiefs and senior management within police organisations**, in achieving a successful COP strategy. The importance of strategic engagement with the philosophies of COP has been heavily emphasised by experts in the field. They state that, although perspectives on COP from the frontline are important, COP will not be effective without political and organisational buy-in, and that policymakers need to be convinced first, since COP implementation requires structural and cultural change within the police organisation.

We aspire to support these policymakers and practitioners by setting the tone for a European vision on COP and by tackling the ‘dialogue of the deaf’ by disseminating knowledge by drawing attention to scientific insights and accounts of practical experience that could be valuable in determining policy and practice. We aim to achieve this objective by drawing up a common European definition of COP and key principles of COP and by sharing best practices regarding COP in the EU.

It is important to stress that this toolbox is to be regarded as a **starting point for further work on pursuing a European consensus** about how COP is to be understood in the EU today. Our objective is not to offer a formal definition or an exhaustive list of key principles of COP, as this would require more time and resources than were available to us.

The focus on COP at the European level was **initiated by Austria**, as chair of the European Crime Prevention Network (EUCPN), through the Vienna Process and, as President of the Council of the EU, by introducing the topic at informal Standing Committee on Operational Cooperation on Internal Security (COSI) and Justice and Home Affairs (JHA) Council meetings.

The **Presidency of the EUCPN** rotates among its Member States every 6 months, following the same rotation as the Presidency of the Council of the EU. The Austrian Presidency of the EUCPN chose COP as the topic to focus on during the Austrian Presidency of the network in the second half of 2018. More specifically, the topic was described as follows:

Recent studies concerning public safety have shown that despite a measurable decrease in the occurrence of crime over all, the subjective feeling of safety among the citizens of Austria has declined in recent years. During the Austrian Presidency our main focus will therefore lie on how to strengthen the community and the cooperation with the community to fight crime and organized crime. The Presidency will organize a large-scale international conference in December¹, which will revolve around this theme and invite national and international experts to present initiatives and projects that enable the improvement of the subjective feeling of safety of our citizens through positive exposure and cooperation with law enforcement².

The first informal meetings initiated by Austria started in 2016 during the Slovakian Presidency of the EU Council. A key idea is that many of the EU's current challenges are too big to tackle in a trio³, and consequently a multi-presidency approach covering 2016-2025 has been taken. This approach is referred to as the '**Vienna Process**'. Informal discussions in this multi-presidency format led to the identification of five key challenges and four cross-cutting issues⁴. Further discussions were held at the level of the JHA Council, COSI, etc., which led to the 'Vienna Programme'.

One of the five key challenges that was identified is strengthening European police cooperation. Among other aspects, the promotion of COP was raised as an important issue⁵.

The topic of COP was included on the agendas of both the informal COSI⁶ meeting held in Vienna and the informal **JHA Council**⁷ meeting held in Innsbruck in July 2018. Member States and the European Commission expressed support for the Austrian Presidency's initiatives as set out in the relevant discussion papers. To

implement its short-term objectives regarding COP, the Presidency sought the assistance of the European Union Agency for Law Enforcement Training (CEPOL)⁸ and EUCPN, which the agency and the network were happy to provide⁹.

CEPOL and EUCPN described their intentions in a note to the COSI delegations. This toolbox forms the final product of the joint activities concerning COP by CEPOL and EUCPN. The timespan of this project covered the semesters of both the Austrian and the Romanian Presidencies. To ensure the prudent use of resources, expert discussions took place as part of EUCPN activities during the Austrian semester. The first activity was a workshop held on 9 October 2018 in Brussels, where 15 COP experts from across the EU came together to discuss the current situation with regard to COP in the EU. The second activity consisted of the Best Practice Conference on COP, on 4-6 December 2018, which was organised by the Austrian Presidency. During the Romanian semester, CEPOL hosted a second workshop, where experts came together to discuss the progress of the joint product. Both CEPOL and EUCPN were involved in all events¹⁰.

Moreover, the **Romanian Presidency** has initiated the process for adopting **Council Conclusions on certain aspects of European Preventive Policing**. In this document, the Member States are invited to make more efficient use of the existing legal framework at national and European levels regarding the deployment of joint patrols and other joint operations on the territory of other Member States. In addition, Member States, European institutions and JHA agencies are called upon to ensure the effective operational implementation of preventive policing, including by enhancing joint patrols and operations between Member States and providing adequately trained police officers. This means officers having the necessary professional background to address the specific aspects of all forms of cooperation covered by the joint patrols¹¹.

EXECUTIVE SUMMARY

This toolbox is a joint European Crime Prevention Network (EUCPN)/European Union Agency for Law Enforcement Training (CEPOL) publication and differs from other available handbooks on community-oriented policing (COP). It describes a **number of recent good practices** from EU Member States with regard to COP. The objective of this toolbox is to **support** policymakers and practitioners, in particular **police chiefs and senior management within police organisations**, in achieving a successful COP strategy. The importance of strategic engagement with the philosophies of COP has been heavily emphasised by experts in the field. The focus on COP at the European level was **initiated by Austria**, as chair of EUCPN, through the Vienna Process and, as President of the Council of the EU, by introducing the topic at informal Standing Committee on Operational Cooperation on Internal Security and Justice and Home Affairs Council meetings.

COP is deemed to be relevant to all EU Member States and is **widely implemented across the EU**, albeit to different extents and in different forms. While COP continues to develop, providing positive outcomes for public and police, **defining it remains a challenge**. The concept is notorious for its multiple and sometimes divergent definitions. This is especially true in the **European context**, with COP being implemented in different ways in the EU. To meet this challenge, we looked at **Unity**, a Horizon 2020 project on COP that had encountered the same problem. Despite the many definitions and different approaches, the researchers did find common elements. By considering these elements in relation to other research findings, Unity created a framework for identifying and exploring COP across Europe. This framework is called the **Six Pillars of COP**:

- trust and confidence building
- accountability
- information sharing and communication
- addressing local needs
- collaboration
- crime prevention.

Through an analysis of the current literature and in-depth discussions with experts in the field, we have identified **important factors for the successful implementation of COP**. We have used scientific insights and experiences in the field to draw up clear and easily understandable guidelines, in the form of **10 key principles**.

1. COP is a **built-in component of a larger government system**. A police organisation does not operate in isolation but is part of a larger framework and depends on several forms of support from the supervising government. Therefore, it is important for politicians and policymakers to understand COP, communicate about it, equip the police organisation with the necessary resources to successfully implement it and provide other government institutions with the necessary mandate to participate in the COP approach.
2. COP is a **commitment**. This commitment encompasses a change in management style, reducing the resistance of the police subculture to change and building greater awareness of the conditions under which police officers work. If the COP approach is not accepted by the entire police organisation, it will be merely an add-on to reactive police practice, which will not yield the expected results. COP should be viewed as a more efficient way of working, in terms of both time and effort, rather than as an additional task for the police to carry out.
3. COP requires **qualitative measurement**. There has been growing acceptance of community-based outcomes such as community safety, perception of fear and calls for service. Qualitative outcome criteria such as levels of public satisfaction and public cooperation and the sustainability of community projects should be introduced and should be prioritised over quantitative criteria. Police officers who are willing to learn new skills should be considered for incentives such as promotion opportunities and should have their achievements formally recognised.
4. There is a **new generation of COP projects that rely on technology**. Research findings have stressed the importance of using these ICT tools to facilitate communication and interaction, and not as a replacement for them. In addition, it should be borne in mind that the priority in using these tools should be to improve communication and interaction between police and public, and not to gather intelligence.
5. Police officers need to be **properly trained** to make COP work. CEPOL defines training and education as two separate notions. Successful COP depends more on the educational than on the training status of the police officers involved. With

this distinction in mind, we identified five target groups to be trained or educated: government, police leadership/management, COP officers, ordinary police officers and communities.

6. COP should always be **locally embedded** and adapted to the local situation and social context. Research shows that the social context has a major impact on the meaning, interpretation and implementation of policing practices. In regions where there is historical distrust, restoring trust may take decades. Therefore, COP should be seen as part of a larger shift from a police force to a police service, with the police operating for and in the community.
7. The **presence and familiarity** of the police are a crucial aspect of COP. It is important that sufficient time is taken for the community to get to know the police officers and for the police officers to understand how the community operates. Encounters between police and public are crucial for the quality of the relationship.
8. The police should **learn about and address local needs**. A problem-solving approach that aims to structurally reduce crime and increase safety is an important aspect of COP. To learn about local needs, it is important to avoid a one-sided perspective when gathering information on the concerns of a community. To address local needs, it is important to determine the underlying causes of problems and to focus on recurring patterns of incidents, rather than on isolated ones, treating them as a group of problems.
9. **Collaborative security production** is when several actors work together in order to accomplish a shared vision of security. The police collaborating with the public for the purposes of problem solving can reduce perceived disorder as well as increasing trust in and the perceived legitimacy of the police. Intragovernmental cooperation is needed, since solving community problems is a task that involves all relevant state agencies, with close cooperation required. If the public and other actors take more responsibility in a collaborative approach towards security, it has the potential to allow police forces to concentrate resources on other core tasks.
10. **Two-way communication** between police and public should be encouraged. Effective, appropriate and timely communication is vital for a successful COP approach. COP should encompass a variety of innovative approaches to reach hard-to-reach target groups that may have little social capital. Furthermore, it

is important to explain COP to the public in clear language by focusing on COP initiatives in their community, what their own role is in COP and what they can expect. Research has shown that people who are well informed about policing tend to have more positive opinions of the police.

The concept of **COP has taken root in various EU Member States**, but in different forms, using different interpretations and under different labels. There is not yet a shared basic pan-European understanding of COP, let alone a unified European approach. Essentially, adequate resources are needed to reach a common **EU vision on COP**: that is, what is required is enough time and resources to tap into all the relevant scientific publications available across the EU, involve the right advisors and include community perspectives.

Moreover, additional efforts should be made to **understand and harness the full potential of the EU** and its knowledge and experience with regard to COP. First, it is recommended that a naming convention to be used within the EU be agreed upon. Second, the large variety of languages within the EU is culturally enriching; however, it also creates a barrier to sharing existing insights across the EU. Additional efforts to translate relevant material (e.g. executive summaries of relevant studies and reports) are necessary to share knowledge more widely in the EU.

We hope that **police chiefs and senior management within police organisations**, and other policymakers and practitioners, will use this toolbox to achieve successful COP strategies. Political and organisational buy-in is important, since the implementation or improvement of COP requires structural and cultural change within the police organisation.

Finally, the question of the extent to which COP has a place in the larger **Security Union** should be discussed. It may have the potential to make a significant contribution to the Security Union, and should be considered in that light.

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CHAPTER 1: INTRODUCTION TO THE CONCEPT OF COMMUNITY- ORIENTED POLICING

1.1. History and philosophy

By providing an overview of the history of and the original philosophy behind community-oriented policing (COP), we wish to offer a frame of reference. For a concept that is notorious for its multiple and sometimes divergent definitions, it is useful to provide such a frame of reference in the hope of supporting a thorough understanding of the idea. For this purpose, we give an overview of the historical context in which COP became a key concept in Europe in the second half of the 20th century. Although it would be relevant to highlight social and political developments in Europe, the scope of this toolbox does not allow for detailed reflections on the history of the EU Member States. The Member States have moved at different speeds in terms of the development of policing and the problems it may have brought with it. However, this chapter will offer an account of the original work of Herman Goldstein, who can be considered one of the fathers of the problem-oriented approach and the COP philosophy. Of course, he is only one of several authors who have made meaningful contributions to the origin and development of COP.

There are some **historical reasons** why COP became a key concept towards the end of the 20th century in Europe. After the Second World War, the expansion of higher education, middle class and student protests, and the celebration of youth culture were developments that made the voices of the underprivileged louder

and challenges to police authority stronger. In addition, the Second World War influenced how the police functioned. As the car was increasingly adopted by the public during the war, so it was by the police. The increasing use of the police car coincided with the development of the police radio. Whereas before the police officer's work had been rather unskilled work that required little training, the police were now required to use more sophisticated equipment and deal with increasing expectations. At the same time, governments used the exigencies of wartime to reduce the number of police forces in their countries, and this trend continued until the 1960s. In Germany, France, and England and Wales, the old type of municipal police under local government supervision disappeared. The remaining forces were centralised. In addition, governments imposed new demands with regard to measuring success rates and assessing value for money in policing. These changes appear to have forced the recognition in senior police ranks that combating crime requires close links with communities. The developing interest in the concept of COP in Europe at the end of the 20th century was a product of context and contingency. It signalled that many police institutions were disengaged from their communities¹².

During the second half of the 20th century, many **policing academics** conducted research and evaluations that produced data emphasising the

limitations of the more reactive policing styles in relation to crime prevention at a local level¹³, with Greene and Mastrofski arguing that simply commissioning more police officers would not necessarily lead to a reduction in either crime or disorder¹⁴. Rosenbaum, in his paper examining police reform and the implementation of COP, also highlighted how reactive policing had ignored the role of neighbourhood residents in identifying and resolving local policing issues and the important role that they could play in crime prevention locally¹⁵. Further concerns highlighted regarding a reactive police model were based on the tactics employed, which, it was claimed, were too reactive by nature and consequently did not affect the circumstances leading to crime or disorder. Finally, the one-size-fits-all approach taken by some police organisations to a wide variety of local policing

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issues was, according to Skogan, another contentious point that had the ability to damage local engagement¹⁶. From a police organisational perspective, frustration appeared to be the main sentiment felt by frontline officers, who said they received no support or understanding from the public. Feelings of alienation from and a perception of oppression by the police were the common denominators among the public, especially within minority groups¹⁷.

The need for a form of policing that is robust yet flexible, to suit each specific neighbourhood's challenges, is an important conclusion for these times. The introduction of COP is viewed as one of the most significant attempts to transform policing¹⁸.

Today, COP is regarded as a catch-all term¹⁹, with Gaines arguing that COP can be like a chameleon. Just as a chameleon can assume numerous colours and can blend in with its environment, COP can legitimately pursue multiple goals and objectives, engage public and private organisations in the reduction of community problems, involve a variety of police operational techniques and produce a wide spectrum of outcomes²⁰. While taking this reality into account, we will attempt to describe the original philosophy behind COP. For this, we turn to Herman Goldstein and his work, which laid the theoretical foundation for both COP and problem-oriented policing (POP)²¹.

An approach directed at solving problems

In an article published in 1979, Goldstein stated that the police - more than other organisations - were troubled by the 'means over ends syndrome'²². The means included staff, management and the organisation of police agencies; the ends were defined as the wide-ranging issues the police were required to handle. The problem was too much introspection in police forces during moves towards greater professionalisation. Much effort to improve policing was concentrated on internal management (means): streamlining the organisation, upgrading personnel, modernising equipment, etc. Improving internal processes and general management was necessary; however, more attention should be paid to the end results of policing²³. The following newspaper report, which Goldstein drew on, is very insightful in this regard.

Complaints from passengers wishing to use the Bagnall to Greenfields bus service that ‘the drivers were speeding past queues of up to 30 people with a smile and a wave of a hand’ have been met by a statement pointing out that ‘it is impossible for the drivers to keep their timetable if they have to stop for passengers’²⁴.

The assumption that the means and the ends are related, and thus that improvement of the means will lead to improvement of the ends, was, however, increasingly being questioned. Evaluation reports in the second half of the 20th century did mention the need to increase the focus on human factors and the needs of the community; however, the solution offered was more introspection²⁵.

The initial focus on the management approach within police forces was justified. To put their house in order should be the police’s first priority. This meant tackling shortcomings such as disorganised personnel, poor equipment, poor training, lack of accountability and, in some cases, corruption. Rather problematic was that those implementing these improvements could at times seem focused on achieving a high degree of administrative competence (the means) instead of on having an impact on frontline policing services (the ends)²⁶.

Nevertheless, some developments led to an urge to adapt. There was the financial crisis. Politicians became more reluctant to invest money in police services without the reassurance that these investments would have an effect on the problems that the police are supposed to handle. There was the growth of consumer orientation. The police did not yet see the interests of clients/consumers as a primary consideration. There was a growing feeling that efficiency should be measured in terms of results, and not in terms of correctly followed procedures. There was questioning of the effectiveness of the best-managed forces. The communities of the police forces that carried out most recommendations to improve management still faced the same problems as communities where police agencies did not follow such recommendations. There was the increased resistance to organisational change by personnel and unions. Police chiefs had to convince staff that changes were worthwhile before being able to introduce the intended improvements²⁷.

One may wonder what exactly those problems are that the police should handle. Or, as Herman Goldstein formulated it, ‘What is the end product of policing?’ The end product of policing is dealing with a wide range of behavioural and social

problems that arise in a community. Problems of this nature, which are the reason for having a police agency, are different from the problems that police chiefs, police officers or advocates of police reform are preoccupied with: lack of manpower, inadequate supervision and training, lack of adequate equipment, resentment because of the prosecution of criminal cases, the absence of effective controls over police conduct, etc.²⁸.

According to this point of view, the police should operate in a more problem-oriented manner. Police organisations were no stranger to this approach when it came to handling special events (e.g. demonstrations). Yet it was seldom applied to specific behavioural and social problems that a police officer was routinely confronted with. The analysis of crime reports, after handling special events, came closest to a problem-oriented approach. A crime phenomenon was thoroughly analysed based on police reports. These findings were then employed to make accurate decisions such as commissioning a certain number of police officers to go to a certain location or hotspot. These findings were, however, not employed as a basis for rethinking the general approach of police to a specific crime phenomenon, and how to solve the problem²⁹. 'The situation is somewhat like that of a private industry that studies the speed of its assembly line, the productivity of its employees, and the nature of its public relations program, but does not examine the quality of its product'³⁰.

The police have to handle behavioural and social problems. However, how should these problems be determined or defined? The most common strategy was to use the categories provided by the criminal code, for example 'robbery' or 'arson'. According to Goldstein, this was not ideal for several reasons. First, a category defined in the criminal code might encompass several forms of conduct. For example, 'arson' might refer to vandalism by teenagers, fires to collect insurance, fires set by people with psychological problems, etc. Second, using the criminal code implies that problems that are not covered by the criminal code do not fall under the responsibility of the police. However, decriminalisation does not relieve the police from responsibility. For example, even though alcohol consumption is not illegal, the public expects the police to react to people who are drunk in public and cause trouble. A behavioural or social problem remains a problem for the police to handle, whether or not it is defined as a criminal offence. Finally, using the criminal code also implies that the police need only arrest criminals and bring them to trial, while the police's function is much broader than that³¹.

Community-oriented policing

In 1987, Goldstein wrote that the concept of COP could provide a dominant framework to which all future improvement efforts in policing could be linked. In addition, he stated that a very important requirement would be to ensure that the police engaged more directly with the problems that occurred in the communities that they served³². He outlined further requirements as follows:

Most common among these are the involvement of the community in getting the police job done; the permanent assignment of police officers to a neighbourhood in order to cultivate better relationships; the setting of police priorities based on the specific needs and desires of the community; and the meeting of these needs by the allocation of police resources and personnel otherwise assigned to responding to calls for police assistance³³.

When analysing the programmes that were already running and which fitted under the COP umbrella, Goldstein listed the common characteristics he found. These were police presence, crime prevention, community organisation, proactivity, greater discretion and community input.

According to Goldstein, the ultimate potential of COP is the development of respect and support that could greatly increase the capacity of police officers to deal with problems in a way that requires less need to resort to the criminal process or to turn to the coercive force that officers derive from their uniform and the authority that comes with it.

Overall, the main benefits that Goldstein claimed that COP would bring were:

- reduced tension between police and community and less frustration on both sides;
- more effective use of police resources;
- increased quality of police service;
- increased effectiveness in dealing with community problems, as they would be thoroughly analysed and responses carefully chosen;
- increased job satisfaction for the police participating in the programme;
- increased accountability to the community.

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1.2. Current state of play

After offering an account of the history of COP and the philosophy behind it, we turn to the EU today. Place and time are the two important elements to discuss regarding the current state of play. We will not go deeper into how COP is put into practice today across the EU Member States, or what differences and similarities can be found in the various policies. For more information on these interesting matters, we refer readers to an EUCPN policy paper³⁴.

Place, the first element we will look at in relation to the current state of play, brings us to Europe. COP was first developed and implemented in North America, and overall police research is largely dominated by studies conducted in the Anglo-Saxon context. Possible explanations for the lack of accessible studies focusing on southern and eastern Europe might be that the results tend to be published in local languages and not in English and that there is a lack of acknowledgement of the need for context-specific studies, the assumption being that insights from Anglo-Saxon studies can be applied to other contexts without obstacles. However, management research has taught us that social context has a major impact. The

They say wisdom comes with age, and much has been learned about the implementation of COP over the years.

meaning of police policies and strategies change in the process of implementation³⁵. For that reason it is important to always take the local situation into account.

The second element is time. Roughly four decades have passed since the first articles regarding COP, or the problem-oriented approach, were published. The philosophy has

stood the test of time. COP is still considered relevant and is widely implemented across the EU, albeit to different extents and in different forms. To date, there has been no single European definition of COP, nor an Anglo-Saxon one, for that matter. Police organisations across Europe have used different labels: England and Wales adopted the label 'neighbourhood policing' to describe their proactive local policing activities, while the French police use 'police de proximité' and the Spanish 'policia de proximidad'. In Scotland, the label attached to locally delivered

policing is 'community policing', including both community and neighbourhood policing in the overarching concept of reassuring policing³⁶.

They say wisdom comes with age, and much has been learned about the implementation of COP over the years. While COP has developed and resulted in positive outcomes for public and police, over the years some side effects or unintended consequences have been identified. An area, because of highly visible policing, may become stigmatised as a high-crime neighbourhood and therefore as dangerous or unappealing. COP could unintentionally provide an outlet for punitive local attitudes towards marginalised or minority groups. Another potential pitfall is not recognising the diversity of a neighbourhood, the fact that it is composed of plural communities at least some of which may not want to engage with the police. Another risk is focusing on signal crimes; these are crimes that have a disproportionate impact on fear of crime. This may leave the police with fewer resources to focus on more serious yet less visible forms of crime and disorder³⁷.

Pitfalls and unintended uses of COP

- > Stigmatisation of a neighbourhood
- > COP as an outlet for punitive local attitudes
- > Failure to recognise the diversity of a neighbourhood
- > Disproportionate focus on signal crimes

With regard to the extent to which COP has been evaluated in recent years and the main conclusions of the relevant studies, it is not easy to make general statements. This is because these evaluation studies are of varying quality, apply different definitions of or ideas about COP, focus on one aspect of COP and/or make statements about quite different measures. Consequently, there is a risk of comparing apples and oranges³⁸.

Mazerolle, Soole and Rombouts conducted a meta-analysis in 2006 on the effects of COP, POP and hot spots policing³⁹ with regard to drug-related crime. They concluded that all three strategies resulted in a significant reduction, and that COP was more effective than hot spots policing⁴⁰.

Gill, Weisburd et al. have conducted an extensive systematic review on COP. The results were published in 2014. The authors aimed to evaluate COP as it has come to be understood in practice, rather than the theoretical ideal, to bring together the 'fractured' literature and to understand the circumstances in which COP approaches may be effective. The research found robust evidence that COP increases citizen satisfaction with the police. The findings also suggested that COP improves perceptions of police legitimacy. These findings are consistent with the main goals of COP. The results are, however, less consistent when it comes to the effect on crime prevention. The study found that the effect of COP on official crime and victimisation statistics was unclear. These findings do not imply that COP is necessarily ineffective. If we look back to Goldstein's philosophy, we can see that COP was never intended to strengthen the 'crime-fighting' function of the police⁴¹. On the contrary, the aim was to involve the community, cultivate better relationships, and focus on the specific needs and desires of the community⁴². In addition, crime fighting is so well established as the main police function that the evaluation of police strategies in relation to it is done often, even though other objectives are also pursued. Finally, the abovementioned positive outcomes with regard to satisfaction and legitimacy may lead to another effect. Increased satisfaction and trust may lead to increased reporting, which may in turn mask a reduction in crime. This may distort the effects of COP on crime and victimisation⁴³.

1.3. Instead of a definition, a framework

Defining COP is a **challenge**. As mentioned previously, the concept is notorious for its multiple and sometimes divergent definitions. This is especially true in the European context, with COP being implemented in different ways in the EU. To meet this challenge, we looked at **Unity**⁴⁴, a Horizon 2020 project on COP that had encountered the same problem. When conducting a first literature review, the researchers came to the conclusion that COP could be an ambiguous and somewhat vague concept without a fixed definition across space or time. This ambiguity surrounding the concept of COP raised particular issues for the Unity project in relation to meeting the objective of exploring best COP practices from a European perspective⁴⁵.

Unity accomplished the first pan-European exploration of COP by conducting primary research⁴⁶ across nine European countries⁴⁷. The research aimed to identify best practices for cooperation between police and citizens, to shape the development of communication technology and COP training⁴⁸.

As mentioned previously,
the concept is notorious for
its multiple and sometimes
divergent definitions.

Despite the many definitions and different approaches, the researchers did find common elements. By considering these elements in relation to preliminary research findings, Unity created a framework for identifying and exploring COP across the nine countries. Although this framework was originally created as a working tool, it became accepted in the wider academic community. Likewise, the experts attending the EUCPN workshop ‘COP in the EU today’ in Brussels in October 2018 expressed their appreciation of the framework. This framework is called the **Six Pillars of COP**.



There are several good reasons for building on the work delivered by the Unity project. Above, we have outlined the importance of a European perspective. To this day, there is no consensus regarding a COP definition, neither European nor Anglo-Saxon. In addition, the Six Pillars are based on extensive quantitative and qualitative research done as part of the Unity project. The Six Pillars identified by Unity provide a clear and robust concept of COP, while offering a flexible framework that can be adapted on the local level to the specific needs of a community. This need for flexibility stems from the diversity of the European Union.

The Unity project has not yet officially published these Six Pillars.

02 CHAPTER 2: TEN KEY PRINCIPLES

Through an analysis of the current literature and in-depth discussions with experts in the field, we have identified important factors for the successful implementation of COP. We have used scientific insights and experiences in the field to draw up clear and easily understandable guidelines, in the form of 10 key principles. These principles are valid for countries that already have a long COP tradition, and for those countries that are taking their first steps towards implementing the philosophy. These 10 principles are non-exhaustive. In other words, they are not all-encompassing and other important factors must be taken into account. Likewise, these 10 principles cannot serve alone as a guide to implementing COP; for this purpose, we refer the reader to the guidelines set out in *Good practices in building police-public partnerships* by the Senior Police Adviser to the OSCE Secretary General, by the Organization for Security and Co-operation in Europe (OSCE).

Community-oriented policing in the EU today

10 key principles for a successful implementation

1. Built-in component of the larger government system

The police do not operate in isolation and depend on the supervising government. Therefore, it is important for policymakers to

- understand COP
- equip police with necessary resources
- provide other institutions with the mandate to participate.

2. Commitment

When the COP approach is not accepted by the entire police organisation, it risks of being limited to an add-on.

Implementing COP encompasses

- change in management style
- reducing the resistance of the police subculture
- building greater awareness of working conditions.

3. Qualitative measurement

Traditional quantitative measurement is not beneficial for the COP approach. Its effects are better captures through qualitative criteria such as the level of public satisfaction, public cooperation, sustainability of community project.



4. New generation relies on technology

ICT tools are to facilitate and not to replace communication and interaction. The goal should be to improve communication and interaction and not to gather intelligence.

5. Proper training

CEPOL identified five target groups to be trained or educated:

- government
- police leadership/management
- COP officers
- other police officers
- communities.

6. Locally embedded and adapted to the social context

Social context has major impact on policing practices. There should be a shift from a police force to a police service. It might take decades to restore historical distrust.

7. Presence and familiarity

It is important for the community to get to know the police officers and for the police officers to understand how the community operates. Encounters are crucial for the quality of the relation.

8. Learn and address local needs

A problem-solving approach to structurally reduce crime and increase safety is an important aspect of COP. To learn about local needs, it is important to avoid a one-sided perspective when gathering information on the concerns of a community.

9. Collaborative security production

When several actors work together in order to accomplish a shared vision of security, it can reduce perceived disorder as well as increase trust and perceived legitimacy in the police. Intergovernmental and public-private cooperation should be encouraged.

10. Two-way communication

Effective, appropriate and timely communication is key. It encompasses innovative methods to approach hard to reach target groups. It is important to explain the COP approach to the public. Those who are well-informed tend to hold more positive opinions.

PROCESS: internal relations within the police organisation

- > COP is a built-in component of a larger government system
- > COP is a commitment
- > COP requires qualitative measurement
- > Technology will support the next generation of COP
- > Training and education are vital

CONTENT: external relations between police and community

- > COP is locally embedded
- > The presence and familiarity of the police are crucial
- > COP involves learning about and addressing local needs
- > Collaborative security production is valuable
- > Two-way communication between police and public should be encouraged

01

KEY PRINCIPLE 1 **COMMUNITY-ORIENTED POLICING IS A BUILT- IN COMPONENT OF A LARGER GOVERNMENT SYSTEM**

‘Without a change in culture, especially of those taking the decisions, the Minister of Interior, it is very difficult. You cannot just ask the police officer to use the toolkit that is presented during training of three or four days if the institution does not really approve of, engage with and believe in this concept.’⁴⁹

A police organisation does not operate in isolation but is part of a larger framework and depends on several forms of support from the supervising government. It is of great importance that politicians and policymakers are **on board** with the COP strategy. The OSCE⁵⁰, having extensive experience with implementing COP, has learned that government engagement is necessary for sustainable success⁵¹. It finds that the commitment of all key political stakeholders in the government and relevant ministries is essential when adopting this policing approach. This is particularly the case in countries with a centralised command structure⁵². The importance of commitment at this level was heavily emphasised by the experts in the field. They argued that these decision-makers should be the target group for this paper. They stated that, although perspectives on COP from the frontline are important, COP will not be effective without political and organisational buy-in⁽⁵³⁾, and that policymakers need to be convinced first, since COP implementation requires structural and cultural change⁵⁴. The best intentions within a police force will hardly matter if the necessary political support is not present. In other words, the challenges go beyond policing⁵⁵. An example of a problematic consequence would be overseeing bodies continuing to judge the police on different criteria while the police were trying to change their way of working⁵⁶.

For politicians and policy-makers to get on board with COP, they first need to thoroughly **understand** it, in order to provide those implementing the approach with the maximum support. The way in which the COP approach is translated, literally and figuratively, depends on the social, historical, cultural and economic context. One expert

The best intentions within a police force will hardly matter if the necessary political support is not present.

stated that COP is often used to legitimise more repressive police tactics. Local policing can easily be understood wrongly as controlling small communities in an old-fashioned way. Therefore, in-depth explanation is needed to convey the true philosophy behind COP⁵⁷. This makes clear the need for COP training at the policy and management levels. In accordance with the principles of life-long learning, police chiefs should receive additional training to top up the intensive training they receive in the early stages of their careers⁵⁸.

In addition to understanding COP, there is a responsibility for politicians and policy-makers, having made the decision to take a COP approach, to **communicate** about it⁵⁹. The lack of a publicly stated commitment at the highest level may be a barrier for subordinates in implementing COP⁶⁰.

Furthermore, COP relies on collaborative security production, with the police working with the community and local non-governmental organisations (NGOs) but also with other government services that need a **mandate** to participate in a COP approach. In other words, the implementation of COP affects not only the entire police organisation but also the entire government system in which it operates. Consequently, all government agencies should be involved in problem-solving activities. Government agencies other than the police, such as local governments and administrations, and social, health and environmental services should be

The implementation of COP affects not only the entire police organisation but also the entire government system in which it operates.

actively involved, as they may offer complementary resources for certain crime- and safety-related issues⁶¹. Policymakers have to provide these institutions with the mandate to be a partner to the police in a COP approach. This mandate should consist of a description of the relevant tasks for which resources can be used in partnership with

the police and of an adequate budget allocation to allow the institution in question to do so⁶². Without such a mandate, it will be hard for these other government institutions to be part of collaborative security production.

Finally, politicians and policymakers have a responsibility to control their **discourse** in the media. Efforts should be made to avoid polarising communities and complicating the task at hand. For example, the discrepancy between people's perception of the situation in their neighbourhood with regard to migrants and other minorities and the reality can be immense. This can be largely contributed to the daily discourse of politicians in the media⁶³.

We can conclude that, because COP is a built-in component of a larger government system, it is important for politicians and policymakers to understand COP, communicate about it, equip the police organisation with the necessary resources to successfully implement it and provide other government institutions with the necessary mandate to participate in the COP approach. The best intentions within a police force in terms of implementing COP will hardly matter if the necessary political support is not present.

02

KEY PRINCIPLE 2 **COMMUNITY-ORIENTED POLICING IS A COMMITMENT**

‘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 organised, how they are rewarded, how they are deployed, the police’s view on their tasks, etc’⁶⁴

COP requires complete organisational commitment, which is not simple for a police agency⁶⁵. As Herman Goldstein had stated already in 1987, COP should not be perceived as a new project or procedure that can be simply added to the existing tasks of a police organisation; rather, it should be seen as an operational philosophy that has an influence on the entire agency. The success of COP initiatives will depend on the degree to which processes within the police organisation support COP. These processes include recruiting individuals into the agency, training new recruits, how expectations of supervisors are managed, the manner in which productivity is measured and the criteria for making promotion⁶⁶. It should be borne in mind that COP may be somewhat intensive in the beginning; however, it will produce results in the long run. It should be viewed as a more efficient way of working, in terms of both time and effort, rather than as an additional task for the police to carry out.

Unfortunately, COP often serves as merely an add-on to reactive police practice. However, COP has to be **linked to the entire police organisation**. It cannot be the responsibility of just one small unit of the police if it is to be successful⁶⁷. Importantly, intelligence officers, administrators, etc., need to back up COP officers⁶⁸. This requires all branches of the police to adopt the COP philosophy and commit to following a preventive, problem-solving and cooperative approach in dealing with the public and other government agencies⁶⁹. In addition, being selective about where to implement the COP concept is out of the question. If COP is not implemented in relation to important aspects of policing, it is no longer COP⁷⁰.

A change in **management style** is part of that complete organisational commitment. As police officers working in a certain community are familiar with that community's needs and capacities, they should have the autonomy to act on their own discretion. Subordinate ranks become more self-directing and supervisors assume a role that focuses on coordinating, guiding and supporting frontline officers. Frontline officers should be encouraged to be disciplined yet creative, to take the initiative, and should be supported with the necessary resources to do so. Connected to this autonomy is a shift from a predominantly top-down communication to a more bottom-up approach. Frontline officers transmit the community's concerns and requests to their supervisors. In this way, decision-making will happen in a more collaborative manner⁷¹. The importance of the coordinating and guiding role of supervisors and senior management should not be underestimated. Experiences in Scotland have shown that when 'everyone does COP';, without

appointing a coordinator or guide, this can result in no one taking ownership, which leads to failed implementation of COP in a police organisation⁷². Therefore, if the management of a police organisation is deficient to start with, no new strategy can be implemented successfully⁷³.

Furthermore, fully committing to COP means **reducing the resistance of the police subculture to change**. Several authors have written about the police occupational culture being rather resistant to change. Larry Gaines stated that the reactive police value system was incompatible with the value system required for

COP, because a large part of a police officer's role, according to police officers, citizens and politicians, is crime control or law enforcement. Consequently, middle management and supervisors subscribing to the new strategy is crucial for its success⁷⁴. Herman Goldstein warned that police officers accepting the concept is crucial, too. There is a risk of their own understanding of policing remaining dominant, despite the new policies formulated by senior management⁷⁵.

Although COP may be somewhat intensive in the beginning, it will produce results in the long run.

One way to deal with this issue is to build in greater awareness of the conditions under which police officers work when designing a new programme. Take into account the conflicting demands, rigid work rules, supervision by a rigid hierarchy, etc. Involving frontline police officers in the implementation of the COP concept could be another way to help them better understand and appreciate some aspects of it. They may welcome the modification of rigid work rules that require unconditional obedience to a higher authority. They may value a higher degree of independence. A final piece of advice from Goldstein is to alter the conditions that have led to the creation of what might be thought of as a typical police subculture. One might do this by giving more visibility to police operations, so that the police feel less defensive towards the community, by clarifying the duties and limitations on the police to the public and thus managing expectations, and by acknowledging that the nature of policing is such that police officers must take risks and will occasionally make mistakes⁷⁶.

We can conclude that COP is a **commitment**. It requires complete organisational commitment, including a change in management style, reducing the resistance of the police subculture to change and building in greater awareness of the conditions under which police officers work. If the COP approach is not accepted by the entire police organisation, it will not yield the expected results. In turn, this can lead to a promising approach being discarded because of problems in implementation. Although COP may be somewhat intensive in the beginning, it will produce results in the long run. COP should be viewed as a more efficient way of working, in terms of both time and effort, rather than as an additional task for the police to carry out.

03

KEY PRINCIPLE 3 **COMMUNITY- ORIENTED POLICING REQUIRES QUALITATIVE MEASUREMENT**

‘Police officers use social comparison and compare themselves with each other: who is better, more effective, more efficient ... factors that can be measured. The problem with COP is that the effects are largely immeasurable, which does not chime with the competitive culture in the police force.’⁷⁷

As mentioned above⁷⁸, it is not easy to make general statements with regard to the extent to which the COP philosophy has been evaluated in recent years and the main conclusions of the relevant studies. The evaluation studies that have been done are of varying quality, apply different definitions of or ideas about COP, focus on one aspect of COP and/or make statements about quite different measures⁷⁹.

A crucial issue in policing is **key performance indicators (KPIs)**. A lot of measuring within police organisations is based on **quantitative instruments** such as numbers of arrests, numbers of stop and searches, and crime rates⁸⁰. However these indicators are **not suitable for the COP approach**, and should not be used exclusively when COP is implemented. COP is known for being difficult to evaluate, because it is about how people feel and interact with each other, perceptions, problem solving, etc. These elements require qualitative measurement. A community satisfaction survey could be an instrument that could measure the success of COP; however it would not result in the numbers-focused type of report that police agencies often prefer. This, again, makes clear the need for a complete reorganisation of a police organisation and of its culture, because the police will have to accept that there are successes in their work that cannot be quantitatively measured⁸¹. Nevertheless, the implementation of COP has changed, to some degree, the indicators used to measure successful policing. For instance, there has been **growing acceptance of community-based outcomes** (e.g. community safety, perception of fear, calls for service) as a substitute for the outcomes prioritised under reactive policing (e.g. numbers of arrests made or crimes reported)⁸².

Meaningful performance evaluation should be linked to assignments, promotions and salaries. According to the OSCE, performance evaluations of individual police officers should focus on the officer's ability to effectively address community problems and to involve the community in these efforts. Using simple quantitative outcome criteria such as the number of arrests is too limited. **Qualitative outcome criteria** such as levels of public satisfaction and public cooperation and the sustainability of community projects should be introduced and should be prioritised over quantitative criteria. Police officers who are willing to learn new skills should be considered for incentives such as promotion opportunities and should have their achievements formally recognised⁸³.

Overall, the introduction of COP should be seen as the **long-term** effort it is. Therefore, to enable senior management to improve the quality of the police service, regular cyclical evaluations of COP programmes that are linked to the police

cycle are preferred to one-off evaluations. The evaluation framework should include a sufficiently broad range of indicators of both a qualitative and a quantitative nature. This will allow changes in one area to be interpreted in a broader context.

The OSCE has listed questions to be addressed to measure specific criteria for evaluating COP programmes⁸⁴.

We can conclude that COP requires qualitative measurement. There has been growing acceptance of community-based outcomes such as community safety, perception of fear and calls for service. Qualitative outcome criteria such as levels of public satisfaction and public cooperation and the sustainability of community projects should be introduced and should be prioritised over quantitative criteria. Police officers who are willing to learn new skills should be considered for incentives such as promotion opportunities and should have their achievements formally recognised. Quantitative instruments such as numbers of arrests, numbers of stop and searches and crime rates are not suitable for the COP approach. They can distort or even fail altogether to recognise the beneficial effects of the COP approach.

Criteria for evaluating development assistance (adapted for community policing programmes)

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

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

Effectiveness: the extent to which projects attain their objectives. Questions to be addressed:

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

Efficiency: measurement of the qualitative and quantitative outputs in relation to the inputs. This requires a comparison of alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted. Questions to be addressed:

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

Impact: the positive and negative changes produced by a community policing initiative, directly or indirectly, intended or unintended. Questions to be addressed:

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

Sustainability: measurement of whether or not the benefits of an activity are likely to continue after donor funding, external advice and supervision have been withdrawn. Questions to be addressed:

- > 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?

04

KEY PRINCIPLE 4 **TECHNOLOGY WILL SUPPORT THE NEXT GENERATION OF COP**

‘Society is changing and in the near future technology will play a major role in further changes. So will the role and position of the police change. How do we envisage the police in the future? Community-oriented policing in a virtual world?’⁸⁵

There is a new generation of COP projects that rely on technology to support and facilitate communication and interaction between the police and citizens. In the EU, there are **several recent examples of innovative COP projects** that received funding from the European Commission, including INSPEC2T⁸⁶, TRILLION⁸⁷, Unity⁸⁸, CITYCoP⁸⁹, ICT4CoP⁹⁰ and CITY.RISKS⁹¹.

Unity is a COP project that forms part of this next generation. The **Unity ICT tool** is an application that allows anonymous communication between police, public and other organisations. It has several interfaces: police-police, police-citizen and police-other organisations⁹². The anonymity was initially a barrier for the police, because they wanted identifiable data. However, for young citizens anonymity was key. Citizens can share information regarding local incidents, local vandalism, drug related problems, etc.: situations of which you could take a photograph or video and upload it anonymously⁹³. The police can provide information about the steps they are taking regarding a certain local problem⁹⁴, communicating the message that the police are engaged and aware and that the problem is being looked into⁹⁵. The Unity ICT tool is **not meant for intelligence gathering or for reporting crime**. It is meant for long-term preventive work. It is designed not to replace face-to-face interaction, but to facilitate it, for example through a joint agenda, a calendar of events, etc. In addition, it is designed to be adapted to local contexts, and local stakeholders can use the app as a communication platform. The tool has been only partly developed, but it is freely available to be developed further.

Another example of the next generation of COP can be found in the police force of the city of Antwerp in Belgium. The **Focus application** can be used on a smartphone and allows police officers to make written records, look up data, etc. In addition to the application, the project also includes a police van equipped with a printer. Focus allows police officers to deal with certain tasks without returning to the police station⁹⁶.

Outside the EU, we find another example in New Zealand⁹⁷. There, the whole police force was reorganised towards one goal across the entire organisation, namely the prevention of crime. With that goal in mind, each police officer was equipped with an iPad. This allowed the police to go out into the community and interact, and at the same time access forms and documents and enter data into the system⁹⁸.

Interesting research has led to some insights with regard to the use and development of ICT tools for COP. Lewis and Lewis researched the use of a community crime web forum by citizens in order to investigate how citizens use technology to support COP efforts. They analysed 865 forum posts and learned that the forum was mainly used for building relationships by strengthening social ties, discussing ways to take collective action, sharing information and advice, and regulating the social norms of the neighbourhood and the web forum itself. According to Lewis and Lewis, this suggests that technologies should be designed **to support communication and problem-solving discussions, rather than merely providing information to citizens**. Although an official police website often provides users with information on how to protect themselves, crime statistics and crime maps, the tools tend not to encourage communication among residents. Designers of ICT tools for COP should therefore consider designing not only for police-citizen interaction, with one-way information sharing as the main focus, but also for citizen-citizen interaction, so that relationships can be built⁹⁹.

A final concern relates to major technological changes. For COP to be effective, the community for which a police officer is given responsibility should be a small, well-defined geographical area

There are several concerns to be taken into account with regard to the development of ICT tools for COP. First, there is the **question of legitimacy**. Research has shown that moderators of a community-based web tool managed legitimacy by distancing the tool from the police, emphasising that it was

not created by them. However, reliable crime data from police sources were used to add weight to the community website. Second, **trust** between community and police has historically been a challenge. Citizens may not trust that their submissions to the police will indeed be anonymous, or that they will be taken seriously. Third, **accountability** is a complex factor when dealing with ICT tools for COP. Although prior work suggests that citizens perceive it as essential, the exact role of accountability is unclear. While police organisations often offer formal methods of tracking action on the concerns voiced using their websites, a community website does not offer such a service. And yet citizens prefer to use community-based

websites. This indicates that sharing concerns and publicly discussing them have a positive effect from the citizens' point of view¹⁰⁰. A final concern relates to **major technological changes**. For COP to be effective, the community for which a police officer is given responsibility should be a small, well-defined geographical area. However, major technological changes such as mass transportation, mass communication and mass media have contributed to a breakdown in the geographical boundaries that traditionally defined communities¹⁰¹.

In conclusion, we can state that there is a new generation of COP projects that rely on technology. Research findings have stressed the importance of using these ICT tools as a support in facilitating communication and interaction, and not as a replacement for them. In addition, it should be borne in mind that the priority in using these tools should be to improve communication and interaction, and not to gather intelligence. Finally, designers should consider the roles of legitimacy, trust, accountability and the breakdown of traditional geographical boundaries when developing ICT tools for COP.

05

KEY PRINCIPLE 5 **TRAINING AND EDUCATION**¹⁰²

‘Provide community policing officers with training specific to their role including promoting community engagement and participation, managing information exchange, developing communication skills, and raising awareness of culturally diverse communities.’¹⁰³

1. COP and training

Whatever the concept or variation of the COP approach is, there seems to be a broad consensus in the literature that officers must be properly prepared and trained to make COP work¹⁰⁴. However, those general statements on the necessity of specific training measures are not always substantiated or explained in detail with regard to the kind, form or extent of training required, envisaged or proposed¹⁰⁵.

The information about how officers were trained for the job in the statements submitted by Member States for this report can be summarised as follows.

- General 'training plans' for COP initiatives were referred to for Latvia and Slovenia.
- A specific training exercise regarding domestic violence, carried out in 2016, was mentioned as an example of preparation in Lithuania.
- In the United Kingdom, COP officers are supported by prepared guidelines and documents; they can also exchange experiences via the peer-to-peer POLKA (Police Online Knowledge Area) forum.
- Austria has implemented both short-term and long-term training measures, covering the principles of COP, as well as topics including communication, moderation, conflict solving, corruption and legal matters. It is not clear, though, if these were one-off initiatives or continuing programmes¹⁰⁶.
- In Cyprus, 'neighbourhood police trainees' undergo a 3-week intensive training scheme at the Cyprus Police Academy, with a 2-day practical session under supervision in addition.
- At the multinational level, the OSCE has produced training manuals for regional COP programmes, for three levels of officers (basic, advanced and managerial).

A general observation here is that there is no shortage of literature on the idea, requirements and effects of COP, but there is comparatively little about the preparation needed for those who introduce, manage or supervise COP and those who implement and execute programmes on a daily basis at street level.

The move towards COP is about improving policing services in the eyes of citizens in the communities they are living in, and there is a consensus that specific, targeted preparation of the police officers involved is required. Only recently, a US government report concluded:

As our nation becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for expanded and more effective training has become critical. Today's line officers and leaders must be trained and capable to address a wide variety of challenges including international terrorism, evolving technologies, rising immigration, changing laws, new cultural mores, and a growing mental health crisis¹⁰⁷.

A still more detailed description of the requirements and expectations placed on the modern-day police officer was provided by the CEPOL Project Group on the European Approach to Police Science as early as 2009:

The police officers of tomorrow can no longer manage their jobs by only being trained in the skills of how to carry out a series of operations and activities according to a 'how-to-do' manual. They need to be able to address a wide range of new and unexpected situations through independent and creative thinking without having to wait for orders from above. They need communicative skills and understanding of social relations and conflicts. They need to cooperate with and command respect from a number of other well-educated professionals. They need to understand social, political and cultural complexities. They need analytical skills in order to make use of modern policing methods. And they need to be reflective and self-critical about their own behaviour, attitudes, methods and approaches in order to evaluate, improve and gain credibility and trust from citizens and political authorities¹⁰⁸.

This could almost be used as a person specification for the ideal COP officer; however, the notion of 'training' in this context needs further exploration.

2. Training versus education

A CEPOL glossary defines 'training' as 'a process of gaining knowledge, skills and attitudes, which are needed to perform specific tasks. ... Its purpose in the work situation is to enable an individual to acquire abilities in order that he or she can perform a given task or job.' In contrast, 'education' is defined as 'a process and a series of activities which aim at enabling an individual to assimilate and develop knowledge, skills, values and understanding that are not simply related to a narrow field of activities but allow a broad range of problems to be defined, analysed and solved'¹⁰⁹.

This distinction¹¹⁰ is particularly relevant for the required competences in jobs involving COP, as here emotional and social competences are more relevant than physical or legal ones, and there is a strong emphasis on communication, interaction and (inclusive/integrative) values. Seen from that perspective, successful COP depends more on the educational than on the training status or level of the officers involved.

Taking this perspective also opens up a view of the vertical structure of the police force or organisation. 'Training' is often used in relation to the entry level or lower levels of the police function, while leadership and managerial staff are more likely to be 'developed' or 'coached', as they are expected to have a certain higher level of education.

Reviewing the notion of training as distinct from education is not a pointless semantic exercise, as these terms are certainly not completely separate or exclusive signifiers. However, as we will demonstrate, the widespread acceptance of this distinction has consequences when it comes to deciding to who needs to be 'trained' when a genuine programme of COP is about to be introduced or developed.

3. Training needs in relation to COP

One of the frameworks for conceptualising COP in the literature is provided by Cordner, who set out its essential dimensions as philosophical, strategic, tactical and organisational¹¹¹. It is the organisational element that is specifically important in relation to training. For Cordner, training of new recruits in line with the COP mission of the force is a basic condition, and he underlined the crucial role of management in coaching and mentoring recruits and officers:

Coaching - Supervisors should coach and guide their subordinates more, instead of restricting their roles to review of paperwork and enforcement of rules and regulations.
Mentoring - Young employees need mentoring from managers, supervisors, and/or peers - not just to learn how to do the job right but also to learn what constitutes the right job; in other words, to learn about ethics and values and what it means to be a good police officer¹¹².

Two decades later, the EU Horizon 2020 Unity project on strengthening the connection between police and communities concluded that a shift is required towards training being seen as a process that 'will be ongoing through the working life of the officer'¹¹³.

The issue in question is less how to train (or educate) police officers for COP, but for what sort of COP they need to be trained, and this may be the underlying reason why the published literature is rather light on details about training: the range of COP programmes and projects is too diverse for simple, one-size-fits-all recipes.

Every single variation on the COP concept would require a specific competence profile for the officer, which in turn would call for a specific, perhaps tailored, type of training.

For instance, the OSCE recommends focusing in relation to multicultural environments/communities 'on issues such as cultural and religious awareness, mediation and community relation skills, problem-solving and partnership approaches, language training, and training in human rights'¹¹⁴. Segrave and Ratcliffe observe

that, while engaging with the community is a central pillar of COP, some community groups or members might harbour some ill feeling, which means that '[o]fficers require extensive training to counter community unwillingness to participate and to undertake consultation'¹¹⁵.

4. Multi-level training - and education

With the distinction between training and education in mind, the question has to be raised: who needs to be trained - and/or educated? This issue is of crucial importance, when COP is understood in its original sense as a comprehensive change in the way policing is performed and delivered¹¹⁶. We can identify the following groups and communities.

a. Government - *on a national, regional or local level, depending on the scope of the COP programme or initiative*

While it has been on the policing policy agenda for quite a while, the idea, concept or vision of COP as a (better) alternative to reactive styles of policing is not known or understood by all of those in charge of political decisions about the best organisation of policing. Education and professional advice and advocacy will probably be the most suitable channels for informing these decision-makers.

b. Police leadership/management

These are the professionals responsible for the justification, introduction and implementation of COP on various levels and to various extents. Without genuine management buy-in and support, including the provision of necessary resources, there can be no successful COP scheme. Further education of police leaders may be the key to popularising the idea of COP, alongside peer-to-peer exchange of experiences and knowledge across borders¹¹⁷.

c. COP officers

It is self-evident that those who are actually to perform the job will need to get a certain level of education and receive specialised training, tailored to the community they are dealing with, and most probably to be renewed repeatedly throughout working life.

d. Ordinary police officers

This group needs to develop a common understanding and acceptance that COP is not about 'policing light' or social work, but an alternative, comprehensive approach to working towards the security and safety of citizens.

e. The community or communities concerned

COP is the antidote to a top-down approach and hinges on the acceptance and support of the communities in question. Not all communities are the same. Here, information and inclusion are the key to preparing members of the public to fulfil their role in their own best interests. Level of education appears to have an effect on community members' support for COP initiatives¹¹⁸.

In summary, COP certainly requires a significant investment in education and training, as these are, as many authors have pointed out, a central part of the conceptual vision¹¹⁹. However, education is a necessary but not a sufficient condition for COP to succeed and be accepted as a general mode of policing. As Herman Goldstein recently described the COP approach:

It is a vehicle for updating the many interrelated pieces of the vast, complex machinery of policing that need adjustment to support quality policing. The concept provides the framework for refining the institution of policing - its function, organization, staffing, training - and their policies and practices affecting their consumers, the citizenry. No single thrust alone - be it the education of police personnel, efforts to engage the community, or the creation of specialized units - can be depended on to meet the most critical needs of the field¹²⁰.

5. European training in COP?

The Austrian Presidency has called for an increased focus on COP in training for law enforcement officials¹²¹. When it comes to the role of CEPOL, the focus is likely to be on the education rather than on practical training. For instance, the agency disseminates research findings and good practices through the publication of the **European Law Enforcement Research Bulletin**, including specific articles on COP issues¹²². Furthermore the toolboxes produced by the EUCPN, including a previous one on COP, can be accessed using the CEPOL e-Library.

In terms of more practical training, the offer from the agency would have to focus clearly on a European dimension and/or cross-border relevance. A good practice example of support from CEPOL in the recent past might be the hosting of the online learning module 'Community policing and prevention of radicalisation', based on the EU-funded CoPPRa project, accessible to registered users of the CEPOL e-Net platform from all EU Member States and CEPOL partner countries.

Any attempt to develop and promote an educational and training concept for a 'European style' of COP would require significant additional resources to be made available to the agency.

We can conclude that there is broad consensus in literature on the fact that police officers need to be properly trained to make COP work. CEPOL defines training and education as two separate notions. Successful COP depends more on the educational than on the training status of the police officers involved. With this distinction in mind, we identified five target groups to be trained or educated: government, police leadership/management, COP officers, ordinary police officers and communities. CEPOL disseminates research findings and good practices, makes EUCPN toolboxes more widely available and has hosted an online learning module. However, additional resources would be needed to enable the agency to develop and promote an educational and training concept for a 'European style' of COP.

06

KEY PRINCIPLE 6 **COMMUNITY-ORIENTED POLICING IS LOCALLY EMBEDDED**

‘The export of community-oriented policing to many EU and developing nations has led to discussions in the academic world with regard to how effectively community-oriented policing can cross national borders. These discussions are based on very diverse communities within nations having their own specific political and social context, and the national approach taken in relation to policing community engagement’.¹²³

There is great value in sharing best practices on COP. However, they cannot be simply transferred directly to other social contexts, because COP should **always** be locally embedded and **adapted to the local situation and social context**. The question of transferability is highly relevant when it comes to COP, a philosophy that by definition is oriented towards the community and that historically has its origin on another continent. Although a general shift has happened in Europe away from a reactive and towards a more community-focused approach, European COP has never been uniform in its underlying social philosophy, implementation or effectiveness. A long tradition in management research shows that the social context has a **major impact on the meaning, interpretation and implementation**

Good practice: My neighbour is the policeman! — Hungary

The project was started to support and acknowledge the work of the local police officers of the district police headquarters. The first part of the project consisted of infrastructural changes. The main professional task under the project was maintaining direct communication with local people and their community organisations. Therefore, policemen were supplied with cars, bicycles and smartphones able to display surveillance camera images, and outstanding professional performance was rewarded. In addition, because it is important that residents know their local police officers, flyers, cards and posters including contact information and photographs were distributed.

The project is interesting because of the clear and broad definition of the problem. To reduce crime and fear of crime, the project assigned both the police and the community the important task of engaging with each other more. The community was taken seriously as a partner to cooperate with and to identify the problems to address. The idea was that trust in the police would increase, which would in turn stimulate collaboration on a broad range of issues.

For more information on this good practice, see the annex or www.eucpn.org.

of specific governance practices, such as policing¹²⁴. Social context is a broad concept. Some relevant elements with regard to COP are the historical distrust between citizens and police, and the available social capital on which the police can draw.

Furthermore, COP has emerged in countries with a democratic policing mandate. Countries where the **fundamental trust in the police is very weak are a bad breeding ground** for COP. Despite its positive impact on police-citizen relations,

COP is not a miracle cure and will not work everywhere. Building trust is a long-term effort. Therefore, implementing COP and consequently obtaining its benefits cannot happen overnight. In regions where there is **historical distrust**, restoring trust may take decades¹²⁵. As mentioned previously, the Member States have moved at different speeds in terms of the development of policing and the problems it may have brought

We conclude that COP should always be locally embedded and adapted to the local situation and social context.

with it. For example, in eastern Europe there is quite some aversion to COP, originating from negative experiences with the police before 1989¹²⁶. In the former Yugoslavia, the OSCE used the concept of COP as a part of a larger exercise to modernise police work and gain the trust of citizens after having endured war and damaging approaches and attitudes by the police. COP became part of a larger shift from a police force to a police service, a police organisation that operates not only for the community but also in the community¹²⁷.

A community that possesses sufficient **social capital is a fertile environment** for COP. In these communities, police organisations need less effort to connect with various groups within the community and to find individuals or NGOs to partner with to collaboratively produce security (see Section 2.9., 'Collaborative security production')¹²⁸.

We conclude that COP should always be **locally embedded** and adapted to the local situation and social context. Research shows that the social context has a major impact on the meaning, interpretation and implementation of policing practices. Furthermore, COP emerged in countries with a democratic policing mandate, whereas in regions where there is historical distrust, restoring trust may take decades. Therefore, COP should be seen as a part of a larger shift from a police force to a police service, with the police operating for and in the community.

07

KEY PRINCIPLE 7 **THE PRESENCE AND FAMILIARITY OF THE POLICE**

‘**W**hile [participants] emphasised the importance of police officers being available, accessible and approachable, no one demanded a 24/24 police presence. The same police officer patrolling one hour each day, was preferred more than different officers patrolling during 24 hours. ... Unity findings showed that respondents considered successful community-oriented policing to be based on regular and familiar contact.’¹²⁹

High police visibility may lead to citizens feeling safer. However, it would be oversimplifying matters to state that police presence alone is enough. It is important that **sufficient time** is taken for the community to get to know the police officers and for the police officers to understand how the community operates¹³⁰. Police officers spend 80 % of their time dealing with citizens during their daily work. This forms a key task. COP requires the adoption of a particular sort of attitude during these encounters. It lies in the difference between fulfilling a task and then hurrying away from the scene as soon as possible because it is in a troublesome neighbourhood and staying somewhat longer¹³¹.

The management of public confidence has become almost as important as the management of crime itself. If citizens do not have confidence in the police, they are less likely to defer to police authority, to report crimes, to provide witness information or to obey the law themselves¹³². Unity research findings have shown that many citizens and communities believe that they have become **disconnected from police**. This seems to be particularly the case in minority communities. Engaging with the police can be more complicated than it needs to be. Corruption, the historical, social and political context, and bad previous experiences with law enforcement can play a major role in this¹³³. Furthermore, it seems that there is a serious lack of trust in the police among young people. The phrase ‘snitches get stitches’ came up in many interviews during the pan-European Unity research¹³⁴.

Encounters between police and public are crucial for the quality of the relationship. Informal public-initiated contact with the police can have a small, positive effect on trust if the experience is good. Bad experiences, regardless of whether contact is initiated by the police or the public, tend to have a large, negative effect on trust. This negative effect is likely to be worsened by experience of multiple police-initiated encounters¹³⁵. More time and energy may have to be invested in vulnerable people or people who lack trust in the police to improve their perceptions. Historical mistrust can prevent some groups from wanting to engage with the police. However, police officers may be able to break down barriers by demonstrating fair conduct and by better understanding different social groups. Research has shown that police efforts to increase informal contact with young people have a positive impact on their willingness to help the police¹³⁶. There is a risk, however, that people who already think that the police are fair will respond better to police efforts than those who think that the police are unfair¹³⁷.

To ensure familiarity between police and citizens, **fixed geographical neighbourhood beats** should be created. This will allow police officers to focus on

communities and their specific characteristics and concerns within the designated neighbourhoods and will also encourage the police officers' feelings of territorial responsibility and accountability in general. Continuous assignment to a fixed geographical neighbourhood also allows mutual recognition and improved communication with the community to develop, as the police officers and the people have the opportunity to meet each other on a daily basis. In this way, the police officers acquire an understanding of what is important for the community's individuals and groups and are able to provide the public with information about their activities. The officers assigned to the neighbourhood act as the direct link between the public and the police agency, other public administration agencies and private organisations that can offer help¹³⁸.

It is important to note that communication and interaction will improve only if police officers are **easily visible and accessible**. This can best be achieved if the officers patrol on foot or bicycle, instead of using patrol cars. Research shows that targeted foot patrol with community engagement, when implemented with problem solving, reduced criminal victimisation and disorder, improved feelings of safety, increased trust and improved public perceptions of policing¹³⁹. The creation of substations and mobile stations can also facilitate contact between the public and the police. These substations can be located at high-traffic contact points such as in schools, community centres, transit hubs and shopping malls. The appearance of patrol officers and the atmosphere at police (sub) stations should be friendly and non-threatening, so that the public will not hesitate to get in contact with the police¹⁴⁰.

Overall, minorities within communities are an important focal point for COP, because these target groups are typically harder to reach. It is important within the COP philosophy that citizens can recognise the police officer who walks into their neighbourhood. The Open Society Initiative for Europe¹⁴¹ is an association of minority police officers from several European Member States, such as Belgium, Spain, France, Hungary, the Netherlands, Sweden and the UK. The initiative commits to cooperation between and training of police officers who are from minority groups¹⁴². A side note is, however, that research in England and Wales has shown that, although recruitment representing the community has value, some minority communities see their 'representative' police officer as a traitor or token. In some cases, the police officers themselves felt the same way. Consequently, representative recruiting is no miracle cure to build respect or engagement¹⁴³.

We can conclude that the presence and familiarity of the police are a crucial aspect of COP. It is important that sufficient time is taken for the community to get to know the police officers and for the police officers to understand how the community operates. Encounters between police and public are crucial for the quality of the relationship. Ways to ensure familiarity between police and citizens include creating fixed geographical neighbourhood beats, making police officers easily visible and accessible, and recruiting locally so that the local police team is representative of the community. Presence and familiarity are of great importance to reconnect citizens with the police and to increase the likelihood that citizens will defer to police authority, report crimes, provide witness information and obey the law themselves.

Good practice: European preventive policing

Challenges are becoming more complex and law enforcement authorities should therefore permanently adapt their conduct to keep up with the dynamics of the criminal environment. Some of the differences can be overcome by strengthening operational cooperation, particularly through joint patrols and operations where police officers of the same nationality are sent to work side by side with the police forces of the host Member State.

The Romanian Presidency has initiated the process of adopting *Council Conclusions on certain aspects of European Preventive Policing*. In this document, the Member States are invited to make more efficient use of the existing legal framework at national and European levels regarding the deployment of joint patrols and other joint operations on the territory of other Member States. In addition, Member States, European institutions and JHA agencies are called upon to ensure the effective operational implementation of preventive policing, including by enhancing joint patrols and operations between Member States and providing adequately trained police officers. This means officers having the necessary professional background to address the specific aspects of all forms of cooperation covered by the joint patrols.

08

KEY PRINCIPLE 8 **LEARN ABOUT AND ADDRESS LOCAL NEEDS**

‘Do not forget that one crucial element of community-oriented policing is that the police understand the evolving problems of society.’¹⁴⁴

A **problem-solving approach** that aims to structurally reduce crime and increase safety is an important aspect of COP¹⁴⁵. Problem-oriented policing was first described by Goldstein. The police can reduce crime and disorder overall and in a variety of situations by using a structured problem-solving process to understand and tackle the root causes of local problems¹⁴⁶. Research has shown that problem solving in hot spot areas is more effective at reducing crime than increasing police presence in those areas. Although a targeted police presence can reduce crime in the short term, problem solving can have a much larger impact in the longer term¹⁴⁷.

This problem-solving approach was operationalised by Eck and Spelman using the **SARA model**. SARA is short for ‘Scanning, Analysis, Response and Assessment’. It is a rational method of systematically identifying and analysing problems, developing specific responses to problems and subsequently assessing whether or not the response has been successful¹⁴⁸. In general, the first two steps consist of learning about and understanding the needs of a local community. Getting a thorough overview of citizens’ concerns is highly valuable, and in fact it is essential before thinking about suitable responses.

It is important to **avoid a one-sided perspective when gathering information** on the concerns and needs of a community. Therefore, an independent survey, backed by the political and police leadership, should be carried out. This survey should look beyond the crime statistics collected by the police or the fear of crime reported by the public¹⁴⁹. Topics that the survey could address are the state of policing; the public’s perception of the police; victimisation issues; the needs and demands of communities;

and demands on social and administrative structures.

The survey should involve representative samples of police staff and of society, including members of a variety of communities, including ethnic and other minority communities, civil society groups, NGOs, public social services and administrations,

the business sector, the media, etc¹⁵⁰. The public’s involvement in identifying and defining problems has been identified as a key element of successful neighbourhood policing programmes¹⁵¹. Furthermore, the social, political and economic conditions in the society should be assessed in view of their potential to cause conflict between and within communities. It is important to determine the underlying causes of these problems and to **focus on recurring patterns of incidents** rather than on isolated ones, treating them as a group of problems. In this way, a full and appropriate response can be designed¹⁵².

Getting a thorough overview
of citizens’ concerns is
highly valuable, and in fact
it is essential before thinking
about suitable responses.



Source: OSCE, *Good practices in building police-public partnerships by the Senior Police Adviser to the OSCE Secretary General, OSCE Secretariat, Vienna, 2008.*

We can conclude that the police should learn about and address local needs. A problem-solving approach to reducing crime and increasing safety is important. The police can reduce crime and disorder by using a structured problem-solving process to understand and tackle the root causes of local problems. To learn about local needs, it is important to avoid a one-sided perspective when gathering information on the concerns of a community. To address local needs, it is important to determine the underlying causes of problems and to focus on recurring patterns of incidents, rather than on isolated ones, so that a full and appropriate response can be designed.

Good practice: the Forssa approach – Finland

The Forssa approach to mediation in polarisation and intergroup conflicts aimed to reduce violent crimes between locals and residents of a reception centre in Forssa in 2016. It also aimed to restore a sense of security, to defuse the polarised situation and to prevent further clashes in the town. Inhabitants of the community at large were also addressed, as the brawls resulted in a polarisation typical of intergroup conflicts; the tense atmosphere was obvious in the town.

A strong point of this project was the collaboration between several partners. The project was implemented by the police, who acted as the motor to get the process going; local actors, including several government authorities, schools and the reception centre; and neutral mediators. The partners worked together towards the common goals of rebuilding trust in the community and eliminating feelings of uneasiness and insecurity.

For more information on this good practice, see the annex or www.eucpn.org.

09

KEY PRINCIPLE 9 **COLLABORATIVE SECURITY PRODUCTION**

‘**B**efore you start, you need a good idea about the current situation. For example, if you learn that there are already a lot of crime prevention initiatives in your community, then the role of the police will be somewhat different from when the police are the sole crime prevention actor. Gaining an overview of the situation is a process necessary for COP and should be taken step by step.’¹⁵³

Collaborative security production is when several actors, such as citizens, agencies, organisations, businesses and the police, make formal commitments to work together to accomplish a shared vision of security, with effective collaboration resulting in win-win situations¹⁵⁴. In this process of creating security, citizens and the other actors are treated as partners¹⁵⁵.

Overall, the police collaborating with the **public** for the purposes of problem solving can reduce perceived disorder as well as increasing trust in and the perceived legitimacy of the police. Community engagement may also have a positive impact on crime and perceptions of antisocial behaviour and disorder¹⁵⁶. The promotion of cooperation can mobilise communities to become actively involved in crime prevention activities and to develop a sense of shared responsibility for enhancing public safety¹⁵⁷. The Unity research has shown that police working in partnership with external organisations is viewed as a positive concept in relation to the implementation of COP. Many participants, including police officers, acknowledged the positive impact of working locally with non-police organisations and members of the local community to encourage crime prevention and feelings of safety¹⁵⁸. Examples of active involvement of community residents could be the creation of neighbourhood watch groups; allowing uniformed civilians to assist police officers in their non-emergency activities; the adoption of self-protection measures; the use of mediation to settle local disputes; etc.¹⁵⁹.

Collaborative security production also relates to **intragovernmental cooperation**, since solving community problems is a task that involves all relevant state agencies. A broad consensus must be reached, with all agencies present in a community environment, about their share of the responsibility and the need for close cooperation. Incoherent policies across the criminal justice sector and other state agencies related to solving community problems should be harmonised. Competing agendas and priorities, differing views about the scale of problems or rivalries over scarce funds may hinder this cooperative approach¹⁶⁰. Collaborative strategies may vary. For example, in Finland the responsibilities of the police with regard to social problems is rather limited compared with those of social services. This is because the social sector in Finland is very large¹⁶¹. Again, as mentioned in relation to the first key principle, the political leadership needs to take a role and encourage all agencies to cooperate with each other and with the community. Management bodies should ensure that official structures and procedures for cooperation are established, that the responsibilities of the different actors are clearly defined, and that barriers to effective interagency cooperation are removed.

Finally, with respect to making cooperation effective and efficient, the officials of the government agencies need to be educated about COP and taught about its main techniques and their roles in cooperative problem-solving. Joint training sessions for members of government agencies, the police and community members may also boost future interaction¹⁶².

Close cooperation is necessary. If the public and other actors take more responsibility in a collaborative approach towards security, it has the **potential** to allow police forces to concentrate resources on other core tasks¹⁶³.

Community engagement may be made easier by **drawing on existing networks** of community groups. Undertaking mapping exercises of the community can help police and stakeholders to better understand their communities and the structures and groups already in place, and to ensure that any quality of life issues raised by the public are referred on¹⁶⁴. It is important that police officers are aware of positive aspects such as existing partnerships, so that they can build on what is present and do not have to use negative starting points. Research has shown that some police officers do not really know what is going well and what is not in their community¹⁶⁵. Likewise, the OSCE found that formulating and drafting national strategies did not yield results, because these strategies did not cascade down to or translate to the local level. They learned that they had to start from the local level, and that micro-interventions were far more successful than national programmes. Grassroots-level civil society projects, carried out by local people, students, teachers' associations, parents' associations, etc., yield results¹⁶⁶.

Collaborative security production within COP could find its origin within communities themselves, instead of being forced upon them from the top down¹⁶⁷. A specific example of **bottom-up** collaborative security production is asset-based community development, as worked out by researchers on the Unity project. The idea is that, instead of scanning an area for the main problems and needs, the community is searched for its strengths and things that are going well. Here, the role of social services and the police is to facilitate communities to reach their goals and visions. It uses the strengths that are already there, connecting people who may not already be connected¹⁶⁸.

Furthermore, budget allocation is key. When the police are aware of a good local initiative, great results can be achieved with a **relatively small financial investment**. The OSCE managed to drastically decrease gender-based violent crime in parts

of rural Serbia through the support of and engagement with a local organisation and local police during the course of 3 years. This initiative cost EUR 50 000¹⁶⁹. Another example is the national domestic violence prevention project Broken Wings in Romania. The entire project was designed and implemented in equal partnership between the Romanian police and an NGO, Necuvinte Association. The project consisted of a documentary, a TV spot, posters, flyers and a Broken Wings Information Caravan in 15 counties. It cost EUR 77 000.

Skogan stated in 1994 that a justification for public involvement in COP, and thus in security production, is that the police alone can neither create nor maintain safe communities. However, it is easy to underestimate how **difficult** it can be to build **effective community commitment**¹⁷⁰.

First, the bottom-up approach is extremely difficult and comes with a lot of challenges. There needs to be an innovative method for engaging with the community in a meaningful way, to prevent talking about nuisance by dogs, for example. The initiative should try to focus on the strengths and social capital present in the community, instead of on needs and problems only¹⁷¹.

A specific example of bottom-up collaborative security production is asset-based community development, as worked out by researchers on the Unity project.

In addition, there may be **barriers to overcome**, relating to, for example, language, gender, concerns about immigration status, and historical mistrust of the police. The community engaging in the initiative should be broadly representative, and this may mean identifying and taking steps to address the barriers that prevent some people from engaging with the police, and more specifically to involve people from marginalised groups. It is not always the case that people from poorer and more diverse neighbourhoods that suffer from crime and disorder problems are less willing to participate¹⁷².

Furthermore, a flexible approach to community engagement is required. The use of engagement methods needs to take account of the needs and preferences of **different communities**. Some groups identified by the police may not see themselves as 'communities' that can be mobilised for neighbourhood policing. Some groups may be communities of interest rather than being connected by geography¹⁷³.

It should be borne in mind that the effectiveness of community engagement may **decline over time**. This highlights the need to revive efforts when people start to become disengaged. Staff turnover within the police can also be a challenge to maintaining long-term engagement¹⁷⁴.

Finally, it should be stated that there are some **limits on community involvement**. When carrying out some aspects of their functions, the police must be shielded from community influence. Some of their decision-making authority cannot be shared. For example, the police cannot follow community desires if this would violate the constitutional rights of any citizen. In addition, biased political interests that could contribute to corrupt practices cannot be allowed to dictate police policies and practices. This being said, the range of decisions related to policing a community is broad and there remain many decisions in which a community may participate without violating any of these limits¹⁷⁵.

We can conclude that collaborative security production involving the police collaborating with the public for the purposes of problem solving can reduce perceived disorder as well as increasing trust in and the perceived legitimacy of the police. Intragovernmental cooperation is needed, since solving community problems is a task that involves all relevant state agencies, with close cooperation required. A collaborative approach also has the potential to allow police forces to concentrate resources on other core tasks.

10

KEY PRINCIPLE 10 **ENCOURAGE TWO-WAY COMMUNICATION BETWEEN POLICE AND PUBLIC**

‘It would do no harm to formulate what community-oriented policing means. It is important that it is communicated clearly to the public when it is implemented.’¹⁷⁶

Effective, appropriate and timely communication is vital for a successful COP approach. However, there are some risks in this process: too little communication can lead to rising levels of public anxiety; too much communication and careless handling of information can undermine police operational capability; and inappropriate communication can alienate the community and damage police-public relations¹⁷⁷.

The police should **proactively and regularly** communicate with the public, not just in response to a specific activity or incident. Citizens often have limited interaction with the police until a crisis happens, such as a traffic accident or a criminal act. It is important for police officers to develop proactive styles of communication with the public. In addition, the police should be prepared to effectively handle their contact with the media. Relationships between the police and the media can be very tense and challenging for police chiefs. To address this challenge, who is authorised to communicate with the media should be very clear, and those who are must be trained and experienced. Providing facts, context and background information, without endangering police operations or individual victims or witnesses, is important¹⁷⁸.

Research has shown that people who are **well informed** about policing tend to have **more positive opinions** of the police. They are likely to be interested in information about COP and police performance, and in crime prevention advice. Specific COP information that could be of interest are the contact details of the COP team, local priorities, actions taken by the police to deal with these issues, how the public can get involved, etc. Information should be clear and concise, locally relevant and easily identifiable as coming from the police. Newsletters can have a significant positive impact on public confidence in the police and their perceptions of community engagement¹⁷⁹.

According to the OSCE, it is imperative for the police to establish an effective mechanism for a **two-way exchange of information** with communities. This is backed up by the Unity research findings, which state that COP cannot be delivered efficiently without an effective two-way system that allows open and transparent communication between local police and the diverse communities they serve¹⁸⁰. However, the exchange of information between communities and the police can be very challenging. The readiness of members of the public to share information with the police, and how useful this information might be, will depend on the degree of trust and mutual understanding between the police and the

communities they serve. The exchange of information will be facilitated if there is a common understanding of why the police need information¹⁸¹.

Some findings of the Unity research project address the **reluctance** of the public to share information with the police. There seem to be problems with trust, which cause young people to worry that they will be blamed for a problem if they report it, or which mean that they do not want to police to have their personal data.

Young people do not want to be seen by their peers to be in communication with the police. In addition, in some countries particular concerns were raised in relation to police corruption and deliberate misuse of data¹⁸².

Effective, appropriate and timely communication is vital for a successful COP approach

One way for the police to facilitate two-way communication is to **create events and forums** where they can exchange views with the community on issues of mutual concern. Examples are advisory boards, joint police-community workshops, public meetings and

police open days. To elicit a broad range of views, and to reach as many community members as possible, these public forums should be open to all segments of the community. Special efforts may be needed to reach minority target groups¹⁸³.

Finally, experts stress the importance of **explaining COP to the public** in clear language when it is implemented. To educate the public about COP, police should communicate about COP initiatives in their community, what their own role is in COP and what they can expect. They are a partner and should be treated as such¹⁸⁴. Again, as mentioned previously, politicians have a responsibility to carry the message of COP¹⁸⁵. The lack of a publicly stated commitment at the highest level may be a barrier to successful implementation and understanding by the public (see Section 2.2., 'Community-oriented policing is a built-in component of a larger government system').

We can conclude that two-way communication between police and public should be encouraged. Effective, appropriate and timely communication is vital for a successful COP approach. This requires a sensitive balancing act between

communicating too little and too much. Nevertheless, the police should proactively and regularly communicate with the public, not just in response to a specific activity or incident, particularly since research has shown that people who are well informed about policing tend to hold more positive opinions of the police. Holding events and establishing forums such as public meetings and police open days can help to facilitate two-way communication. COP should encompass a variety of innovative approaches to reach hard-to-reach target groups that may have little social capital. The need to engage these target groups should be reflected in the approach to the community. Finally, it is important to explain COP to the public in clear language, focusing on COP initiatives in their community, what their own role is in COP and what they can expect.

03 CHAPTER 3: EXPERT REVIEW ON BEST PRACTICES FOR COMMUNITY- ORIENTED POLICING

Each year, the Chair of the EUCPN organises the European Crime Prevention Award and Best Practice Conference (ECPA-BPC). The main objective is to exchange information and good practices about crime prevention. The Austrian Presidency Austria organised the ECPA-BPC around the theme of COP in December 2018. Twenty EU Member States entered a project for the ECPA. A jury, which consisted of the Executive Committee¹⁸⁶ and experts in the field of COP¹⁸⁷, scored these projects and deliberated on the winners.



FIRST PLACE

The Forssa approach:
mediation in
polarisation and
intergroup conflicts

Finland



SECOND PLACE

Šiauliai district
discovers a security
formula

Lithuania



THIRD PLACE

My neighbour is
the policeman!

Hungary

In the following sections, we will discuss four projects that can be considered best practices for several reasons. The projects received high scores from the jury in the ECPA and were deemed highly relevant to the topic of COP. In addition, the projects also achieved a good QUALIPREV¹⁸⁸ score.

Finally, many other good COP practices can be found in the annex. Brief descriptions of all the ECPA entries and other projects can be found there. A more substantive explanation of each good practice and contact details for the project managers can be found on the EUCPN website (<http://www.eucpn.org/>).

3.1. The Forssa approach: mediation of polarisation and intergroup conflicts (Finland)

Brief description

The Forssa approach to mediation in polarisation and intergroup conflicts aimed to reduce violent crimes between locals and residents of a reception centre in Forssa in 2016. It also aimed to restore a sense of security, to defuse the polarised situation and to prevent further clashes in the town. Inhabitants of the community at large were also addressed, as the brawls resulted in a polarisation typical of intergroup conflicts; the tense atmosphere was obvious in the town.

Based on a thorough study (incident reports, COP and patrolling in the streets) the police formed an analysis of the situation. Out-of-town agitators had arrived in Forssa to stir up the conflict. Criminal investigations did not improve the polarised 'us against them' situation. The police and the city's multidisciplinary team decided that extensive multidisciplinary collaboration was needed to stop the escalation of violence and to defuse the polarised situation.

The Forssa approach best practice was based on three core areas: (1) neutral and transparent communication; (2) collaboration between the authorities, enabling a shared view of the situation, exchange of information and coordination of activities; and (3) solution-oriented community mediation.

Community mediation calmed down the situation in the town. Adolescents who had been involved in the clashes or who had been bystanders were heard and were given the opportunity to reflect on how the reception centre and the mass brawls had affected their lives and what was needed to eliminate the uneasiness and insecurity. Adolescents also learned about the part played by the out-of-town agitators. Crimes committed by juveniles in connection with the centre came to an end. The same model has subsequently been applied to similar situations in other towns.

Expert review

The Forssa approach was the winning project in the 2018 ECPA. The project was chosen by the jury because of the mediation and interactive process that the community went through. Furthermore, there was a clear link between the project and a reduction in crime and the fear of crime. The jury appreciated the involvement of the most important stakeholders and partners.

The project was commended for the thorough study undertaken and the **clear definition of the problem** at hand. The conflicts and violence at the reception centre for migrants were regularly monitored and led to a redefinition of the project. The project was set up as a learning process about the community and how it deals with conflict.

Another strong point was the **collaboration between several partners**. The project was implemented by the police, who acted as the motor to get the process going; local actors, including several government authorities, schools and the reception centre; and neutral mediators. The partners worked together towards the common goals of rebuilding trust in the community and eliminating feelings of uneasiness and insecurity.

In addition, the **focus on fear of crime**, rather than on the crimes committed, was appreciated. It was this focus that made it possible to address the community as a whole, which avoided intergroup conflicts and further polarisation and helped a great deal in stopping the vicious circle of violence.

Furthermore, the **attitude of seeing mediation as the solution**, instead of judging those in the community holding certain views, was innovative. It allowed the

community to be heard, to express itself freely and to collectively search for ways of dealing with the concerns expressed. Youngsters were an important target group in this situation. They had the opportunity to express themselves freely and were taken seriously. This greatly increased trust and led them to the insight that it was problematic that youngsters from other cities and people with criminal backgrounds were involved in the conflict.

Finally, the project was continuously monitored in relation to the progress of the mediation, collaboration, dialogue and building trust. Although these indicators are rarely involved in **evaluations**, they are fundamental to guiding the whole process. It required a strong belief in the mediation method to resolve the conflict, and a clear view on the final aims of the intervention. In addition, there has been an impact evaluation, which showed that the tensions and conflict in the community had come to an end, and that there had been positive side effects such as freeing up police resources, empowering the community and creating a sense of belonging.

3.2. Šiauliai district discovers a security formula (Lithuania)

Brief description

The objective of 'Šiauliai district discovers a security formula' was to improve the security situation in Šiauliai by reducing the number of criminal offences and other violations of the law committed by creating a safer living environment through the active involvement of the residents in this process, thus building more trust in the community, including in the police.

The main idea of the project was to emphasise that crime prevention is a matter for all citizens and actors. The project's activities were designed to include various age groups and various actors (local authorities, the police, NGOs, the media and local communities). Its objective was to encourage the inclusion of all parties and create a sense of togetherness that would enhance community spirit. Prevention activities covered the criminal offences most relevant to Šiauliai district: violent crime, property crime, offences in public places, and offences committed by children and young people. Additional measures were taken to improve road traffic safety.

The project involved a variety of crime prevention activities. To prevent property crime, meetings with residents were organised to discuss ideas about creating safer neighbourhoods and to provide information on security issues.

With regard to the prevention of domestic violence, educational events were held to encourage the development of healthy relationships in which there is no tolerance for domestic violence. In addition, preventive work was done in families at risk, and in relation to existing cases of domestic violence. This was done in co-operation with stakeholders (an open youth centre, the Children's Rights Protection Division, the Women's Innovation Centre and the Probation Service).

Unruly behaviour on the streets was handled by organising prevention events in the educational institutions of the district and in the Šiauliai County Police Headquarters Safe Traffic Room. Traffic police officers educated and monitored pedestrians, cyclists and drivers in relation to road traffic offences.

Expert review

The runner-up project, 'Šiauliai district discovers a security formula', from Lithuania, impressed the jury in particular because of the involvement of stakeholders and partners in the project and strong participation from community members. In addition, there was a very good follow-up of the entire process: the activities, compliance and deadlines. Moreover, a good evaluation of the project was carried out.

Rising crime rates were the primary reason for implementing the project. The main goals were reducing these crime rates by creating a safer living environment through the active involvement of the residents in this process. This involvement was intended to stimulate trust within the community and in the police. The project emphasised that **crime prevention is a matter for all citizens and actors**. This aspect was warmly commended by the experts.

Furthermore, the experts applauded the project for its **broad scope**. There was range of secondary objectives, such as engaging children in positive activities and improving young people's employment chances. In addition, a broad spectrum of social prevention measures were used, such as campaigns, distribution of leaflets, summer camps, social support for disadvantaged families, combined

with situational crime prevention measures such as cameras and inspections. The project involved a whole range of partners, including local authorities, the police, NGOs, the media and communities. This aspect of the project was found to be interesting and it was seen as good COP practice.

The experts also applauded the project for its great **follow-up** of the entire process, from activities and compliance to the deadlines that had to be maintained. The project succeeded in achieving high participation numbers, with many community members taking part. In addition, a thorough evaluation was done.

The experts reviewers formulate **advice to identify specific areas** in which they would like to see change or improvement. In this case, the initiative was almost more of a programme than a project, and as a result the perceptible reduction in crime rates achieved was rather limited.

3.3. My neighbour is the policeman! (Hungary)

Brief description

The project was started to support and acknowledge the work of the local police officers of the district police headquarters. The first part of the project consisted of infrastructural change. The main professional task under the project was maintaining direct communication with local inhabitants and their community organisations. Therefore, policemen were supplied with cars, bicycles and smartphones able to display surveillance camera images, and outstanding professional performance was rewarded. In addition, because it is important that the residents know their local police officers, flyers, cards and posters including contact information and photographs were distributed.

Another focus was network building in the form of 'Police Café Zugló 2017'. Based on the 'World Café' method, it was an innovative communication tool to improve cooperation between the police and the community. Local police officers were trained in the World Café methodology and relevant topics were defined. After this, key players such as representatives of local institutions and other local inhabitants were carefully selected and invited to work together, cooperate efficiently and look for solutions.

The project also aimed to provide tailored solutions to specific problems. For example, presentations on crimes targeting the elderly were given in clubs for elderly; an interactive training and language course was held for police officers to deal with prejudice with regard to Romany culture; and a network was built between state, civil and local institutions dealing with children in the district.

Expert review

The third place went to the Hungarian project ‘My neighbour is the policeman!’ The project particularly impressed the jury because of the emphasis on trust between the police and young people. In general, young people are very critical of the government and it takes time to convince youngsters that the police can be trusted. Building trust is a very important pillar of COP, and this project improves the degree of trust in the community.

This project was found interesting because of the clear and broad definition of the problem. To reduce crime and fear of crime, the project assigned both **the police and the community** the important task of engaging with each other more. The community was taken seriously as a partner to cooperate with and to identify the problems to address. The idea was that trust in the police would increase, which would in turn stimulate collaboration on a broad range of issues.

One of the experts reflected that research on police practices shows that the issues handled in this project are often seen as rather unimportant by the police and treated as ‘non-police tasks’. However, in practice police officers are constantly involved in them and they tend to take up the vast majority of their time. This approach involved a **switch in police culture**, a first step towards a COP approach.

This switch was realised by embedding the police in the local community, where they went to live. The ideas that the police should be known (the contact number of the police officer responsible for the neighbourhood was made available) and know the community (for example through the delivery of intercultural workshops to improve relationships with the Romany community) and that the community should play a role in looking for solutions (as in a project on green space) were clearly present in this project. It put into practice the idea that ‘**the public are the police and the police are the public**’. Furthermore, partnerships with residential,

state, local government and civil organisations should help to create a public security network.

The project has been **properly assessed, leading to adaptations**. It was evaluated on the bases of decreasing crime numbers, decreasing calls and increasing trust in the police. One expert did, however, remark that crime numbers are declining everywhere and that it remains unclear how trust was measured. The impact assessment was carried out means of a questionnaire addressed to citizens and the police. This was found to be particularly interesting, because problems often arise when changes are made within a police culture, and therefore it is crucial to hear the voices of police officers.

3.4. SPIN programme (Estonia)

Brief description

The SPIN programme aims to develop opportunities and reduce antisocial behaviour among young people. SPIN targets young people living in areas with fewer opportunities with a sports-based programme consisting two thirds of training and one third of development of social skills in a strategically planned set of workshops. The long-term aim is to reduce youth crime, to lead youngsters out of the justice system, to build stronger communities through youth engagement, to lower the rate of drop-out from education and to increase the number of young people with better skills on the labour market.

SPIN targets young people aged 10-18 years who meet five criteria: living in at-risk circumstances according to the police or the local governments social workers' database; having trouble in school (including bad behaviour, low grades, being a target of bullying or a bully); having had run-ins with the police; being socially rejected and having few opportunities for recreational activities; and spending time among other young people who act antisocially. This target group is sought out through a large partner network of schools, law enforcement and local government agencies, and child services.

SPIN is intended to intervene in the social patterns of the identified regions, giving new development opportunities to young people in the target group and providing them with incentives and skills to become well-functioning members of the community and good citizens in general. SPIN does this by holding three 1.5-hour long sessions (two football training sessions, one social skills workshop) each week, with two coaches working with a group of around 10-15 young people, ensuring that the young people are paid individual attention and are engaged.

The longer term aim of the SPIN programme is to build a strong community with a high proportion of young people participating in the education system and entering the labour market. The short-term aim is to provide the participants with a strong sense of the important values in life (including teamwork, tolerance, openness, a positive attitude, etc.), as well as developing their social skills (including managing emotions, developing the ability to set goals for the future, etc.) to enable them to participate successfully in the community.

Expert review

The experts liked that the project was **well structured**, strictly regulated and accountable. The programme is built on a problem analysis and focuses on a clearly defined problem group. They appreciated that the programme had received **external funding** from the European Commission and was thus externally monitored. The project was **thoroughly evaluated** by means of a pre-test-post-test design, and this added to the evidence of the good results that were achieved across a number of variables. In addition, the preventive aspect has been proven by behavioural and attendance statistics to be particularly strong.

That the SPIN programme uses **sport** as a method to change the negative behaviour of youngsters was found to be a good idea. Getting the youngsters involved in sports with engaged trainers is a good means of develop their social skills. The experts found that this project had had a **great impact**, as 800 very vulnerable children were involved.

CONCLUSIONS

COP is a **built-in component of a larger government system**. A police organisation does not operate in isolation but is part of a larger framework and depends on several forms of support from the supervising government. Therefore, it is important for politicians and policymakers to understand COP, communicate about it, equip the police organisation with the necessary resources to successfully implement it and provide other government institutions with the necessary mandate to participate in the COP approach. The best intentions within a police force in terms of implementing COP will hardly matter if the necessary political support is not present.

COP is a **commitment**. It requires complete organisational commitment, which is not simple for a police agency. This commitment encompasses a change in management style, reducing the resistance of the police subculture to change and building greater awareness of the conditions under which police officers work. If the COP approach is not accepted by the entire police organisation, it will be merely an add-on to reactive police practice, which will not yield the expected results. In turn, this can lead to a promising approach being discarded because of problems in implementation. Although COP may be somewhat intensive in the beginning, it will produce results in the long run. COP should be viewed as a more efficient way of working, in terms of both time and effort, rather than as an additional task for the police to carry out.

COP requires **qualitative measurement**. There has been growing acceptance of community-based outcomes such as community safety, perception of fear and calls for service. Qualitative outcome criteria such as levels of public satisfaction and public cooperation and the sustainability of community projects should be introduced and should be prioritised over quantitative criteria. Police officers who are willing to learn new skills should be considered for incentives such as promotion opportunities and should have their achievements formally recognised. Quantitative instruments such as numbers of arrests, numbers of stop and searches and crime rates are not suitable for the COP approach. They can distort or even fail altogether to recognise the beneficial effects of the COP approach.

There is a **new generation of COP projects that rely on technology**. Research findings have stressed the importance of using these ICT tools as a support in facilitating communication and interaction, and not as a replacement for them. In addition, it should be borne in mind that the priority in using these tools should be to improve communication and interaction, and not to gather intelligence. Finally,

designers should consider the roles of legitimacy, trust, accountability and the breakdown of traditional geographical boundaries when developing ICT tools for COP.

Police officers need to be **properly trained** to make COP work. CEPOL defines training and education as two separate notions. Successful COP depends more on the educational than on the training status of the police officers involved. With this distinction in mind, we identified five target groups to be trained or educated: government, police leadership/management, COP officers, ordinary police officers and communities. CEPOL disseminates research findings and good practices, makes EUCPN toolboxes more widely available and has hosted an online learning module. However, additional resources would be needed to enable the agency to develop and promote an educational and training concept for a 'European style' of COP.

COP should always be **locally embedded** and adapted to the local situation and social context. A long tradition in management research shows that the social context has a major impact on the meaning, interpretation and implementation of policing practices. Furthermore, COP emerged in countries with a democratic policing mandate. In regions where there is historical distrust, restoring trust may take decades. Therefore, COP should be seen as a part of a larger shift from a police force to a police service, with the police operating for and in the community.

The presence and familiarity of the police are a crucial aspect of COP. It is important that sufficient time is taken for the community to get to know the police officers and for the police officers to understand how the community operates. Encounters between police and public are crucial for the quality of the relationship. Ways to ensure familiarity between police and citizens include creating fixed geographical neighbourhood beats and making police officers easily visible and accessible. Presence and familiarity are of great importance to reconnect citizens with the police and to increase the likelihood that citizens will defer to police authority, report crimes, provide witness information and obey the law themselves.

The police should **learn about and address local needs**. A problem-solving approach that aims to structurally reduce crime and increase safety is an important aspect of COP. The police can reduce crime and disorder overall and in a variety of situations by using a structured problem-solving process to understand and tackle the root causes of local problems. To learn about local needs, it is important

to avoid a one-sided perspective when gathering information on the concerns of a community. To address local needs, it is important to determine the underlying causes of problems and to focus on recurring patterns of incidents, rather than on isolated ones, treating them as a group of problems. In this way, a full and appropriate response can be designed.

Collaborative security production is when several actors work together in order to accomplish a shared vision of security. The police collaborating with the public for the purposes of problem solving can reduce perceived disorder as well as increasing trust in and the perceived legitimacy of the police. Intragovernmental cooperation is needed, since solving of community problems is a task that involves all relevant state agencies, with close cooperation required. If the public and other actors take more responsibility in a collaborative approach towards security, it has the potential to allow police forces to concentrate resources on other core tasks.

Two-way communication between police and public should be encouraged. Effective, appropriate and timely communication is vital for a successful COP approach. This requires a sensitive balancing act between communicating too little and too much. Nevertheless, the police should proactively and regularly communicate with the public, not just in response to a specific activity or incident. Research has shown that people who are well informed about policing tend to have more positive opinions of the police. One way for the police to facilitate two-way communication is to create events and forums such as public meetings and police open days. COP should encompass a variety of innovative approaches to reach hard-to-reach target groups that may have little social capital. The need to engage these target groups should be reflected in the approach to the community. Finally, it is important to explaining COP to the public in clear language, focusing on COP initiatives in their community, what their own role is in COP and what they can expect.

RECOMMENDATIONS

The expert workshop organised and the research carried out for this joint EUCPN/CEPOL publication have unearthed sufficient evidence that the concept of **COP has taken root in various EU Member States**, albeit in different forms, using different interpretations and under different labels. There is not yet a shared basic pan-European understanding of COP, let alone a unified European approach.

Essentially, adequate resources are needed in order to reach a common **EU vision on COP**. First, a task of this size requires enough time. Second, sufficient resources are needed to tap into all the relevant scientific publications available across the EU and to overcome language barriers. Third, it is important to involve the right advisors so that they can provide crucial insights and draw out nuances based on their expertise. These advisors might have built their expertise in the academic domain, police practice or other relevant fields. Fourth, community perspectives should be included to form a complete picture.

Moreover, additional efforts should be made to **understand and harness the full potential of the EU** and its knowledge and experience with regard to COP. First, there are several terms in circulation that are used to refer to the COP approach. It is recommended that a naming convention to be used within the EU be agreed upon. This would increase the recognisability of the concept and facilitate exchange of knowledge and good practices. Second, the large variety of languages within the EU is culturally enriching; however, it also creates a barrier to sharing existing insights across the EU. This is a disadvantage for continental Europe as opposed to the Anglo-Saxon world, which has traditionally dominated the field of criminology. Additional efforts to translate relevant material (e.g. executive summaries of relevant studies and reports) are necessary to share knowledge more widely in the EU.

We hope that **police chiefs and senior management within police organisations**, and other policymakers and practitioners, will use this toolbox to achieve successful COP strategies. Political and organisational buy-in is important, since the implementation or improvement of COP requires structural and cultural change within the police organisation.

Finally, the question of the extent to which COP has a place in the larger **Security Union** should be discussed. It may have the potential to make a significant contribution to the Security Union, and should be considered in that light.

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ANNEX: GOOD PRACTICES

You can find more information on all the projects listed here in our knowledge centre (at www.eucpn.org).

EUROPEAN CRIME PREVENTION AWARD 2018

AUSTRIA: **Security. Together in Austria**



Short description

The guiding principle underlying the project 'Security. Together in Austria' is the active involvement of civil society in the design of internal security. This idea of intensifying citizen participation is pursued through the concept of COP, with actors brought together to form a community partnership, in the context of which community-based prevention work and effective crime prevention are carried out. The increased involvement of citizens in the prevention of crime and the institutionalisation of this security partnership between the population and the police should contribute to an increase in public safety in the immediate living environment and significantly increase the subjective sense of security of the population. In order to realise this, new organisational structures will be set up inside and outside the

police and new work processes will be integrated into daily police activities.

Start/duration

The project started on 1 April 2016 and is still running as part of a standardised process.

Background research

Scientific studies have shown that even though the actual occurrence of crime in Austria has been falling steadily, the feeling of safety among citizens has decreased, despite this trend. These data confirmed the desire on the part of the Austrian Ministry of the Interior to increase the involvement of the community in finding collective answers to common problems by actively engaging citizens, which is how 'Security. Together in Austria' came into existence.

Budget

The project received no external funding and was paid for entirely by the Ministry of the Interior of Austria.

Type of evaluation

There has been a process evaluation throughout the whole implementation process of the initiative, carried out by the University of Vienna. Measures intended to optimise the participation of citizens were developed or altered according to the results of the evaluation.

In addition, an internal outcome and impact evaluation was carried out by the Project Office of the Criminal Intelligence Service of Austria.

**Actor conducting evaluation/
timing**

Process evaluation by the University of Vienna; internal evaluation by the Project Office of the Criminal Intelligence Service of Austria.

Type of data collection method

To carry out the internal evaluation, data concerning the subjective understanding of security were collected in sample districts. Questionnaires were the primary tool for data collection and the answers from citizens were used as indicators.

**BELGIUM:
Neighbourhood Conciergerie**

Short description

The Neighbourhood Conciergerie is a local public service developed by the municipality and aims to facilitate and encourage relations between residents (and people who work but do not live) in a strictly defined neighbourhood in the territory of the municipality. The

main goal of the project is to improve quality of life and the environment in the neighbourhood. Feelings of insecurity can take many forms, and therefore a ‘space’ was created for efficient communication at all levels: residents can come to share their observations and queries and report problems with regard to safety. All actors in the designated area can follow up on their queries and be given a deadline for the solution proposed. All the people working for the municipality are devoted to that specific area, and they are therefore well known. They can refer citizens to other agencies for help (Agent loyalty from sector of Conciergerie de Quartier).

Start/duration

The project started on 27 October 2017 and is still running.

Background research

The neighbourhood targeted by the project is one where several acute problems of nuisance, social disorder and crime are reported to the local authorities. The starting point was therefore an assessment requested by the mayor and backed up by police statistics and social statistical data (on welfare, housing, etc.) to create a precise picture of the situation.

EUROPEAN CRIME PREVENTION AWARD 2018

Budget

The implementation costs of the Neighbourhood Conciergerie were EUR 25 000 and the annual functioning costs EUR 33 500.

Type of evaluation

A process evaluation and impact evaluation have been conducted.

Actor conducting evaluation/timing

Both evaluations were conducted by an internal evaluator (a local civil servant in charge of the evaluation of actions or prevention projects developed by the municipality). He also reports to the federal administration (the Home Office).

Type of data collection method

The indicators for the process evaluation consist in measuring the consistency of the activities: availability of staff; follow-up on requests: interventions; solutions provided; time needed to put in place solutions; cost monitoring; and work plan monitoring. The impact evaluation measured the police statistics for the area and incident reports, giving priority to certain aspects, and a quality survey was conducted on the street.

BULGARIA: Child Police Station

Short description

The project Child Police Station is a long-term preventive programme of the Ministry of the Interior for early prevention among adolescents. It also fulfils one of the main tasks of the police, namely to be close to the public and sensitive to the problems of the people. The project is implemented as extracurricular training. The idea is that children, while having fun, gain knowledge about protecting their lives and the lives of their friends, about coping with difficult situations and various challenges at home, at school and in the mountains, about their rights and their responsibilities to society, and about teamwork, respect and tolerance for the opinions of others and for those who are different from them.

Start/duration

The project started on 16 May 2016 and is still running.

Background research

The main reason for setting up the project was to educate on a national level a large group of teenagers using a unified methodology with the participation of several state and public institutions, which have a mission to serve, including

the Ministry of Education and Science, the Bulgarian Red Cross and the Bulgarian Orthodox Church.

Budget

The main activities were financed by the Ministry of the Interior and the relevant district directorates of the Ministry, and national competitions were financed under the project 'Strengthening child protection and juvenile crime prevention', as part of the Bulgarian-Swiss cooperation programme.

Type of evaluation

The information on the completed project activities was summarised at national level.

Actor conducting evaluation/timing

The National Police General Directorate was informed every 6 months about the number of training sessions, the number of trainees and trainers, and the schedule for forthcoming lectures and events.

Type of data collection method

At the end of the first year of training, the Institute for Psychology of the Ministry of the Interior created questionnaires for the participants in the Child Police Station, their parents and their teachers. Through this survey, the children, parents, teachers and trainers assessed the programme.

CROATIA: **Together we can do more**

Short description

Through its COP strategy, the police played a proactive role, identified community needs and mobilised various community stakeholders to contribute to the efficient prevention, in terms of both primary prevention and criminal prevention. By mobilising the local community, the police managed to clearly define the objectives and measure the results, which were later confirmed by the evaluation.

It can be concluded that the prevention project, entitled 'Together we can do more', has contributed to successful primary prevention aimed at preventing the abuse of drugs and other addictive substances, vandalism, peer violence and other forms of punishable behaviour, as well as some categories of crimes.

Start/duration

The implementation of the project started on 15 July 2004 in the territory of the City of Zagreb, and it is still running.

Since 2010, the project has been implemented in the entire Republic of Croatia.

EUROPEAN CRIME PREVENTION AWARD 2018

Background research

The reason for setting up the project was the implementation of the new COP strategy, which resulted in different priorities and different policing strategies. Problem solving and partnership have been recognised as the key components in COP. The attention of the police and local communities has increasingly focused preventing abuse of narcotic drugs and other addictive substances, vandalism, peer violence and other forms of risky behaviour, as well as raising citizens' awareness when it comes to self-protection measures.

Budget

The project is mostly funded by local and devolved government, in particular by the City of Zagreb, Zagreb County, the town of Velika Gorica, the town of Samobor, the town of Zaprešić, the town of Jastrebarsko and the town of Sveta Nedjelja.

The total costs incurred in the implementation of the project are EUR 1 030 491.

Type of evaluation

An external evaluation was conducted on several occasions through quantitative research using a field data collection method.

In addition, an internal impact evaluation was done, based on the statistical indicators kept by the police on the state of play with regard to crime.

Actor conducting evaluation/timing

The external evaluation was conducted by the Department of Psychology, Faculty of Humanities and Social Sciences, University of Zagreb.

The internal impact evaluation was done by the Prevention Department of the General Police Directorate.

Type of data collection method

The evaluation was conducted in the school years 2012/2013 and 2015/2016, by conducting a survey among pupils, their parents and teaching staff in schools.

CZECHIA: Safe Region - Safe City

Short description

The project 'Safe Region - Safe City' responds to security threats at a local level and the need to increase citizens' feelings of safety. For the purposes of increasing feelings of safety and reducing crime, the project promotes

coordinated information sharing, current situation analysis, shared responsibility, thinking ahead and planning, and the implementation of specific activities. The project has been applied in more than 35 communities in the Central Bohemian Region, Czechia.

Start/duration

The project started on 1 April 2014 and is still running.

Background research

The project was set up to cover individual city projects in the Central Bohemia Region. These projects built on long-term experiences suggesting that, to make police work on crime prevention really effective, close cooperation among all the actors involved in a specific location must be ensured.

Budget

So far, the cost of the project has been CZK 643 000 (approximately EUR 25 100). The project uses existing material and human resources. Some material resources were modernised as part of the project.

Type of evaluation

Both process and outcome evaluations are conducted internally.

The effectiveness of the process is evaluated internally on an ongoing basis.

With regard to impact, it is important that the material passed on to the police has been properly assessed as illegal. This is the most important outcome factor.

Actor conducting evaluation/ timing

Both are internal evaluations during regular coordination meetings.

Type of data collection method

The project has been evaluated continually on the basis of tracking the security situation and trends in crime. Furthermore, the number of cities joining the project is another evaluation criterion.

DENMARK: Safe Neighbourhoods in Køge

Short description

'Safe Neighbourhoods in Køge' is a project in which the police have been cooperating to a much higher degree than they usually do with the public. The police have been cooperating with local professionals and members of a social housing organisation, to tackle gang-related crime and reshape a safe environment in a socially deprived

EUROPEAN CRIME PREVENTION AWARD 2018

area, thus preventing social unrest and residents moving out. The stakeholders have been using inside knowledge about individuals and families and have been gaining mutual access to data, including the use of observations from the residents to dissolve a gang.

Start/duration

The project started on 1 August 2017 and is still running.

Background research

It was extremely important to solve the problems of the local gang in order to get the larger social community project to work better. All the stakeholders involved - the Chief of Police, John Jensen; the Chief of the administration of the Estate, Niels Bannergaard; and the project managers of the community project - came together and promised to dedicate all their efforts to bringing the gang-related crimes to a halt. In this process, they also cooperated with the municipality, especially with social workers, the IRS and employment officers. The effort was based on both data from the police regarding the gang members involved, data on tenants and video surveillance material from the administration of the estate, and data on specific youngsters from the local community project.

Budget

The project was initiated by the social housing project for a 4-year period, funded by Landsbyggefonden (a social housing foundation that funds renewal projects as well as community work in social housing estates in Denmark), but the main effort was conducted using resources already available to the stakeholders.

Type of evaluation

The group behind the project has been running an internal evaluation of the project. It has been so successful that the method is now called the 'Karlemose-model' and has been used in other residential areas of Køge.

Actor conducting evaluation/ timing

See above.

Type of data collection method

There has not been an outcome evaluation. However, there are observations that indicate a reduction in both crime and fear.

ESTONIA: the SPIN programme



Short description

SPIN programme is a successful sports-based intervention programme for 10-18-year-olds from areas with fewer opportunities for young people and high levels of youth crime. The main aim of the programme is to provide development opportunities and reduce antisocial behaviour among participating young people. The long-term aim is to reduce youth crime, build stronger communities, lower the rate of drop-out from education and increase the number of young people moving into the skilled labour force.

The programme brings together multiple stakeholders that work towards the same goals but do not necessarily cooperate otherwise on a daily basis (schools, the police, the local government, football clubs, private sector

companies), thus creating a network to ensure the fulfilment of the programme's aims, which include creating safer communities.

Start/duration

The project started on 7 January 2015 and is still running.

Background research

The target group and their social problems were analysed in detail by the Ministry of the Interior before setting up the programme, and this has continued throughout the programme. The initial funding from the European Social Fund also came with a requirement to meet certain evaluation criteria. For the purpose of finding the most suitable target group for the intervention, occurrences of youth crime and run-ins with the police were considered; involvement in crime or having had a run-in with the police were behavioural criteria considered in the selection of young people participation in the programme.

Budget

The project is funded by the European Social Fund, the Ministry of the Interior, the British Council, the UEFA Foundation for Children, Tallinna Vesi AS, and the cities of Narva, Tartu, Kohtla-Järve and Rakvere.

The average cost for one group (up to 32 children) is EUR 18 500 per year.

EUROPEAN CRIME PREVENTION AWARD 2018

Type of evaluation

Both process and impact evaluations have been conducted.

Actor conducting evaluation/timing

The process evaluation is conducted internally and confirmed by a steering committee attended by the key partners in the programme.

An impact report on SPIN has been published; the research was conducted by social scientists from the University of Tartu.

Type of data collection method

The process evaluation is mostly conducted on the basis of the project goals and the indicators established by the European Social Fund.

young people and residents of a reception centre. The project also targeted the inhabitants of the community at large, because people in the town noticed the tense atmosphere. The project aimed to restore a sense of security, to defuse the polarised situation and to prevent further clashes in the town.

The Forssa approach involves neutral and transparent communication and multidisciplinary collaboration, enabling exchange of information and coordination of activities.

The project calmed down the situation in Forssa and defused intergroup conflicts and polarisation between locals and asylum seekers. Violent crimes ceased completely.

Start/duration

On 16 August 2016 the multidisciplinary team convened for the first time. The community mediation activities started in September 2016. The dialogue between the parties continued until spring 2017.

The project was partially completed on 22 November 2016 when the youth media project implemented in schools was completed.

Background research

The context was analysed thoroughly on the basis of reported crime and the data



FINLAND: the Forssa approach

Short description

The Forssa approach to mediation in polarisation and intergroup conflicts is a project based on a thorough study carried out in the Finnish town of Forssa in 2016. The project aimed to reduce violent crimes and conflicts between local

obtained from neighbourhood police patrols and the authorities.

Budget

The Community Mediation Centre receives its funding primarily from the Funding Centre for Social Welfare and Health Organisations.

Type of evaluation

The team carried out an internal process evaluation on a continuous basis on the progress of community mediation, collaboration, dialogue and the building of trust (the reports contain confidential information on the parties involved and are not publicly available).

In additionally, an outcome evaluation was carried out.

Actor conducting evaluation/ timing

The outcome evaluation was carried out by the police.

Type of data collection method

The police monitored the situation and statistics. The outcomes of the project can be assessed on the basis of the police data (crimes reported to the police, information obtained from street patrols) and through the use of a pre-test-post-test design.

FRANCE: the Territorial Contact Brigade



Short description

The Territorial Contact Brigade (TBC) is part of the daily security police. Its purpose is to strengthen the link between the gendarmerie, the population and elected officials in the public sector. This TBC is innovative in the sense that the gendarmerie has decided to dedicate staff to fulfilling a mission of full-time contact in their constituencies. The personnel dedicated to this mission are permanently on the ground, helping to ensure good relationships with the gendarmes when the situation requires it. This project, adapted to the needs of and responding to the expectations and specificities of a neighbourhood, is appreciated by the population and elected officials. Supported by a strong digital project, NEOGEND, that provides digital support in the field, it promotes

EUROPEAN CRIME PREVENTION AWARD 2018

the recovery of the response and 'weak signals', while contributing to an increased feeling of security in the community. It is one of the major projects implemented as part of the continual improvement of the gendarmerie, guaranteeing a quality public service in a complex security context and despite real budgetary constraints.

Start/duration

The project has started on 1 February 2017 and is still running.

Background research

This approach was implemented following a major sociological study by a specialist in security issues. He noted a strong need for security and proximity at a time when the gendarmerie, monopolised by actions against terrorism, illegal immigration and radicalisation, was more distant from the population. It was therefore decided to reinvent the service and run trials to establish a new proximity through greater contact, to increase the public's feeling of security.

Budget

The cost of setting up a TBC with four gendarmes is small because it is essentially involves the repurposing of an existing unit. There is therefore no cost in additional staff or equipment. The approximate total cost is EUR 17 400.

Type of evaluation

An internal process evaluation is carried out on several topics, as well as an impact evaluation.

Actor conducting evaluation/timing

The impact evaluation was done by the part of the gendarmerie in charge of the activity, by the part in charge of the inspection of services and also by citizens.

Type of data collection method

The evaluation measured the degree of satisfaction of elected officials.

GERMANY: **Walk around your hood**

Short description

The project 'Walk around your hood - interdisciplinary security audits to identify feelings of (in)security and hot spots' is an instrument to distinguish between places where people feel unsafe (Angsträume) and real crime hot spots (Gefahrenorte) and help in understanding the link to fear of crime. Systematic security audits in a local context enable the stakeholders to focus on areas that suffer from everyday

crime and disorder that disturb people living in otherwise well-maintained neighbourhoods. Through the use of this instrument, opportunities to commit crimes could be reduced and feelings of security strengthened.

Start/duration

The project started in 2016 and is still running.

Background research

The project was based on the guideline 'Safe places and spaces', issued by the Security Partnership for Urban Development in Lower Saxony. The guideline (available on the internet in German) has not been used to the extent desired in the past because of its scope. That is why the Competence Centre for Urban Security used a research project to test a more accessible and user-oriented version in which stakeholders are supported by a skilled person. The test proved to be successful, and the case study cities of Braunschweig, Emden and Lüneburg all expressed a wish to continue use the instrument because of the value that it added to the guideline.

Budget

The Ministry of Research and Education of Germany funded the research project as part of the programme 'Research for the civil safety and security in the proposal'.

Type of evaluation

A process evaluation was part of the project and was carried out internally, following the motto 'Learning by doing - making changes in process'.

An outcome evaluation of the guideline 'Safe places and spaces' was carried out externally in 2014.

Actor conducting evaluation/timing

The outcome evaluation was done by order of the Ministry of Social Affairs in cooperation with SIPA; the contractor, Prof. Dr Herbert Schubert of the Office of Social Space Management, evaluated the guideline in a practical test.

The process evaluation was done by the Council of the Association of Regions of the Czech Republic. The outcome evaluation was conducted by the head of the 'Regions for safer internet' project.

Type of data collection method

A wide range of analytical methods was needed and often several evaluation steps were used. During the test, results and indicators were communicated to the stakeholders so that adjustments could be made.

EUROPEAN CRIME PREVENTION AWARD 2018



HUNGARY: **My neighbour is the policeman!**

Short description

'My neighbour is the policeman!' is a local government project, implemented by Zugló Public Security Non-profit Ltd (ZKNP), aimed at supporting and acknowledging local police officers' work in District 14 of Budapest, namely Zugló.

The policemen were provided with high-value infrastructural devices and distributable materials containing direct contact information and photographs, which were also presented in a communication campaign. In the next stage, the project focused on creating a public security network with the help of Police Cafés, a community-creating technique. Local police officers and the representatives of civil society and professional bodies created a problem map together and looked for solutions to the general and specific problems arising.

Start/duration

The project started on 1 January 2015 and is still running.

Background research

Several factors justified the launch of the project.

A telephone poll performed in August 2014 by Strategopolis Ltd as part of a local government project showed that the residents were only moderately satisfied with measures taken for public security and with police services.

These results motivated the local government and ZKNP to mobilise their resources: finances were allocated to developing police infrastructure, and broad cooperation on public security issues was initiated, using an extensive local relationship network.

A local police officer, Tomis Károly, carried out a successful grassroots initiative. He presented and handed over placards and distributable material with photographs in public institutions and shops, which triggered the present community police programme.

Budget

The project is directly and primarily funded by the local government of Zugló, through the ZKNP.

Type of evaluation

The representatives of institutions implementing the project (ZKNP, the district police headquarters of Zugló)

review and assess project experiences quarterly, and plan further steps accordingly.

**Actor conducting evaluation/
timing**

See above.

Type of data collection method

The feedback gained has been used in three project stages:

- assessment and development of the assets required by the police and obtained by ZKNP;
- development of human resources in accordance with a previous assessment;
- an assessment of Police Cafés took place in the form of supervision.

IRELAND:

Use Your Brain Not Your Fists

Short description

In September 2016, An Garda Síochána first launched the ‘Use Your Brain Not Your Fists’ national awareness campaign to target non-residential assaults against the person. The awareness campaign was designed to be repeated and has been promoted on a number of occasions since it was

first launched.

Previous personal safety campaigns promoted by An Garda Síochána focused on victims of crime and how people could protect themselves and their property while in public places. The ‘Use Your Brain Not Your Fists’ campaign was the first of its kind in Ireland to directly speak to would-be assailants.

Start/duration

The project started on 12 September 2016 and is still running.

Background research

Owing to an increase in criminality identified as being associated with the night-time economy, a number of social media crime-prevention awareness campaigns were designed by the Garda National Crime Prevention Unit. The ‘Be Safe Be Streetwise’ social media campaign, aimed at preventing thefts and robberies of personal property when out at night and encouraging enhanced personal safety, was well received by the public. This campaign was followed up by the assault prevention campaign ‘Use Your Brain Not Your Fists.’

Budget

The PR and advertising element of the campaign cost approximately EUR 160 000 excluding VAT. The

EUROPEAN CRIME PREVENTION AWARD 2018

funding came from the Garda budget.

Type of evaluation

There was an external evaluation of the 'Use Your Brain Not Your Fists' campaign and Kantar Media provided a media insight report.

Actor conducting evaluation/ timing

See above.

Type of data collection method

The media insight report provides a full qualitative overview of press, broadcast, online and social media coverage relating to the public awareness campaign 'Use Your Brain Not Your Fists' during the period 1228 September.

Short description

The project was awarded Best Crime Prevention Project at the National Prevention Projects and Community Initiatives Awards 2018 (Ministry of the Interior, Republic of Lithuania).

Every community in the world would prefer to have a safe environment to live in. The main idea of the project is to emphasise that efforts to prevent crime must involve all participants: the government, the local authorities, the police, NGOs, the media and communities.

The main objective was to improve the security situation in Šiauliai district, to reduce the number of criminal offences and other violations of the law committed, and to create a safer living environment by involving residents in this process.

Start/duration

The start date of the project was 1 January 2017 and the end date was 31 December 2017.

After the final evaluation, the project was declared a huge success; the implementation of the activities therefore continued in 2018.

Background research

Analysis of crime statistics is

LITHUANIA: Šiauliai district discovers a security formula



carried out regularly by the Criminal Police Information Analysis Unit of Šiauliai county police headquarters. Official crime data are provided by the Information Technology and Communications Department under the Ministry of the Interior. The crime statistics for 2016 were the basis for planning some of the project activities.

Budget

Šiauliai District Municipality allocated EUR 10 000 for the implementation of the project.

Type of evaluation

There have been both a process and an outcome evaluation.

**Actor conducting evaluation/
timing**

The evaluations were carried out both internally (by the project promoters) and externally (by partners).

Type of data collection method

At the end of each project activity, its results were summarised. The general evaluation of the results was done through systematic analysis.

THE NETHERLANDS: Neighbourhood Prevention Breda

Short description

Neighbourhood Prevention Breda is a cooperative in which residents, the police and the municipality work together to increase safety and quality of life in the municipality of Breda. Residents, police and government share responsibility for safety in neighbourhoods. This makes them partners in safety, with a leading role for the residents. Together they share information and follow trends in crime. Every partner is a vital part of the crime prevention system and together they keep the city safe.

The policy of Neighbourhood Prevention Breda is determined by the control group. The control group consists of four residents and a representative each of the police and municipality. Residents are thus problem owners. The police and municipality have a mainly facilitating role. Currently, 86 neighbourhood prevention, Flat Alert and WhatsApp groups have already been connected with 3 300 street contact people and more than 18 000 addresses.

EUROPEAN CRIME PREVENTION AWARD 2018

Start/duration

The project started on 1 January 2010 and is still running.

Background research

The reason the project was started was that the municipality of Breda was scoring very high on the national list of home burglaries. It was in the top three cities in the Netherlands with the highest home burglary rates (according to the Statistics Netherlands database StatLine). Home burglaries have a big impact. Not only are material things stolen, but residents' perception of safety is badly affected.

Budget

Neighbourhood Prevention Breda is funded by the municipality and paid for by the safety budget. The cost of the project for 2018 was EUR 271 500.

Type of evaluation

There has not been an official process evaluation. However, the project is evaluated continuously by the control group.

Actor conducting evaluation/timing

The control group of Neighbourhood Prevention Breda is composed of four residents and two employees of the police and municipality who support the urban coordinator in the

further qualitative development of Neighbourhood Prevention Breda.

Type of data collection method

Not applicable.

POLAND: National Security Threat Map



Short description

The National Security Threat Map (NSTM) is a solution that involves

society in crime prevention in a manner unknown before; the rationale is that members of the public should take some of the responsibility for the safety of the areas in which they live. The map consists of two equally important parts: the interactive and the statistical. The interactive part of NSTM allows users to submit, free of charge, an anonymous indication of areas where threats occur that, in the opinion of the user, negatively influences their sense of security. The police ensures that every such indication is dealt with with proper seriousness, and the effects of these actions are made visible on the map.

Start/duration

The project was introduced on 5 October 2016 and is still running.

Background research

The initial plans, developed in the Bureau for Prevention of the national police headquarters, were presented to communities during public consultations that were held on between 21 January and 22 April 2016. On the basis of information from citizens, who, in the number of 217 775, participated in 11 990 consultations, a catalogue of threats was created, which, according to the information provided, had a significant effect on citizens' sense of security. On the basis of the reported requirements, a set of 25 categories of

threats was selected from the threats most frequently mentioned during discussions.

Budget

The project was created without any cost to the police; the initial plans were developed by police officers and activities related to the NSTM are performed as part of daily police duties, so the financial cost of this initiative is borne by the national budget.

Type of evaluation

Both a process and an impact evaluation have been performed.

Actor conducting evaluation/ timing

The evaluation was carried out by the national police headquarters in cooperation with the main national geodesist office.

Type of data collection method

Despite the short period during which this application has been functioning, it is currently being brought up to date. The modifications have resulted from requests reported by users via email and reports from police officers. Moreover, an assessment of the tool, undertaken by the police, had been responded to by users who filled in surveys.

PORTUGAL: Senior Census

Short description

The National Republican Guard (GNR), through its Special Community-oriented Policing Programmes, has developed activities of a social nature in the field of human rights, in order to protect the vulnerable victims of crime, mainly the elderly.

To achieve this goal, since 2011 the GNR has been developing the Senior Census, which aims to use geo-referencing to identify the number of elderly citizens who are isolated and/or live alone, covering the entire national territory; in 2017 it identified, 45 516 such people (when it started in 2011, it identified 15 596). This geo-referencing allows the GNR to target its patrolling efforts and respond more effectively to the demands of elderly citizens in situations of greater vulnerability.

Start/duration

The project started in January 2011 and is still running.

Background research

The Portuguese elderly population has been growing, and, as is acknowledged, their capabilities are reduced and, by living alone and/or being

isolated, some of these elderly people run a greater risk of being victims of crime. The centralisation of labour in the country's main urban centres and the desertification of the country's inland areas have contributed towards an increase in elderly isolation, making older people more vulnerable to crime.

Before the project was initiated, a work group was constituted at the GNR headquarters that, through various information reports and an in-depth analysis of the 2011 census results, was able to highlight the challenges that the country may face in the future. This led to the decision to develop the Senior Census project as a means of prevention.

Budget

The operation and ongoing development of the app have had a yearly budget of approximately EUR 403 000.

Type of evaluation

The project is assessed at a national level by the Portuguese Board of Assessment and Accountability, which evaluates performance in public administration, and internally as part of the GNR 2020 strategy.

In addition to assessment by public institutions, the GNR, through university institutions, encourages the

writing of master's theses that cover project analysis and evaluation through research and use of the scientific method. Internally, reports are made on the lessons learned, which are taken into consideration before operations are developed.

The GNR has conducted a systematic evaluation of the project through a statistical analysis of the outcomes achieved by the different COP sections and encouraged the carrying out of academic research for master's theses in coordination with the Military Academy and the Military University Institute.

**Actor conducting evaluation/
timing**

See above.

Type of data collection method

See above.

**ROMANIA:
Broken Wings**

Short description

Broken Wings is a national project launched by the General Inspectorate of the Romanian Police with the aim of raising awareness of and

preventing domestic violence. It was implemented nationwide, in partnership with Necuvinte Association, an NGO specialising in supporting female victims of domestic violence.

Start/duration

The project started on 1 July 2016 and ended on 31 December 2017.

Background research

According to an EU-wide survey by the European Union Agency for Fundamental Rights, physical and sexual violence are more common than other types of violence. The data showed that, in recent years, the number of registered complaints regarding domestic violence have increased, especially in the case of crimes under the Criminal Code, Article 193, 'Battery and other acts of violence'. The analysis of the context in which the project would be implemented was performed by the Romanian police based on data collected from the EU, police records and other public institutions involved in preventing and countering criminality; the police also took into consideration feedback from civil society.

Budget

The entire cost of the project was covered by the company Kaufland Romania through a sponsorship contract signed with Necuvinte Association.

EUROPEAN CRIME PREVENTION AWARD 2018

The financial support for activities under Broken Wings was offered in two instalments through bank transfer.

Type of evaluation

A process evaluation was conducted by a team of representatives of both partners: the Romanian Police, through the Crime Research and Prevention Institute and Public Order Department, and experts from Necuvinte Association. In addition, an impact evaluation was performed internally by the project team in August 2018.

Actor conducting evaluation/ timing

The process and impact evaluations were performed internally by the project team.

Type of data collection method

The impact of the campaign was evaluated in two ways: by the number of complaints registered by the police - there was an 8.5 % increase on the previous year - and by the number of protection orders issued against abusers: there was a 36 % increase on the previous year.

Those numbers reveal not an explosion of the phenomenon but increased awareness among victims of domestic abuse, together with more trust in the law enforcement agencies entrusted

with tackling it. This led to uncovering the 'black digits' of the phenomenon.

SLOVAKIA: **Learning for a Valuable Life**

Short description

The project 'Learning for a Valuable Life' has been implemented since 2001. Since then, it has won several local, national and international awards. It focuses on all age categories of the population, including pre-school children, and various caring professions. It involves educational and publishing activities, self-defence courses and counselling. Priorities are the prevention of drug, property, violence and internet crime, the prevention of trafficking in human beings, and programmes aimed at creating positive motivation and eliminating hate speech in society. Part of the project involves working with a marginalised community in the form of the Roma patrol, which carries out mediation and patrol activities. An innovative aspect of the project is the use of therapy dogs for the prevention of crime. The project is based on creating active cooperation at local, regional and national levels. Appropriate attention is paid to work with the media.

Start/duration

The project started on 1 October 2015 and is still running.

Background research

The reason for this project was the lack of comprehensive preventive actions and measures in the city. The priorities for were established as preventing drug crime, ensuring child safety and preventing property crimes committed against seniors.

Budget

The project was funded from three sources.

- From the city's own budget (self-government).
- Through participation in crime prevention activities funded by the budget of the NGO OZ.
- The project was financially supported by the Government Council for Crime Prevention.
- The annual cost of the project was, excluding wage costs, approximately EUR 20 000.

Type of evaluation

Both a process and an impact evaluation were conducted.

Actor conducting evaluation/ timing

The process evaluation was conducted by the project managers. Partner organisations provided their assessments

separately via written feedback.

The impact evaluation was conducted both internally and externally.

Type of data collection method

The data for the evaluation of the project were the number of activities carried out (88 per year), the number of people interviewed (more than 20 000), the number of clients who used the counselling service (11 per year), the feedback from the target groups (100 % satisfaction), the publicity obtained for the project and the interest of the media in covering the project (there was coverage from all types of media. including commercial, national, regional and local), the numbers of contributions from the public related to crime prevention and other antisocial activities, and outcomes in the form of publications on crime prevention, especially for specific groups such as parents, educators, pupils.

SPAIN:
Ciberexpert@

Short description

The Ciberexpert@ programme, created by the national police, is intended to provide a better digital education for

EUROPEAN CRIME PREVENTION AWARD 2018

families to achieve greater protection for children.

The programme is delivered in two ways:

- (1) the websites www.ciberexperto.org and www.ciberexperta.org where all the information and training material can be found;
- (2) awareness and training activities on the safe use of the internet, by COP delegates with the support of the educational community.

All students who have successfully taken the programme and passed the final knowledge test are given the Ciberexpert@ card.

It is an innovative and ambitious project in the field of prevention, a service that the national police provides to citizens, focused on training, education and raising awareness among children in order to prevent and minimise the risks inherent in the daily use of ICT devices.

Start/duration

The project started on 1 September 2016 and it is still running.

Background research

Once the various awareness campaigns had been undertaken, the results obtained were analysed and the

experience gained over the years taken into account, as were the results of a survey on internet use and the security habits of minors and young people in Spain carried out by the Spanish Ministry of Internal Affairs. The National Police saw the need to take a new approach to the substantial task of raising awareness and training minors in the correct use of ICT devices, thus creating the Ciberexpert@ programme.

Budget

The human resources allocated to the implementation of the programme are exclusively the responsibility of the national police, with almost 600 police officers assigned to it throughout Spain.

There is no specific cost allocated in public budgets, since the work of implementing the project is carried out entirely by the national police, given that prevention is an important part of its work.

The costs of printing the Ciberexpert@ cards - toner, supports, printers, etc. - are the responsibility of Telefónica España, so there is no cost to the state.

Type of evaluation

There has been an internal and an external evaluation of the results of the project.

**Actor conducting evaluation/
timing**

The internal evaluation was done by the national police and the external evaluation by the aforementioned Central Unit.

Type of data collection method

Internally: by the national police through a computer application called ARPC.

Externally: through the satisfaction surveys conducted in the educational community.

The Swedish Police, Swedish Live, the Swedish Association for Sexuality Education (RFSU) and the County Administrative Board of Stockholm have worked together on educational materials, as well as on a profile material in which collaboration and the collaboration model proposed were highlighted. The materials were produced as a result of a need identified by the organisers of festivals and their staff.

The evaluation shows that the measures have had an effect. The number of reported sexual offences decreased by about 90 % from 2016 to 2017.

This project shows that collaboration based on the local context, with the right actors, where everyone takes responsibility, gets results.

**SWEDEN:
Safe and secure events**



Start/duration

The police started work nationally and published a report entitled Sexual abuse and proposed measures early in 2016. In March 2017, cooperation between the police, Swedish Live, RFSU and the County Administrative Board of Stockholm began.

Short description

Sexual harassment and other crimes at public events are a problem throughout Europe. No one is focusing on these crimes.

Background research

During New Year's Eve 2015-2016, young women were exposed to sexual harassment in several parts of Europe.

EUROPEAN CRIME PREVENTION AWARD 2018

In Sweden, it was noted that similar crimes had been committed during a 2014 and a 2015 festival. The then national chief of the Swedish Police Authority decided that the risk of sexual abuse among young people should be investigated with the aim of directly and indirectly helping the police to prevent crime. The report Sexual victims of sexual impacts and suggested measures was published. The report laid the foundation for the work that is now carried out in relation to crime at public events.

Budget

Each actor has incurred its expenses on the project as part of regular operations.

The evaluation was financed through funding from Brå, the Swedish National Council for Crime Prevention.

Type of evaluation

The work has been evaluated by a criminologist in a report.

Actor conducting evaluation/ timing

See above.

Type of data collection method

The report contains the information that the number of reported sexual offences

decreased by about 90 % from 2016 to 2017. This positive experience of collaborating on public events is considered to be transferrable to problems affecting society as a whole.

ADDITIONAL PROJECTS

BELGIUM: VIRTUS

Short description

The VIRTUS model consists of an integrated approach to nuisance and crime. It consists of the coordination of actions in terms of prevention, with the police and street-cleaning services working towards the common goal of improving the living conditions of citizens/users individually and collectively within a specific neighbourhood. In this case, the district is the old centre of Anderlecht. The teams from the municipal administration have as a goal reducing threats to safety and feelings of insecurity within a determined perimeter. For the police, the essential mission is to contribute to reducing feelings of insecurity generated by urban crime, nuisance in a broad sense, illegal street dealings, road traffic offences and crime on public transport, with a view to stabilising or even reducing the number of criminal acts recorded in this area, by applying the basic concepts of COP.

Start/duration

The project started on 1 May 2015; there is no planned end date.

Background research

The start pointing was a feeling of insecurity (evaluated in terms of

numbers and perception) and a feeling that public space was being degraded on the part of those living in the centre of the city. Citizens had signed petitions and delivered strong messages in this regard and local civil servants in charge of this area also reported serious issues. The mayor then wanted to put in place new initiatives, including an integrated safety and prevention policy targeting on the city centre and more particularly the Place de la Vaillance and the Rue Wayez. There were few indicators to rely on at the beginning, so it was decided to carry out a local security diagnosis on a defined neighbourhood, resulting in crime and social statistics.

Budget

The overall budget is EUR 400 000, financed by the municipality from its own funds.

Type of evaluation

There is a continuing quantitative process evaluation.

Actor conducting evaluation/timing

The evaluation is done internally by the project coordinator.

Type of data collection method

The evaluation was based initially (for the first three years) on existing quantitative indicators.

BELGIUM:

GO-team

Short description

Four years ago, the social welfare services of Mechelen and the local police created a new team that supports vulnerable multi-problem families in a holistic way to safeguard the children from the consequences of poverty, deprivation, neglect, environments likely to cause criminal behaviour and/or unhealthy housing. The name GO-team is now used also for a team of seven family outreach workers, in addition to for the project itself. Key concepts in this innovative type of social welfare work are 'low threshold', 'intensive parental coaching', 'accosting', 'demand- oriented' and 'hands on'. The involvement of the police in the project is crucial, because one out of two families reported by the police to social welfare services were not known to the services before. The GO-team family outreach workers are generalist carers who provide concrete solutions for acute problems mentioned by parents in multi-problem situations. They bond by doing things together and they achieve results where none had seemed possible.

Start/duration

The project started on 1 September

2014 and is still running.

Background research

The creation in 2010 of the unit Youth and Family within the local police service of Mechelen-Willebroek led to a better overview of domestic violence issues, and poor educational environments for (young) children were detected more frequently. Officers in the field were confronted with poignant situations even when help and social care were already in place. The responsible police officer raised awareness of the situation, which led to house visits by Mayor Somers and his top-level management. The instruction was given to set up a new proactive and innovative form of social work and family support. The context was analysed by internal experts on poverty and management in social housing. They based their ideas on insights from Mullainathan and Shafir in the book *Scarcity* (2013) and the idea that child poverty is in essence altered by tackling family poverty. In addition to substantive ideas on poverty and deprivation, insights on skills for social workers and social work in general were taken into account.

Budget

The project is funded by the municipality. In addition to the regular financing, there have been extra temporary project funds from the Child

ADDITIONAL PROJECTS

Poverty Fund - Flemish Community. Personnel costs on an annual basis are EUR 388 856. The costs of activities on an annual basis are EUR 14 000.

Type of evaluation

Both a process and an outcome evaluation have been conducted.

Actor conducting evaluation/ timing

The process evaluation was conducted externally by Bérénice Storms, PhD, a sociology expert and research coordinator of CEBUD (the Centre for Budget Advice and Research at Thomas More University). The outcome evaluation was also done externally.

Type of data collection method

The evaluation was based on interviews with the family outreach team and their clients, as well as on analysis of documents.

BULGARIA: Society and Police! With Care and Warning!

Short description

The project was designed to establish an environment of security and trust

and to prevent crimes. The project focuses on public order protection, traffic accident prevention and traffic safety, and prevention of crime by creating a culture of lawful behaviour.

In the context of the project activities, joint actions and events have been accomplished with the prosecutor's office of Bulgaria, the prosecutor's office of Plovdiv, the General Directorate for Execution of Punishments, the Probation Service, Plovdiv Regional Administration, Municipality Plovdiv, Municipality Plovdiv Region, transport companies, the Regional Education Inspectorate, the Ministry of Education, schools, kindergartens, youth associations, students, sports clubs, pensioners' clubs, motorcycle clubs, disadvantaged people, NGOs, the Red Cross, and minority groups in the neighbourhood. Through activities and the use of technology the project has developed and built up civic consciousness and encouraged active efforts by citizens to establish better living conditions and protect the environment.

Start/duration

The project started on 1 January 2016 and the end of the project is planned for 2022.

Background research

The reasons for developing the project were:

- to inform the public and the partners about the legal measures taken against offences and preventive measures to stop crimes being committed;
- to increase trust and encourage civilian participation in the work of the security services;
- to attract partners and citizens to crime prevention activities.

Budget

Costs: about BGN 2 000 (approximately EUR 1 000) per year for leaflets and posters.

Type of evaluation

A process and an impact evaluation have been conducted.

Actor conducting evaluation/timing

The process evaluation was conducted both internally and externally.

Type of data collection method

Indicators for the process evaluation were police statistics, and reports and analyses presented to the public and to the mass media.

There is a 6-monthly impact evaluation through public feedback and public meetings with representatives of various social groups.

FRANCE: **Delegate for police-population cohesion**

Short description

The project involves reinforcing the link between the police and the population in the context of a wide network of partners.

The cornerstone of this project is a police officer who is dedicated to this mission, with experience of policing on the front line and building relationships with different stakeholders, and the ability to speak in public.

The delegate for police-population cohesion (DCPP) works as a police-community liaison and support officer to gather and share information through the community's network of institutions and associations, in order to provide solutions to problems. Through contact with the chiefs of the operational units, this officer can help to solve conflicts through a 'soft' approach.

Start/duration

The project has been running since the school year 2013/2014.

Background research

Relations between the public and law enforcement agencies had become

ADDITIONAL PROJECTS

increasingly tense following a series of urban riots in 2005, particularly in inner-city areas.

In this deteriorating social context, it was necessary to establish better links and to ease tensions in these neighbourhoods.

Budget

The French Ministry of the Interior has estimated the time required for this mission at approximately 150 days' work per year. This represents EUR 143.77 per day (EUR 136.99 outside the greater Paris area), that is, EUR 21 565.50 per year for one DCP.

Type of evaluation

The project is not assessed statistically because it is not possible to measure the impact on the atmosphere in terms of figures. Therefore, there are random polls of people attending police stations and field units (at markets, in neighbourhoods, etc.).

The outcome is positive in terms of a reduction in the sense of insecurity and in fear of crime.

Both process and impact evaluations are conducted.

Actor conducting evaluation/ timing

No information.

Type of data collection method

Not applicable.

POLAND: Academy of safety

Short description

The project 'Academy of Safety - education for the safety of children, young people and senior citizens in Kielce' included the development of workshops on procedures applied in emergency situations and focused on the prevention of violence and aggression. Simulations of evacuations from educational institutions in the event of a terrorist attack were carried out as part of the project.

The project involved 10 180 participants, 11 educational institutions and 571 training classes. Safety workshops were addressed to students, teachers, parents, women and senior citizens. They were conducted by the members of the PASSA Association and officers of the municipal police headquarters in Kielce.

The project resulted in cooperation between institutions and services for greater safety. A platform for exchanging experiences and knowledge between the police and local partners (emergency services, NGOs, educational institutions participating in the project) was developed.

In addition, the project funded free consultations with a psychologist in educational institutions, ran art contests and provided equipment for school clubs. A total of 4 000 reflective items were distributed to students for road safety.

Start/duration

The project was implemented from 2 October 2017 to 18 December 2017. It continues as a project entitled 'Academy of Safety II - education for the safety of educational institutions in Kielce'.

Background research

The main reason for the development of the project was the increasing threat of terrorist attacks in public places, the growth in criminal behaviour in educational institutions and an increase in attacks against women and senior citizens.

Budget

The cost of the first edition of the project was PLN 62 945.

Type of evaluation

Internal and external process and outcome evaluations have been conducted.

Actor conducting evaluation/timing

The internal evaluation was conducted before the start of the project by directors of educational institutions. The external evaluation was conducted by the municipal police headquarters in Kielce.

Type of data collection method

The internal evaluation by the PASSA Association involved the development of questionnaires, which were used to conduct interviews with students, parents, teachers, women and senior citizens. A survey report on the programme, entitled Safer together, was used to disseminate the results. For the external evaluation by the municipal police headquarters in Kielce, the police officers visited schools after the completion of the project. They carried out interviews with teachers and students, checking their levels of knowledge about safety.

ADDITIONAL PROJECTS

POLAND: **Akademia Seniora**

Short description

The project Akademia Seniora (Senior Academy) was co-financed by the National Bank of Poland. The aim was to prevent financial exclusion and encourage responsible financial decisions, including in relation to managing the household budget and using financial services. It carried out over 12 months. The intention of the originators of the project - the Prevention Department of the Voivodship police headquarters in Bialystok - was the dissemination of crime prevention information to seniors in the province of Podlasie. As part of the project, educational and information meetings were held, the participants in which were people from Podlasie aged 50 years or older. The priority thematic area of the Akademia Seniora project was the transfer of knowledge related to increasing the safety of older people by preventing financial fraud, proper personal budget management and careful financial planning for the future. As part of the project, a competition entitled '10 Principles of Safe Seniors' was run among the participants in the project.

Start/duration

Akademia Seniora was implemented from December 2014 to December 2015.

Background research

The increase in the number of seniors, the increasing duration of old age and the changing needs of older people were the reasons for expanding existing activities targeting the oldest inhabitants of the province of Podlasie. The methods of thieves - especially fraudsters who pose as someone who would be unlikely to raise any suspicions - are always based on surprising the victim, and exploiting gullibility, naivety and trust in others. Owing to repeated disturbing crimes in which the victims were the elderly, the Podlasie police, through the implementation of the Akademia Seniora project, aimed to strengthen activities in the field of seniors' safety and the vigilance of the local community.

Budget

The total cost of the project was PLN 25 555.

Type of evaluation

Both process and outcome evaluations have been conducted.

**Actor conducting evaluation/
timing**

The internal evaluation was conducted by a representative of KWP in Białystok.

The external evaluation was conducted by the National Bank of Poland.

Type of data collection method

The internal evaluation of the process consisted of activities such as data collection during the project, analysis of the collected information, preparation of proposals and formulating recommendations on what should be done during the next edition of the project.

ENDNOTES

- 1 The European Crime Prevention Award and Best Practice Conference was held on 4-6 December 2018. More information on this annual event can be found at the EUCPN website (<https://eucpn.org/about/work>).
- 2 Austrian Presidency of the EUCPN, 'ECPA - Call for Projects', 6 July 2018.
- 3 Member States holding the Council presidency work together closely in groups of three, called 'trios'. This system was introduced by the Lisbon Treaty in 2009. The trio sets long-term goals and prepares a common agenda determining the topics and major issues that will be addressed by the Council over an 18-month period. On the basis of this programme, each of the three countries prepares its own more detailed 6-month programme (more information can be found at <https://www.consilium.europa.eu/en/council-eu/presidency-council-eu>).
- 4 The five key challenges formulated in the Vienna Process are (1) strengthening the EU's external border protection, (2) developing a crisis-resistant EU asylum system, (3) removing the breeding ground for extremism and terrorism, (4) strengthening European police cooperation and (5) safeguarding digital security. The four cross-cutting issues are (1) promoting and protecting European values, (2) fostering integrity in the EU and in its Member States (state, administration, society), (3) strengthening cooperation with third countries and (4) strengthening cooperation with respect to internal and external security.
- 5 O. Bottechia, 'Vienna Process', presentation at the EUCPN Best Practice Conference, Vienna, 4-6 December 2018.
- 6 COSI facilitates, promotes and strengthens coordination of EU Member States' operational actions related to the EU's internal security (more information can be found at <https://www.consilium.europa.eu/en/council-eu/preparatory-bodies/standing-committee-operational-cooperation-internal-security/>).
- 7 The JHA Council develops cooperation and common policies on various cross-border issues, with the aim of building an EU-wide area of freedom, security and justice (more information can be found at <https://www.consilium.europa.eu/en/council-eu/configurations/jha/>).
- 8 CEPOL is a European Union agency dedicated to developing, implementing and coordinating training for law enforcement officials (more information can be found at <https://www.cepola.europa.eu/>).
- 9 CEPOL and EUCPN, 'Joint activities by CEPOL and EUCPN in implementing the community policing initiative of the Austrian Presidency', note to COSI delegations, September 2018.
- 10 Ibid.
- 11 Council of the European Union, Draft Council Conclusions on certain aspects of European Preventive Policing (6205/1/19), Brussels, March 2019.
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- 13 M. S. Scott, 'Pioneers in policing: Herman Goldstein', *Police Practice and Research*, 17:6, 2016, pp. 582-595.
- 14 S. Mastrofski, 'Community policing as reform: a cautionary tale', in J. Greene and S. Mastrofski (eds), *Community policing: rhetoric or reality*, Praeger, New York, 1988.
- 15 D. P. Rosenbaum, 'A critical eye on Neighborhood Watch: does it reduce crime and fear?', in T. Hope and M. Shaw (eds), *Communities and crime reduction*, Her Majesty's Stationery Office, London.
- 16 W. Skogan, *Police and community in Chicago: a tale of three cities*, Oxford University Press, New York, 2006.
- 17 M. S. Scott, 'Pioneers in policing: Herman Goldstein', *Police Practice and Research*, 17:6, 2016, pp. 582-595.
- 18 A. Verhage and P. Ponsaers, 'Community

- policing as a police strategy: effects and future outlook', EUCPN Secretariat (ed.), EUCPN Thematic Paper No 3, EUCPN, Brussels, 2012.
- 19 Ibid.
- 20 L. Gaines, 'Community-oriented policing: management issues, concerns, and problems', *Journal of Contemporary Criminal Justice*, 10:1, 1994, pp. 17-35.
- 21 Development Services Group, Inc., Community- and problem-oriented policing, Office of Juvenile Justice and Delinquency Prevention, (https://www.ojdp.gov/mpg/litreviews/Community_and_Problem_Oriented_Policing.pdf).
- 22 H. Goldstein, 'Improving policing: a problem-oriented approach', *Crime and Delinquency*, 25, 1979, pp. 236-258.
- 23 Ibid.
- 24 Newspaper report from the Midlands of England, cited in H. Goldstein, 'Improving policing: a problem-oriented approach', *Crime and Delinquency*, 25, 1979, pp. 236-258.
- 25 H. Goldstein, 'Improving policing: a problem-oriented approach', *Crime and Delinquency*, 25, 1979, pp. 236-258.
- 26 Ibid.
- 27 Ibid.
- 28 Ibid.
- 29 Ibid.
- 30 Ibid.
- 31 Ibid.
- 32 H. Goldstein, 'Toward community-oriented policing: potential, basic requirements, and threshold questions', *Crime and Delinquency*, 33:1, 1987, pp. 6-30.
- 33 Ibid.
- 34 This COP policy paper can be found on the EUCPN website (www.eucpn.org).
- 35 Unity, Deliverable 3.3, Unity - 1st stakeholder analysis - comparative view on stakeholder needs and perspectives: differences between police and external parties and between countries, 2016.
- 36 Ibid.
- 37 Ibid.
- 38 L. Pauwels, 'Criminaliteitspreventie: achtergronden, theorieën en methodieken', Docunet, Gent, 2014, pp. 194-197.
- 39 Hot spots policing is characterised by a shift in focus from potential perpetrator to environment. Based on 'routine activity theory', it becomes possible to predict in which locations concentrations of crime problems can be expected.
- 40 Pauwels, 'Criminaliteitspreventie: achtergronden, theorieën en methodieken', Docunet, Gent, 2014, pp. 194-197.
- 41 C. Gill et al., 'Community-oriented policing to reduce crime, disorder and fear and increase satisfaction and legitimacy among citizens: systematic review', *Journal of Experimental Criminology*, 10, 2014, pp. 399-428.
- 42 H. Goldstein, 'Toward community-oriented policing: potential, basic requirements, and threshold questions', *Crime and Delinquency*, 33:1, 1987, pp. 6-30.
- 43 Gill et al., 'Community-oriented policing to reduce crime, disorder and fear and increase satisfaction and legitimacy among citizens: systematic review', *Journal of Experimental Criminology*, 10, 2014, pp. 399-428.
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- 45 Y. Hail, 'Unity: strengthening the connection between the police and the diverse communities they serve - findings from the Horizon 2020 Unity project', presentation at the EUPCN workshop 'COP today in the EU', Brussels, 9 October 2018.

- 46 The research consisted of both qualitative in-depth interviews and quantitative survey-style questionnaires. In total, 323 interviews were conducted, all in the local languages, and then translated into English for analysis. To ensure the comparability of the findings, each participating country was asked to invite the same groups of participants to take part in the research. These target groups were young members of minority groups, police/law enforcement agencies, intermediaries, legal experts, advocates and academic experts.
- 47 Belgium, Bulgaria, Croatia, Estonia, Finland, Germany, Northern Macedonia and the United Kingdom.
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- 49 Denise Mazzolani, Deputy Head, Strategic Police Matters Unit, OSCE, group discussion during the EUCPN workshop 'COP in the EU today', Brussels, 9 October 2018.
- 50 The Organization for Security and Co-operation in Europe (more information can be found at <https://www.osce.org/>).
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- 52 OSCE, Good practices in building police-public partnerships by the Senior Police Adviser to the OSCE Secretary General, OSCE Secretariat, Vienna, 2008.
- 53 Yvonne Hail, professor, Edinburgh Napier University, group discussion during the EUCPN workshop 'COP in the EU today', Brussels, 9 October 2018.
- 54 Marleen Easton, professor, University of Ghent, group discussion during the EUCPN workshop 'COP in the EU today', Brussels, 9 October 2018.
- 55 Mazzolani, group discussion during the EUCPN workshop 'COP in the EU today'.
- 56 Megan O'Neil, Associate Director, Scottish Institute for Police Research, group discussion during the EUCPN workshop 'COP in the EU today', Brussels, 9 October 2018.
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- 58 May-Britt Rinaldo Ronnebro, Superintendent, Swedish Police, group discussion during the EUCPN workshop 'COP in the EU today', Brussels, 9 October 2018.
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- 61 Ibid.
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- 63 Easton, group discussion during the EUCPN workshop 'COP in the EU today'.
- 64 O'Neil, group discussion during the EUCPN workshop 'COP in the EU today'.
- 65 Ibid.
- 66 Herman Goldstein, 'Toward community-oriented policing: potential, basic requirements, and threshold questions', *Crime and Delinquency*, 33:1, 1987, pp. 6-30.
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- 73 Gaines, 'Community-oriented policing: management issues, concerns, and problems', *Journal of Contemporary Criminal Justice*, 10:1, 1994, pp. 17-35.
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- 186 The Executive Committee of the EUCPN consists of representatives of the current, most recent and two upcoming Council presidencies and two elected Member State representatives.
- 187 The experts in the 2018 ECPA jury were Els Enhus (professor at the University of Ghent), Gorazd Meško (professor at the University of Maribor) and Johannes P. Oosthuizen (senior lecturer at the University of Winchester).
- 188 The EUCPN commissioned a study to provide an overview of relevant indicators and their application in the evaluation of crime prevention projects. This study resulted in the QUALIPREV method (for more information, see www.eucpn.org).

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