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Promoting Community Policing: A Key Element of the OSCE's Capacity-Building Efforts in Combating Crime

Introduction: The OSCE's Mandates and Basic Principles of Community Policing

Community policing has emerged as a major pillar of the OSCE's police development activities in the last 19 years, and the importance of community policing has been highlighted in several OSCE Ministerial Council Decisions and Action Plans, including, in particular, the 2001 Bucharest Ministerial Council *Decision No. 9 on Police-related Activities*[1] and the *OSCE Strategic Framework for Police-related Activities*,[2] adopted by the OSCE participating States in 2012.

The central premise of the OSCE's community policing approach is that the level of community participation in enhancing safety and social order and in solving community-related crime needs to be raised, since the police cannot achieve this on their own. In order to establish such partnerships, the police must be better integrated into the community and strengthen their legitimacy through policing by consent and improving their services to the public.

Key strategies for translating these principles into practice include:

- the creation of fixed geographic neighbourhood areas with permanently assigned police officers;
- the introduction of visible and easily accessible police officers and police facilities;
- the reorientation of patrol activities to emphasize non-emergency services;
- the introduction of a pro-active problem-solving approach;
- the engagement of communities and their empowerment; and
  the involvement of all relevant government agencies and services.

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1 Decision No. 9, Police-Related Activities, MC(9).DEC/9, Organization for Security and Co-operation in Europe, Ninth Meeting of the Ministerial Council, 3 and 4 December 2001, MC.DOC/2/01, Bucharest, 4 December 2001, pp. 33-35, available at: https://www.osce.org/ mc/40515.
2 Organization for Security and Co-operation in Europe, Permanent Council, Decision No. 1049, OSCE Strategic Framework for Police-Related Activities, PC.DEC/1049, 26 July 2012, available at: https://www.osce.org/pc/92559.

The organizational changes required for implementing the community policing concept address management issues and structural changes within the police and other government agencies. One crucial element of these organizational changes is the creation of specific job descriptions and operational guidelines, clearly defining the tasks and responsibilities of those officers who are supposed to establish and maintain close problem-solving partnerships with citizens. Moreover, such regulations should also provide the basis for evaluating the performance of the police officers.

Another important aspect of these organizational changes is to transfer a certain degree of decision-making authority to officers at the local level, without which they will not be able to address local problems effectively and efficiently. Moreover, these officers need to be provided with the financial resources to implement local crime prevention and problem-solving initiatives.

In general, the principal changes to structures and management styles outside the police should focus on educating other relevant government agencies regarding their roles in the problem-solving approach, and establishing formal structures for smooth co-operation in the interest of division of labour, mutual assistance, and developing synergies in the use of public resources.

Development of Guidance Material

In 2007, the Strategic Police Matters Unit (SPMU) at the OSCE Secretariat began developing technical guidelines on community policing to support the OSCE executive structures in implementing a coherent OSCE approach to the introduction of the community policing concept.

The guidebook on *Good Practices in Building Police-Public Partnerships*[3] provides an overview of the basic principles of community policing, and analyses the various steps towards implementing the principles in practice, potential challenges of implementation, and ways to address them. The book also describes a variety of specific community policing activities and the requirements for successful and sustainable police-public partnerships.

Acknowledging the regional diversities in the OSCE area and the multi-ethnic character of many of its participating States, the book is flexible enough to be applied under a variety of national, regional, political and cultural conditions, providing policy-makers and police practitioners with a framework of good practices and operational measures for implementing community policing in country-specific contexts.

Building upon this guidebook and elaborating further on the challenges of policing in multi-ethnic societies that can be addressed more effectively through a community policing approach, in 2013, the SPMU and the OSCE

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3   OSCE, *Good Practices in Building Police-Public Partnerships by the Senior Police Adviser to the OSCE Secretary General*, SPMU Publication Series Vol. 4, Vienna, May 2008, available at: https://www.osce.org/secretariat/32547.

Office for Democratic Institutions and Human Rights (ODIHR), jointly published the guidebook on *Police and Roma and Sinti: Good Practices in Building Trust and Understanding*.[4]

This guidebook provides a compilation of good practices for improving relations between the police and Roma and Sinti communities, with the overall goal of combating discrimination and racial violence and ensuring that Roma and Sinti people can play a full and equal part in society. It assists the participating States in implementing their commitments under the OSCE Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area.

In order to operationalize these guidebooks, the SPMU and ODIHR have been supporting the OSCE field operations and the participating States in organizing awareness raising workshops, developing training material, and delivering training activities for police officers, other government agencies and services, community members, and civil society organizations. Furthermore, the SPMU has been supporting field operations by assessing their community policing programmes to identify challenges and shortcomings, as well as to develop strategies and activities to address these challenges.

Based on the findings of these assessments, the following section provides a brief overview of the OSCE field operations' community policing programmes and highlights a number of challenges and lessons learned regarding the implementation of these programmes.

Community Policing Programmes and Projects

The OSCE's promotion of the community policing concept started in the late 1990s within the context of post-conflict rehabilitation missions in the aftermath of the violent inter-ethnic conflicts in the former Yugoslavia. Community policing was introduced as a confidence-building tool to (re-)establish trust between different ethnic communities and between the police and communities, and in particular, ethnic minorities. The community policing approach was combined with the creation of multi-ethnic police services to facilitate trust building between ethnic minorities and the police, and to enable the police to talk to the ethnic minorities in their languages.

Later on, the introduction of community policing became a key element of general police reform in almost all field operation host states in Eastern Europe, South-Eastern Europe, the South Caucasus, and Central Asia. Here, the main focus was on enhancing the effectiveness of the police in fighting crime, based on increasing public access to the police, improving police response to communities' needs, and enhanced police accountability to the public, all resulting in improved collaboration with the communities. Programme activities

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4   OSCE/ODIHR, Police and Roma and Sinti: Good Practices in Building Trust and Understanding, SPMU Publication Series Vol. 9, Vienna, April 2010, available at: https://www.osce.org/odihr/67843.

included providing support to the host states with, for example, developing community policing strategies and action plans, drafting legal provisions, introducing organizational changes including the creation of community policing positions and units, developing training curricula and national trainers, delivering basic, advanced and in-service training, creating pilot police outreach stations, providing office and transportation equipment, establishing and mentoring police-public forums, implementing various public safety initiatives, evaluating projects, frequently conducting public perception surveys, as well as sharing lessons learned and good practices at the national and regional levels.

Due to the OSCE's positive confidence-building effect in post-conflict situations, the community policing concept was again applied in 2010, following violent inter-ethnic conflict in Kyrgyzstan. The Community Security Initiative in Kyrgyzstan was the OSCE's largest community policing project ever, at times deploying up to 28 international community policing advisers between 2011 and 2015 to 13 project sites in the former crisis regions.

In 2017, nine out of 14 field operations were implementing community policing programmes and projects; and almost one third of all police development activities carried out by the OSCE executive structures were devoted to enhancing and consolidating police-public partnership projects, particularly in South-Eastern Europe.

To better integrate the police into communities and improve their services to the public, one key element of all community policing programmes and projects was the establishment and mentoring of police-public forums at neighbourhood, municipality, or regional levels. While the names of these forums may differ between countries – one can find, for instance: Community Advisory Groups (Serbia), Citizen Advisory Groups (Armenia and the former Yugoslav Republic of Macedonia), Community Safety Action Teams, Local Public Safety Committees (Kosovo),[5] and Local Crime Prevention Centres (Kyrgyzstan) at the neighbourhood level; as well as Municipal Safety Councils (Serbia), Municipal Community Safety Councils (Kosovo), or Community Safety Working Groups (Kyrgyzstan) at the municipality level – their roles, responsibilities, and compositions follow a very similar pattern in the various OSCE regions.

These forums are the most structured institutions for two-way dialogue and active community participation in problem solving. They are usually composed of representatives from the police, local administrative agencies, social, health, and environmental services, educational and religious organizations, business associations, and of course wide sections of the communities residing and working in the specific neighbourhoods or municipalities.

5　All references to Kosovo, whether to the territory, institutions, or population, in this text should be understood in full compliance with United Nations Security Council Resolution 1244.

In these forums, representatives of the public sector and the communities have the opportunity to identify problems together and to discuss ways to solve them. The most common issues of concern are traffic safety, drug abuse or violence at schools, vandalism, environmental issues, petty crime, domestic violence, as well as the improvement of relations between different ethnic communities.

Challenges and Lessons Learned in Introducing Community Policing

The legislative foundations for community policing were created as part of most of the OSCE's community policing programmes, with the adoption of national community policing strategies and the development of action plans for implementing these strategies.

However, this process often took many years, and interior ministries often failed to allocate the required funding in the annual budgets to implement the strategies and action plans, presenting a further challenge. Therefore, the OSCE often had to provide funding for the implementation of the strategies and action plans. The reliance on financial support from the OSCE is, however, an indicator for the difficulty of sustaining the programmes' achievements.

Structural changes, such as the establishment of community policing units and the creation of posts of community police officers, sometimes called "Contact Officers", "Neighbourhood Inspectors", or "Inspectors of Prevention", were implemented. However, specific job descriptions for community police officers were sometimes not developed and the newly assigned community police officers had to add the community policing tasks to their regular tasks as patrol officers, which often forced them to undertake the police-public partnership activities outside regular working hours. Naturally, this often had a negative effect on the motivation and performance of community police officers.

OSCE project staff also regularly noted that community police officers, after having established trusting relationships with their communities over many months, were suddenly rotated to other police beats, resulting in the need to establish trusting relationships between new community police officers and their communities from scratch.

Due to the extensive provision of OSCE training at all levels of the police hierarchy, a common understanding of the community policing concept has been achieved among the majority of police counterparts in most of the programmes. However, certain branches of the police, such as criminal police or traffic police, sometimes lacked this understanding and did not recognize the close connection of their work to community policing.

A lack of understanding and local ownership was also noted among other governmental authorities, such as municipality administrations, and the health

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and social sector. This frequently led to situations where municipality administrations did not provide the basic resources necessary for creating office space for community forums, or funding for the implementation of problem-solving initiatives.

Local communities and civil society organizations normally embraced the concept of police-public partnerships when they noticed the confidence-building effect of police-public partnership forums for the relationship between the communities and the police and between the communities. This was also the case when they saw the improvements in their security, safety, and livability following the successful introduction of problem-solving and crime-prevention approaches in their neighbourhoods and municipalities.

Having said that, mobilizing communities was sometimes a difficult task for different reasons. Communities may have been reluctant to co-operate with the police due to:

- previous bad experiences with the police, involving maltreatment or lack of services or protection;
- fear of retaliation from criminals or certain community members if active participants are considered to be police collaborators;
- local social structures and traditions that may not be familiar with public gatherings of this nature;
- ideological barriers to co-operation with the police by certain segments of society; or
- the simple fact that community members may not see any immediate personal advantage to voluntary participation.

As most of the local police-community forums were based on the enthusiasm and voluntary contributions of individual forum members, it was crucial that they saw that their activities lead to a visible improvement in their safety and security situation, or their enthusiasm and interest in the work of the forums would have rapidly decreased and the forums would have ceased to function. The OSCE's community policing projects sometimes faced situations where communities had the sense that the police did not feel accountable to them in implementing the agreed activities, or that the police did not acknowledge their duty to report back to the communities on the outcomes of certain initiatives. Naturally, such behaviour on the part of the police had a devastating effect on the motivation of community members to continue participating in these forums.

Often the voluntary participation of community members was impaired simply because they lacked the financial means to travel regularly from their homes to the community meetings, particularly if their homes were located in remote areas. The reimbursement of such travel costs was often a challenging issue, and simple solutions to this challenge, which are at the same time sustainable, have not yet been found.

Another challenge was that police-community forums often did not work if the meetings were not organized by public officials, such as police or municipality representatives. Public forums should therefore be chaired by a widely-respected person. In the best case, this would be a person who would not only be accepted by all segments of the community, but would also be highly motivated to take on this job voluntarily.

The more heterogeneous the composition of the public forums, the more difficult they were to chair. Diverse communities sometimes brought with them divergent perspectives, values, experiences, needs, and demands on the police and the other government agencies. It was not only between communities, but also within communities or between individuals that diverging interests emerged. All of this sometimes distracted the forums from finding solutions. Groups that were more vocal sometimes tended to use the forums for their own purposes. In such circumstances, chairpersons had to maintain the ability to avoid simple majority decisions over minorities, or less vocal groups might have retreated and accused the police of being discriminatory and having too close a relationship with the other sections of the community. In order to avoid such developments, the OSCE strongly promoted a sense of shared responsibility, the need to find compromises and the rights of all to be respected.

Another important lesson learned was that members of public forums need to be empowered to make the most effective and efficient use of these structures. This could include capacity-building in the form of workshops and other training formats. Such events offer participants a chance to develop their skills in problem identification, priority setting, and drafting project proposals, as well as implementing and evaluating projects. Empowering also means that the police agree to a two-way dialogue on an equal footing, based on shared knowledge, and equal decision-making and priority-setting rights.

Furthermore, there has been a constant need for building the capacity of community policing structures within police organizations and within the police-public partnership structures due to the frequent changes of police staff, municipality representatives, and community members in these forums.

The OSCE has therefore continuously promoted the institutionalization of such structures, providing training and mentoring, or encouraging the development of these capacity-building activities locally by empowering existing structures.

Positive Results of Community Policing Programmes and Projects

Despite the aforementioned challenges sometimes faced by the OSCE community policing programmes and projects, many of them produced positive results.

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In all of the community policing projects where police-public forums were established, there was a notable improvement of the relations between the police and the communities.

The police became much more accessible to the public, they were able to inform the public about the roles, objectives, activities, and needs of the police, and learned about the safety and security needs and concerns of the communities they are supposed to serve.

In many cases, the police raised public awareness on certain safety and security issues, such as drug abuse, bullying in schools, traffic safety, and domestic violence, and initiated numerous crime prevention and safety enhancement activities.

Based on a relationship of increased mutual trust, the police also received more information from the public, relevant for preventing and detecting crimes.

This close interaction with the public and the creation of police-community forums has often also facilitated the gathering of members of different ethnic communities who otherwise avoided coming into contact with one another due to a lack of trust as a result of previous inter-ethnic conflict. Identifying their common security and safety needs and their joint efforts to solve these issues has led to a notable improvement in the safety and security situation of different ethnic communities, including minorities and marginalized and vulnerable groups.

All the field operations also stated that the improvement in the police-community relations in the pilot project sites encouraged municipal and police authorities in other districts and regions of the host countries to express their interest in implementing community policing activities in their own areas of responsibility.

Community Policing as a Tool for Countering Serious and Organized Crime

Based on the positive experience of involving communities in local crime prevention initiatives, in recent years the OSCE has also introduced the community policing approach in fighting organized crime, such as trafficking in human beings, as well as in countering violent extremism and radicalization that lead to terrorism (VERLT).

Furthermore, the OSCE's new initiative in promoting the concept of intelligence-led policing acknowledges the key role of community policing in gathering and processing crime-related information from communities relevant for effectively preventing and detecting crime.

The following sections will further elaborate on these new developments.

Community Policing as a Tool for Combating Trafficking in Human Beings

The *OSCE Action Plan to Combat Trafficking in Human Beings* encourages participating States to develop community policing programmes "raising levels of trust between the police and the public in order, *inter alia*, to contribute to the acquisition of information relating to trafficking and to increase the willingness of victims to report offences".[6] In line with this, the SPMU developed a guidebook on *Trafficking in Human Beings: Identification of Potential and Presumed Victims. A Community Policing Approach*[7] in close co-operation with the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings.

This book provides police practitioners with clear guidance for the identification of trafficked persons, *inter alia*, by introducing a set of indicators of potential and presumed victims of trafficking in human beings (THB). In particular, the book focuses on identifying child victims in the pre-exploitation phase of THB (recruitment and transfer). Furthermore, the guidebook promotes multiagency co-operation between law enforcement agencies, public institutions, and civil society in the fight against THB.

To operationalize the good practices identified in the guidebook, the SPMU also developed an *OSCE Resource Police Training Guide: Trafficking in Human Beings.*[8] The training guide provides a minimum set of standards for law enforcement training in the OSCE participating States and Partners for Co-operation. It aims to strengthen law enforcement capacities for preventing and combating trafficking in human beings, and to facilitate the identification of emerging trends and new forms of human trafficking. The guide introduces case studies illustrating good practices in investigating human trafficking cases and victim identification.

Starting in 2017, the OSCE organized a number of simulation training exercises on combating human trafficking along migration routes where some 200 law enforcement officers, prosecutors, labour inspectors, lawyers, financial investigators, social services providers, and journalists from 51 OSCE participating States and Partners for Co-operation had the opportunity to increase their knowledge on jointly combating THB.

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6   OSCE Action Plan to Combat Trafficking in Human Beings, Organization for Security and Co-operation in Europe, Ministerial Council, Maastricht 2003, Decision No. 2/03, Combatting Trafficking in Human Beings, MC.DEC/2/03, 2 December 2003, Annex, p. 3, available at: https://www.osce.org/odihr/23866 (emphasis in original).

7   OSCE, *Trafficking in Human Beings: Identification of Potential and Presumed Victims. A Community Policing Approach*, SPMU Publication Series Vol. 10, Vienna, June 2011, available at: https://www.osce.org/secretariat/78849.

8   OSCE, *OSCE Resource Police Training Guide: Trafficking in Human Beings*. TNTD/SPMU Publication Series Vol. 12, Vienna, July 2013, available at: https://www.osce.org/secretariat/109935.

*Community Policing as a Tool for Countering Violent Extremism and
Radicalization that Lead to Terrorism (VERLT)*

Community policing has also emerged as a key point of focus in the formu-
lation and implementation of counterterrorism policies. This is reflected in
several OSCE Ministerial Council and Permanent Council Decisions, in-
cluding the *OSCE Consolidated Framework for the Fight against Terrorism*,[9]
adopted in December 2012, as well as the *Ministerial Declaration on Pre-
venting and Countering Violent Extremism and Radicalization that Lead to
Terrorism*,[10] adopted in December 2015.

This approach is based on the assumption that terrorism and VERLT are
threats to community security, not just state security. Communities are there-
fore also stakeholders and partners in counterterrorism and not just passive
objects of law enforcement activity.[11]

Just like the community policing concept, countering VERLT requires a
multidisciplinary and co-ordinated approach, involving a broad range of public
authorities beyond the security and criminal justice sectors.

Policies and programmes aiming to build contacts and trust with local
communities, including businesses, religious communities, youth and
women's groups, or cultural centres, may help in preventing and addressing
VERLT.

However, community engagement in the context of VERLT needs to
build on functioning police-community relations and community support.
Community support, however, cannot be assumed; it must be won. Trusting
relationships between the police and various sections of the community must
be developed long before sensitive issues such as VERLT can be addressed in
joint efforts. Significant time and police effort may be required to (re-)build
public confidence, explain the stakes in engaging with the police, and provide
evidence of the tangible benefits of such engagement for the community. This
is best achieved by involving communities with broader security and safety
issues that are of concern to them, not necessarily in relation to preventing
terrorism. Where community police officers have established trust and healthy
communication channels with their local communities, they may be the strong-
est or even the only possibility for the law enforcement authorities to gather
information from the public, identifying the driving factors of terrorist

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9   OSCE Consolidated Framework for the Fight against Terrorism, Organization for Security
    and Co-operation in Europe, Permanent Council, Decision No. 1063, OSCE Consolidated
    Framework for the Fight against Terrorism, PC.DEC/1063, 7 December 2012, Annex,
    available at: https://www.osce.org/pc/98008.
10 Ministerial Declaration on Preventing and Countering Violent Extremism and Radical-
    ization that Lead to Terrorism, Ministerial Council, Belgrade 2015, MC.DOC/4/15, 4
    December 2015, available at: https://www.osce.org/cio/208216.
11 Cf. OSCE/ODIHR, *Preventing Terrorism and Countering Violent Extremism and Radical-
    ization that Lead to Terrorism: A Community-Policing Approach*, Vienna, February 2014,
    p. 165, available at: https://www.osce.org/secretariat/111438.

radicalization – those who radicalize and incite others to violence, as well as those who may be vulnerable to radicalization.

Where there is shared understanding by both police and communities that the aim of the police and partner agencies in countering VERLT is first and foremost to protect the vulnerable from radicalizing influences, trust can be more easily built. Concerns of police spying on and targeting communities can be largely alleviated when VERLT is explained and understood in the context of safeguarding communities.[12]

In order to support the participating States in applying the community policing concept effectively, the Transnational Threats Department's Action against Terrorism Unit (TNTD/ATU) and the TNTD/SPMU together with ODIHR developed the guidebook on *Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community Policing Approach*. The book aims to provide guidance, based on international experiences and in line with OSCE commitments in the field of counter-terrorism and human rights, on how to leverage community policing as part of an effective human-rights compliant, gender-sensitive, and multidisciplinary approach to countering terrorism.[13]

The VERLT guidebook is primarily intended for policy-makers and senior police professionals. However, it may also be a useful resource for members of civil society with an interest in these issues.

It can serve as a common reference to promote mutual understanding and trust, as well as to facilitate dialogue between the police and members of the public on:

- the threat of terrorism and VERLT;
- the human rights and fundamental freedoms at stake in preventing terrorism;
- the potential role of communities in preventing terrorism; and
- ways in which the police and the public can effectively approach accountability, engagement and co-operation in preventing terrorism.

The guidebook also provides practical guidance on implementing a community policing approach in countering VERLT, addressing for instance:

- transparency and accountability of police operations;
- tasking and training of community police officers;
- communication, and exchanging information;
- engagement with specific community groups, including youth, women's, faith-based, and minority groups;
- interagency co-ordination and referral mechanisms; and the
- evaluation of the impact.

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12   Cf. ibid., pp. 94 and 179.
13   Cf. ibid., pp. 94-103.

Complementing the compilation of good practices, the guidebook also reflects on the limitations and risks of a community policing approach in addressing VERLT. Policy-makers and police leaders should have realistic expectations about the results that community policing can deliver. Community policing cannot function as a stand-alone tool to prevent terrorism and counter VERLT. It should be embedded in a comprehensive, coherent, and human rights-compliant strategy to combat terrorism in all its forms and manifestations and tackle conditions that are conducive to it.

The guidebook highlights the OSCE's premise that community policing is not, and should not be, about purposeful intelligence-gathering for counterterrorism. Community policing is primarily about safeguarding the needs of communities. Intelligence may only emerge as a by-product of effective community policing, where the public has developed trust and confidence in the police.

The use of community policing tools to prevent terrorism and counter VERLT should be carefully planned and prepared, so as not to undermine the very principles of community policing and public trust and support it seeks to generate. The guidebook therefore emphasizes, *inter alia*, that the police need to:

- embed international human rights standards at all levels and increase police accountability for their actions against terrorism in order to increase transparency and avoid human rights violations such as discriminatory profiling;
- ensure that there is a clear distinction between counterterrorism operations and community police work and that there is effective coordination between these operations;
- be prepared for timely and appropriate communication with the public and the media in the event of a specific counterterrorism activity or a terrorist incident;
- clarify policies and standard operating procedures for the involvement of community police officers in efforts to prevent terrorism and counter VERLT, including information-sharing, recording, and reporting protocols;
- provide adequate training for community police officers on their expected roles in preventing terrorism and countering VERLT;
- develop regular, proactive and two-way communication with the public on the threat of terrorism – neither exaggerating nor minimizing it – and the roles of the police and the public in countering terrorism;
- provide guidance for regular, transparent, inclusive and reciprocal police engagement with communities and specific groups;
- tailor their communication and engagement activities based on an accurate understanding of the specificities of different communities and

groups, including internal dynamics, concerns with regard to terrorism and counterterrorism, and attitudes *vis-à-vis* the police. This tailored approach should also be based on intelligence gathered by specialized counterterrorism units.[14]

Following the release of the guidebook in 2014, the TNTD/ATU organized a number of national seminars on community policing to counter VERLT in OSCE participating States, bringing together international and national experts from both government authorities and civil society, to discuss the threat of VERLT and good practices in addressing this threat compiled in the guidebook.

By 2018, seven OSCE field operations had already used the guidebook as a reference tool in their own community policing projects for preventing and countering VERLT. They all aimed in particular at improving police initiatives to reach out to certain community groups, including youth, women groups and religious leaders.

In order to further foster a coherent OSCE approach in applying community policing in countering VERLT, in 2018, the TNTD/SPMU published a police training manual in co-operation with the TNTD/ATU and ODIHR, and started delivering police training in partnership with field operations which operationalizes the good practices identified in the VERLT guidebook.

Community Policing as a Key Element of Intelligence-Led Policing (ILP)

In 2016, the OSCE embarked on promoting the ILP concept as a modern and proactive law enforcement model, and a realistic alternative to traditionally reactive forms of policing for OSCE participating States. ILP, which has already been adopted in a number of countries in recent years, combines intelligence gathering, evaluation and analysis with informed decision-making procedures and mechanisms, thus providing for more efficient and effective management of police agencies in addressing the ever-increasing complexities and transnational nature of crime as well as enhanced public demand for financial efficiency.

Community policing and ILP complement one another for various reasons. Both concepts build on a multi-disciplinary working environment with the possibility of involving several governmental and public partners, including municipal governments, other government agencies or departments, or community associations in a programme. Furthermore, as community policing leads to better and more reliable communications with and from the public, it represents an invaluable source of community information and awareness for

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14   Cf. ibid., pp. 22-23 and 94-118.

the police, and the relationships established through increased and routine contact between the community and the police can act as valuable channels for community information. This has the potential to become valuable information for the police to plan and target their anti-crime operations more effectively, and in this way, community policing and ILP directly support one another.

Community policing can facilitate the sharing of information between the public and the police by building public trust and confidence in the police and increasing the number of opportunities for interaction with the public. This may include observations of members of the public, information obtained by officers in the course of their duties within neighbourhoods, and information from other public sector workers such as teachers and doctors. Doing so has been assumed to increase knowledge of risk and vulnerability; improve opportunities for community engagement; and increase community confidence. This information can then be fed into the existing databases for analysis and comparison. Thus, there exists a potential for community policing efforts to serve as a gateway for locally based information to prevent and target all forms of crime, including violent extremism and terrorism.

In turn, ILP reinforces community policing as it provides clear processes, communication procedures and management structures for data and information gathering, analysing and disseminating. Intelligence provided by specialized analysts can be used by community policing officers to tailor their approaches to address the specific needs and concerns of the communities.[15]

As mentioned above in the context of countering VERLT, gathering potentially useful community information and intelligence openly and overtly is and should be a by-product of effective community policing and the gathering of criminal or other intelligence should never be the primary objective of community policing. The primary objective remains the problem-solving response to the safety and security needs of the communities.

The *OSCE Guidebook Intelligence-Led Policing*,[16] published by the TNTD/SPMU in 2017, further elaborates on the key elements of ILP and the link between ILP, community policing and VERLT. In 2017, the guidebook was introduced at regional workshops in South-Eastern Europe and Central Asia and the TNTD/SPMU started delivering training in 2018, back to back with further awareness raising events at the regional level in the OSCE area. The main target groups of the guidebook are policy-makers, higher-level governmental officials and high- and middle-level law enforcement managers.

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15   Cf. OSCE, *OSCE Guidebook Intelligence-Led Policing*, TNTD/SPMU Publication Series Vol. 13, Vienna, June 2017, pp. 88-90, available at: https://www.osce.org/chairmanship /327476.
16   Ibid.

Conclusions

For the past 19 years, community policing has been a key element of the OSCE's capacity-building activities to improve the effectiveness of the law enforcement agencies of participating States in preventing and detecting crime and enhancing the safety and security of the public. Based on the positive experience made in using community policing as a confidence-building tool to establish police-public partnerships and address communities' daily safety and security concerns more effectively, the OSCE has also introduced the community policing approach to counter serious and transnational organized crime, including trafficking in human beings and violent extremism and radicalization that lead to terrorism.

The OSCE has learned that the introduction of the community policing concept takes a long time, as the implementation of the concept requires organizational, structural, and even cultural changes within police organizations and society. Building trust between the police and communities may be time consuming, and also depends on the communities' past experiences with the police. Moreover, community involvement may be particularly difficult to achieve if it relates to countering potentially dangerous issues such as violent extremism and radicalization, and organized crime.

Being fully aware of these challenges, the OSCE executive structures are committed to providing long-term assistance to their host states in establishing effective and sustainable police-public partnerships.