Operational handbook on police–community co-operation

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The Council of Ministers of Bosnia and Herzegovina Working Team for the implementation of the National Community-Based Policing Strategy

Centar za sigurnosne studije - BiH
Centre for Security Studies - BH

SAFERWORLD

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Introduction

The national Working Team for the development of the National Community-Based Policing Strategy was established in 2006, and in August 2007 the Strategy was approved by the Bosnia and Herzegovina (BiH) Council of Ministers. More than two years under development, the Strategy represents an important element of Bosnia's drive for developing its police services. Based on the principles of partnership, co-operation, problem identification and solution, responsibility, prevention, transparency, enhancing and strengthening of services and projects, the Strategy has significant potential as a means to improve access to justice, operational effectiveness and improve the overall quality of life in the local community.

In fact, community-based policing (CBP) recognises that:

- The police, the public and the community have a shared responsibility in ensuring a safe and secure environment
- To solve community problems, the police and the wider community must work together to address common concerns
- The police are more than just crime fighters; they are an institution that only criminals need fear.

A wide range of issues can make community members feel unsafe, and are not always related to criminal activities. Such issues can include, for example:

- violation of public peace and order, and violent behaviour
- drugs and relevant issues
- guns
- corruption
- delinquents and delinquent behaviour
- no co-operation between security forces and the community
- bad living conditions
- different forms of discrimination
- apathy and passivity of the local community.

The *Operational handbook on police-community co-operation* was designed as an integral part of the Strategy for Community-Based Policing. The handbook contains very practical tools, such as templates, checklists and forms, to help officers in:

- analysing the context
- mobilising the relevant people
- identifying community problems
- designing efficient responses
- implementing the solutions
- assessing the impact
- reaching out to the public.

These tools will most certainly be also helpful for other actors involved in CBP such as community leaders, representatives from municipal authorities, and non-police members of safety forums. The handbook is primarily designed for those officers expected to interact with communities and work with them in identifying and solving safety problems.

The logical, problem-solving approach that underpins the various tools presented in this handbook is very similar to the SARA approach. SARA, which stands for Scanning, Analysis, Response and Assessment, can be useful to crime reduction practitioners in any field, as applying the process can ensure that a crime problem is effectively identified and tackled, avoiding waste of time and resources. Its four stages are:

- **S**canning: spotting problems using knowledge, basic data and electronic maps
- **A**nalysis: using previous experiences, local knowledge and information technology to dig deeper into underlying causes
- **R**esponse: devising a solution through working with the community, wherever possible
- **A**ssessment: looking back to see if the solution worked and what lessons can be learned.

Saferworld and CSS have since its establishment provided technical support to the Working Team; including advice on, and the publication of, this handbook. Both organisations commend the Working Team's initiative in producing this document.

2

Analysing the context

2.1 Community safety assessment

Community safety profiles are intended for gathering preliminary information prior to the beginning of community safety projects. This tool is a template to be filled in with information, statistics, and other data, covering the most important aspects of a community and its members. However, not all sections of the template will be relevant to a particular community, and some information might not be available, might be too difficult to collect, or too old to be relevant.

If the community is a small town or neighbourhood, it should be possible to arrange meetings with residents or community organisations to discuss community problems. Unlike formal surveys, the views presented will not represent the whole community, but more detailed information.

The basic elements for the assessment should contain the following:

Sources of information for the community safety profile can include:

- Municipal departments
- Utility companies
- Shops and small businesses
- Insurance companies
- Private security companies
- Banks
- Hospitals and health clinics
- Social workers and doctors
- Victim support agencies
- Prisons
- NGOs or associations for women, youth, or street children issues
- Civil society organisations
- City or urban planners
- Media
- Environmental visual audits
- Visiting, observing relevant places
- Police and Ministries of Internal Affairs
- Schools

Relevant people who can provide information on the profile of your community include:

- Local leaders of political parties
- Women's groups
- Religious leaders
- Members of non-governmental organisations working on related issues
- Workers at victim support agencies
- Staff of legal resource centres
- School heads or counsellors

- Social workers
- Police chiefs in your area and heads of local crime prevention units
- Magistrates
- Judges
- Prosecutors
- Taxi drivers
- Informal traders and civic leaders
- Journalists

Community safety profile template

1. Overall description of the community (name of the community and of the municipality or canton in which it is located)

2. Location (where the community is geographically located, in which part of the country, entity, canton or municipality, what are the nearby towns and cities, and any major natural landmark such as a river, a lake or a mountain)

3. Population
  a. Number of people
  b. National structure and distribution
  c. Age distribution
  d. Gender balance

4. Community services and infrastructure
  a. State, entity and municipal departments and institutions
  b. Education
  c. Health
  d. Culture
  e. Sports
  f. Entertainment
  g. Traffic networks and roads
  h. Communal infrastructure differences

5. Local economic situation
  a. Level of unemployment and poverty
  b. Main employers and industries
  c. Distribution of wealth

6. Local social-political situation

   a. Political parties and location of their premises

   b. Political leaders and location of their accommodation

   c. Different types of intolerance and possible tensions

   d. Relations with neighbouring communities

   e. Administrative barriers and problems between the local community and local authority

   f. Respect for human rights and basic democratic standards

7. Media landscape

   a. TV

   b. Radio

   c. Print

   d. Other communication systems

8. Non-governmental organisations and civil society groups

9. Security and justice provision

   a. Security providers (police, private security companies, civil protection and other groups)

   b. Judicial institutions (courts, ombudsperson, lawyers, legal aid, etc.)

10. Security concerns

   a. Crime

   b. Public peace and order

   c. Traffic concerns and road safety

   d. Environmental problems

   e. Problems of anti-social and deviant behaviour

   f. Any other security concerns

2.2 Assessment tools

The logbook can be used as a tool to record observations made during visits of a particular community or neighbourhood, filling out one column per visit.

Each row suggests a type of problem or potential problem that might be observed in a particular location. The boxes should be used to score each type of problem during each visit, using a scale such as this:

0 this problem has not been observed

1 this problem is not particularly notable or significant

2 this problem contributes to the feeling of insecurity of some community members

3 this problem is notable in a significant and important way but not necessarily for everyone

4 this problem is significant for most community members

5 this problem is of significant importance in disturbing peace or order on almost a daily basis

At the bottom of each column, the total score for each particular visit should be calculated, a high score indicating a visit during which numerous or serious problems were observed.

Environmental visual audit logbook

		I	II	III	IV	V	VI	VII	VIII	IX	X
Location (street, local community name)											
Land use (Commercial, Industrial, Residential)											
Date (DD/MM/YY)											
Time (HH:MM)											
Weather											
Auditor (initials)											

Environmental visual audit logbook (cont)

Social disorder		I	II	III	IV	V	VI	VII	VIII	IX	X
Groups of people hanging around	Adults										
	Youths										
	Presence of homeless people or travellers										
	Problematic or noisy neighbours										
Stray or unleashed dogs											
Signs of outdoor sexual activity or public urination											
Public prostitution											
People begging											
Other local problems	_____										
	_____										
Score											

Physical disorder		I	II	III	IV	V	VI	VII	VIII	IX	X
Poor street lighting											
Graffiti	Discriminatory										
	Other or cannot classify										
Vandalised buildings											
Damaged bus shelters											
Damaged, abandoned or burnt out vehicles											
Other local problems	_____										
	_____										
Score											

Environmental visual audit logbook (cont)

Traffic and parking issues	I	II	III	IV	V	VI	VII	VIII	IX	X
Broken traffic lights										
Illegal or dangerous parking										
Speeding, reckless driving or running red lights										
Poor state of road infrastructure										
Poor state or absence of pavements										
Other local problems _____ _____										
Score										

3

Mobilising the relevant people

3.1 Awareness-raising seminar

Introduction

The following tool is intended as a guide for the police for use when organising initial workshops for local communities. The context of the workshops would be decided based upon the relevant problems:

- to raise awareness about community-based policing (CBP);
- to enable both communities and police to engage in a dialogue on shared expectations, needs and problems; and
- to jointly identify problem-solving approaches.

Tool

This sample invitation and sample agenda can be used when planning a seminar aimed at informing and raising awareness of the participants on CBP and community safety.

Example!

When organising security awareness seminars, the Centre for Security Studies in Bosnia and Herzegovina invited:

- Municipal government representatives
- Local community (mjesna zajednica) leaders
- Police officers
- NGO representatives
- Members of parents' associations
- Members of university or youth associations
- Media representatives (to take part in the discussions) and journalists (to cover the meeting and report on it)
- Representatives of international organisations

Sample invitation

Subject: *Seminar Invitation*

Dear   ,

Centre for Security Studies, Sarajevo, in co-operation with Saferworld (UK) is currently implementing a project entitled "Community-Based Policing" in MZ Podhum and MZ Brankovac.

Within the framework of the mentioned project, Centre for Security Studies is organising a seminar on the 18th of September (Tuesday) 2007, at 11.00am in Hotel Ero. It is our great honour to invite you to attend this event.

The aim of the seminar is to introduce the project and the National Community-Based Strategy to representatives of the executive and legislative powers, local police authorities and representatives of civil society.

Please find attached the agenda for the event.

Respectfully,

Sample agenda

SEMINAR

Promotion of the Project "Community Based Policing"
Mostar,
Tuesday, 18th September 2007

11:00 – 11:30	**Introduction**
	Denis Hadžović Secretary General, Center for Security Studies BiH
	Ljubo Bešlić Mayor of Mostar
	Himzo Đonko Chief of Police Mostar

11:30 – 13:00	**Session I**
Moderator:	**Predrag Šupljeglav** Chief of the Department for Organization, Legal Acts and Administration
Speakers:	**Armin Kržalić,** *Introduction of the Project* Project Coordinator, Centre for Security Studies
	Senad Ibrulj, *National Strategy "Community Based Policing"* Head of the Department for Education in Ministry of Interior HNK
	Dulsa Meskić, *Security Situation in MZ Brankovac from the perspective of its Citizens* Secretary of MZ Brankovac
	DISCUSSION

Points to remember

- The success of these seminars depends on the participation of interested and relevant individuals.

- It is important to choose the meeting place carefully: will the room be big enough? Are the right facilities and equipment present? Is the seating arrangement adequate (ideally in a roundtable setting rather than conference setting)?

- It is also important to choose the date of the meeting carefully, making sure it does not fall on a public holiday, or on the day of another important event such as a big conference or a public festival.

- The decision on who will chair the meeting should be taken in advance, and stated in the invitation letter or agenda.

3.2 Community safety forums

Introduction

The community, the police and local government need to work together to prevent crime and other dangers that pose a threat to public security. The establishment of a community safety forum (CSF) will provide a framework for jointly planning and agreeing what everyone should do. A CSF is a forum that consists of individuals, organisations and institutions that can in partnership identify local problems and develop approaches for addressing them.

Local police agencies have been identified as the organisational units chiefly responsible for the establishment of these forums. This role should last no longer than one year, as with the identification and definition of the role and responsibilities of key persons of the CSF, the overall responsibility should be transferred to the local authorities. A higher ranking police official should be a permanent member of the CSF, along with the police officer in charge of community-based policing in that community.

The mandate for the CSF President can, but should not, exceed the period of one year, granted that he/she can be re-elected. The role of the secretary of the CSF should be carried out by a representative from the local authority as a part of his/her work responsibilities. The CSF members should also include representatives from government and non-government organisations, local organisations and institutions such as schools, youth associations, citizen associations, the media and other relevant groups.

The leading role of the local authority is important for the overall functioning of the CSF, as it offers an important part of the financial and technical preconditions for the work of the forum. It is also important to get the local authority to acknowledge the work of the CSF; namely, the local authority can mandate the CSF as an official municipal body. In this way, the problems identified at the forum can be nominated to be included in the agenda of the local assembly. In any case, support should be offered to any other form of initiative aimed at establishing and supporting such forums, as the most important thing is that a forum becomes active in that particular community.

In order to secure more efficient channels of communication, and in particular for the identification of problems and solutions, it is recommended that micro-CSF be formed covering one or several local communities (mjesna zajednica, or MZs). This is particularly useful in cases where the municipality area is quite large. Thus far, in many of the municipalities where micro-CSFs

have been formed, several successful examples have indicated that this practice creates excellent preconditions for an easier identification of problems and their solution.

Depending on the size of the community and the nature of the problem(s) identified, the forum should meet once or twice a month. However, regardless of the frequency of the meetings, sessions should include some of the following elements (see also section 5.3):

- Assessment of the security situation and prioritisation of the most relevant problems present in that community
- Ranking of the security concerns from high to low priority
- Looking at the causes and sources of those problems identified by the focus groups
- Brainstorming possible creative solutions to those problems
- Deciding which stakeholders need to be invited to the action planning workshop, so that the suggested solutions will effectively address the chosen problem
- Developing a draft framework for an action plan to implement the chosen solution.

It is imperative to manage the expectations of the CSF members. It may not be realistic to try and solve all of the community's safety problems. Also, expectations should be steered towards solving problems that are of a local nature, such as fixing street lighting, reducing domestic violence and school violence, reducing the availability of alcohol to youths, etc. Although in many cases, the identified solutions will require financial input which the local community at the time may not be able to raise, it is important not to feel disheartened and to continue to point towards the significance of removing that particular security threat.

Developing and strengthening the partnership with the community is a key element of community-based policing. However, without a careful identification of relevant actors, who are prepared and eager to partake in finding and implementing solutions to the identified problems, it will be difficult to establish and sustain this partnership. The quality of members will also impact on the overall functioning of the CSF. Establishing contacts between the police and the wider public has previously proven to be a task which requires continuous effort. However, establishing contact with the wider public based around joint efforts and a common goal can foster constructive mutual relations between the two sides, thus increasing the circle of citizens that have had positive experiences with the police.

The methods for establishing this sort of partnership can vary, and can consist of either direct or indirect contact with the public; what is significant to note is that any sort of contact shall be based on voluntary principles. It is also important to stress that this sort of voluntary relationship will need to be stimulated with continuous but non-binding communication. In any case, partnership should be avoided with persons that have a criminal record, thus avoiding a sort of mobilisation of informants that have been affiliated with criminal activities. Key representatives of the local community can be divided into three groups:

- Representatives of citizens and their local associations
- Representatives of the official institutions, local administrations, organisations and agencies
- Representatives of the non-governmental, culture, trade and other associations.

The first groups consist of more established, reputed or active members of the local community. For example, experience has shown that retired police officers can be very useful as partners. The second group consists of representatives of official institutions, such as local administration, local judiciary, education, health etc, while the third group consists of representatives of non-governmental, sport and other associations.

When identifying and choosing the key relevant actors in the community, one should take note of whether the legally appointed representatives of the local community are associated with a political party. If so, the co-operation has to be established with a certain level of caution, and followed up with transparent, public and apolitical measures. While choosing representatives of official institutions, close channels of communication should be established with the mid-level expert personnel. Sustaining the partnerships solely or primarily with the managerial level can prove impractical. However, the same rule should not be applied in terms of selecting the points of contact for the third grouping; in fact, contact should be primarily established with the managerial level of NGOs and different kind of associations.

Another important aspect that should be kept in mind during the initial stages of establishing contact, is that contact with all of the above-mentioned groupings should not be established with only one representative. The higher the number of representatives per institution or organisation, the more likely it is that there will be better exchange of opinion and a better co-operation overall. It is also extremely important that the local media are included in the forum, not just as reporters but as fully fledged members of the forum.

Terms of reference

President

The duties of the president are to:
- chair meetings of the forum
- ensure that the work of the CSF conforms to its constitution and to any other rules or procedures of the forum

Secretary

The duties of the secretary are to:
- arrange all meetings together with the chairperson
- take minutes at meetings
- receive and send correspondence to and from the forum
- keep all official documents of the forum except financial records

The secretary writes or files the following documents:
- the membership database
- agendas
- attendance registers
- minutes
- reports
- correspondence

Forum members

Every member of the CSF has the right to:
- participate in all forum activities
- look at the records, books and minutes of all meetings
- vote at meetings
- be elected to any position in the forum

Every member of the CSF has the duty to:
- work for the aims of the forum
- encourage the community and the police to participate in the forum
- say what the policies and needs of policing should be
- be accountable to their community
- come to meetings on time
- follow correct meeting procedures

Forum meetings

The CSF should meet on at regular interval, which should be agreed in advance. The exact date of each meeting should be discussed and agreed at the end of the previous meeting, and the secretary should make sure to follow up with participants ahead of a meeting to confirm their attendance.

3.3 Meetings with key actors in the community

In order to identify the problems and solutions within a particular community, it is recommended that different forms of dialogue be established. To this purpose, it is possible to organise public meetings and discussions. Also, as mentioned above, and in particular where the municipality covers a large area, it can be a good approach to establish micro-CSFs which cover one or several local communities (mjesna zajednica, or MZs).

4

Identifying community problems

4.1 Focus groups

Introduction

When working with local communities, it is true for all information gathering methods that, if deployed in isolation, the quality of the information gathered will tend to be relatively low. Techniques should be deployed as part of a wider approach devised in conjunction with the community and community representatives.

Interviews and focus group discussions can be used at all stages of information gathering, from the community scoping to the monitoring and evaluation stages.

Based on your project objectives and indicators, decide what information you want to gather. In all cases, make sure to collect information about the informant that is likely to be statistically significant (i.e. age, gender, location and ethnicity, if appropriate).

- Agree on who should be interviewed, or who should participate in the focus group
- Interviews and discussions can take place one-on-one, or with small groups (ideally of 4-8 people)
- If you have the resources available, it is often better to set up a number of different group discussions, each one comprising homogeneous groups that are different from each other (e.g. interview a group of women separately from a group of men)
- Design a set of broad questions that will help focus discussion on the areas of greatest interest.

Tool

It can be difficult for community police officers to elicit the 'right' kind of problem from a focus group.

There are two possible ways of dealing with this:

a) explain clearly the types of security problems that can be tackled within this project (this can be done either during the focus group meeting or before the focus group meeting); or

b) 'steer' the focus group around to discussing only those concerns they feel they can tackle.

There are various ways to help focus groups identify their genuine safety and security concerns. In most cases, the best practice is to be honest and manage their expectations openly. However, this practice can be risky, as it carries with it the possibility of loosing a certain amount of gained trust from the community.

Checklist!

Tips to ensure success of focus groups:

- Avoid overtly political and contentious issues

- Help community members to realise that the project serves them and is 'owned' by them

- Create back-up plans in case the focus groups do not succeed in identifying two or three problems (for example door-to-door surveys)

- Choose a facilitator that has the trust and confidence of the focus group (right profile)

- Ensure that people feel able to participate and contribute

Tips on running focus groups

The formation of the focus groups

- 2 or 3 focus groups
- Each one should be comprised of 8–10 people from within the community.
- Focus groups should reflect different sections of the community, e.g.:
  - Housing association residents
  - Men / women
  - Youth / pensioners
  - Students / teachers / professionals / bin men / café workers

How to listen

The point of a focus group is to understand what those selected to participate think and feel. However, quite often barriers exist that stop many people from communicating their thoughts. We have to listen to what community members want and make sure that they are not afraid to express their opinions. Whether you decide to facilitate yourself, or choose someone from the community it is worth thinking about how to counter the following barriers to people speaking out.

Tips on running focus groups (cont)

What stops people from speaking out?

- Taboos (i.e. not talking about domestic violence because it is 'difficult' to bring up)
- Prejudice (against a particular group)
- Fear (about how someone from a different background might react to hearing something they don't agree with)
- Shame (embarrassment)
- Feeling unimportant (i.e. "this doesn't concern me")
- Feeling shy (i.e. "I'm not used to speaking in front of people")
- Social constraints (can come from sense of perceived or actual hierarchy, i.e. based on political, gender or ethnic differences)
- Language barriers

4.2 Prioritising the problems

Introduction

The table is drawn for the participants and the problems identified in focus groups are listed in column 1. Participants are told they have a maximum of three votes each and these should be used to vote for the three problems they personally believe to be the highest priority for the community. They can cast no more than one vote in each box. The facilitator then totals up the votes for each issue and assigns a priority to each – 1 as highest and so on. The scores therefore indicate which problems appear to be the most important ones, and can help in identifying problems that, if solved in priority and rapidly, can provide for encouraging 'quick wins.'

Example!

Problem	Voting	Priority
Weapons availability	● ●	3
Stray dogs	● ● ● ● ● ● ● ● ●	1
Traffic	●	4
Drug-related crime	● ● ● ●	2

Tool

Problem ranking table

Problem	Voting	Priority

5

Designing efficient responses and implementing solutions

5.1. Project documents

Introduction

The success of your community safety project will depend on the success of its projects. A successful project enjoys the support of the community. It has an impact on crime and solves real problems in the community. Your projects should reflect the priorities and needs that you identified with the community. To make a project work, you have to plan it well. You also have to implement it properly.

The tool below is aimed at helping you design efficient responses to the community problems which have been identified as priorities. More specifically, this tool is taking a 'situational crime prevention' approach by focusing on what can be done to change the environment where the problem occurs in order to prevent it from happening again.

Tool

When you plan a project, you should identify the project's goals, target groups, objectives, action plan (including responsibilities and time frames) and costs. You should then record all this information in a project document. The document will be your guide when you implement the project. You can also show the document to people when you raise funds for the project. A project document template is provided below (page 37).

Example! | If the problem is domestic violence, then the project goal can be to reduce domestic violence in the community. Or if the problem is vandalism, the project goal can be to reduce vandalism in one of the city's districts.

Goals

A project must tackle a real problem in the community. The goals or aims of a project have to do with the problem you want to solve. Goals or aims are more general than objectives. Goals state what you want to achieve with the project.

Target groups

The target groups represent the people who will ultimately benefit from the project. You should therefore decide if your project will benefit:

- victims of certain crimes?
- certain types of offenders?
- the people of a specific neighbourhood?
- the whole community?

Objectives

A project goal is very general. Objectives, on the other hand, are smaller goals that help you to achieve the bigger project goal. This means objectives must say more clearly what your project wants to do.

Example!

Let's say the goal of your project is to reduce domestic violence. Your target group is the victims of domestic violence. The specific objectives of the project could be as follows:

1 to encourage women to apply for court orders
2 to provide counselling for victims of domestic violence
3 to provide a centre for victims of domestic violence

Action plan

Once you have identified all the objectives of the project, you need an action plan to help you achieve all your objectives. To achieve an objective, people have to perform actions or carry out tasks. These people need to be specifically identified, because if you do not ask specific people to perform specific tasks, it is unlikely that anybody will do anything. Also, the action plan must give a time limit for every action.

Example!

If the objective is to provide a centre for victims of domestic violence, the action plan could include:

1 Location for the centre identified by March 2004
2 Enough funds raised by April 2009
3 People who will run the centre identified by April 2009
4 People who will run the centre trained by June 2009
5 Centre advertised in the community at the end of June 2009
6 Centre operational in July 2009

The above elements should also include the name of the people in charge of each action.

Checklist! The action plan for your project should give:
- All the objectives of the project
- The actions or outputs needed to achieve each objective
- The time by which each action must be completed
- The names of the persons who will perform each action

Budget

Any action plan needs a budget to enable you to predict what resources you will need to implement the project. The project budget is part of the project document. The community and the police station may not be able to provide all the resources you need to implement a project.

Some of the elements in the checklist provided here might not be necessary – office costs might not be needed, for example, if the project can be run from the existing community or police premises – or some elements might need to be added to that list.

The budget of an action plan about establishing a domestic violence centre could look like this:

**Project document budget
Domestic violence centre
for April 2008 to March 2009**

1. Rent of three rooms within the community centre	70,000KM
2. Telephone bills	2,000 KM
3. Office supplies	1,400 KM
4. Equipment and furniture	15,000 KM
5. Training of staff	9,000 KM
6. Taxi and other transport costs	1,000 KM
7. Advertisement material	1,500 KM
8. External consultant on the evaluation of the project	2,000 KM
TOTAL	**101,900 KM**

Checklist!

In your project budget, you may need to include the expected costs for:

- administration
- an office
- communication (telephone, fax)
- stationery
- equipment

- training
- transport
- expert advice
- research
- monitoring and evaluation

Project document template

Introduction

1. Goals

2. Target groups

3. Objectives

4. Action plan

Objective	Action	Timeframe	Person in charge

5. Budget

Administration		
	–	0.00
	–	0.00

Office costs		
	–	0.00
	–	0.00
Communication (telephone, fax)		
	–	0.00
	–	0.00
Stationery		
	–	0.00
	–	0.00
Equipment		
	–	0.00
	–	0.00
Training		
	–	0.00
	–	0.00
Transport		
	–	0.00
	–	0.00
Expert Advice		
	–	0.00
	–	0.00
Research		
	–	0.00
	–	0.00

Project document template (cont)

Monitoring and evaluation		
	–	0.00
	–	0.00
Miscellaneous		
	–	0.00
	–	0.00
Total		0.00

Points to remember

- Have you set broad goals and more narrow objectives for your project? Are they easy to understand and directly related to the community problems?

- Have you identified the people who will benefit from your project?

- Have you drafted a budget presenting the funds your project will need? Is that budget clear and detailed enough for potential donors to understand?

- Have you gathered all the relevant information into a single project document?

5.2 Community safety plans

Introduction

Once priority problems have been identified, it is important to develop a proper plan to implement solutions to these problems. While the police is sometimes the most relevant actor for drawing up solutions and putting them in practice, it often happens that the problems faced by a community are best tackled by the community itself, as a whole, including the police service but also elected officials, social and religious leaders, private companies, etc.

Therefore, one way of addressing community problems is to involve a wide range of individuals and organisations who can assist in identifying, designing and implementing solutions. Community safety plans are designed with this approach where problems are looked at using the different perspectives of different people.

Tool

A community safety plan is a tool to guide the discussion and the work of community representatives in solving the problems identified as priorities.

Example!

In 2005, Saferworld identified the community neighbourhood of Trg Heroja, in the municipality of Novo Sarajevo, as a location where to implement a community safety plan.

Name of the community

The community where the project will take place needs to be defined as precisely as possible. This can be the name of a specific neighbourhood or district, or the name of a village, city district, police district, or local community (mjesna zajednica). Defining the geographic area where the problem-solving project should occur will help in keeping the work focused and in evaluating the impact of the project after its completion.

Priority problem

The community safety plan needs to target one single problem rather than many. It should be one of the problems identified previously as priorities, and it should be defined precisely enough to guide the discussion and the work on how to solve that particular problem.

Example! In Trg Heroja, the priority problem was the lack of or weak co-operation between the community and the police.

Aim

The aim should describe what the project wants to achieve. It should be more than simply 'solving the problem' but describe how the project can change the circumstances or the environment in the community to solve the problem and prevent it from reappearing.

Example! The aim of the Trg Heroja community safety plan was to reduce crime and the fear of crime (notably burglaries, robberies, and drug dealing and abuse) by improving the co-operation between the community and the police.

Individuals and organisations involved

The community-based approach to solving problems implies the participation of many different actors rather than only the police. This is especially true when the problem being addressed is not an actual crime but a road safety, public hygiene or infrastructure issue. These actors can be, for example, elected leaders, school teachers, doctors, religious leaders, private businesses, but also ordinary citizens living in the community defined earlier. These individuals and organisations should then become part of a community safety forum, designed to address the problem at hand, and should remain involved throughout the duration of the project.

Example! To address the Trg Heroja community problems, a community safety forum was established, made up of local residents, local police officers, the secretary of the Trg Heroja community (MZ) office, and the NGO Centre for Security Studies.

Target

The target of the community safety plan should describe what needs to be done in order for the project to be successful and achieve its aim. While the description of the target should be fairly short, it should also be detailed enough to give the individuals and organisations involved a good idea of what is expected of them, as a group.

Example! In Trg Heroja, the community safety forum set targets such as: regular communication between the community and the police and increased trust and better relationships between them; improved rates of reporting to the police; and a decrease in crime rates.

Division of responsibilities

Once the actors and the target have been identified, it is important to list the roles and responsibilities of each of the actors. Each responsibility should aim at implementing what was described as the target, and should contribute to achieving the aim. Each responsibility should also be linked to a specific actor or group of actors who shall then be asked to report on a regular basis on the progress of their work. In theory, once every actor has fulfilled its responsibility listed in this section, the project should be completed and the aim achieved.

Review dates

It is also very important to agree in advance on review dates at which the individuals and organisations involved in the community safety plan will meet and report on their progress. At each of these dates, the group should discuss what is working properly and what is not, adjust the target, responsibilities and time frame or the list, and even modify the list of actors involved to perhaps include new partners who could contribute to achieving the target.

Example! In the case of the Trg Heroja project, review dates were set at 1 July 2006 and 1 September 2006.

Budget

Any community safety plan needs a budget to predict what resources will be needed to implement the project. The community may not be able to provide all the resources needed to implement a project and therefore, requests for funding might need to be sent to potential donors.

Some of the elements in the checklist provided here might not be necessary – office costs might not be needed, for example, if the project can be run from the existing community or police premises – or some elements might need to be added to that list.

Checklist!

In your project budget, you may need to include the expected costs for:

- administration
- an office
- communication (telephone, fax)
- stationery
- equipment
- training
- transport
- expert advice
- research
- monitoring and evaluation

Community safety plan template

1. Name of the community

2. Priority problem

3. Aim

4. Individuals and organisations involved

5. Target

6. Division of responsibilities

Individual or organisation	Commitment

7. Review dates

8. Budget

Administration		
	–	0.00
	–	0.00
Office costs		
	–	0.00
	–	0.00
Communication (telephone, fax)		
	–	0.00
	–	0.00
Stationery		
	–	0.00
	–	0.00
Equipment		
	–	0.00
	–	0.00
Training		
	–	0.00
	–	0.00
Transport		
	–	0.00
	–	0.00
Expert Advice		
	–	0.00
	–	0.00
Research		
	–	0.00
	–	0.00

Community safety plan template (cont)

Monitoring and evaluation		
	–	0.00
	–	0.00
Miscellaneous		
	–	0.00
	–	0.00
Total		0.00

Points to remember

- Is the community where the project will be implemented clearly identified?
- Have you described the priority problem clearly enough (only one problem per community safety plan)?
- Is the aim presenting a solution that can efficiently respond to the priority problem?
- Have the relevant actors for the solving of the problem been identified and contacted? Have they formed a community safety forum?
- Is the target describing precisely what needs to be achieved by the end of the project in order for it to be successful? Is it directly linked and relevant to the aim?
- Have the various tasks and responsibilities been distributed among the community safety forum members? Does each member understand his/her role?
- Has the community safety forum agreed on specific dates at which the project work will be reviewed and compared with what is presented in the community safety plan to assess its progress?
- Has a budget been drafted in enough detail to be useful for planning the project work and, if needed, raise the necessary funds from potential donors?

5.3 Meetings of the community safety forums

Introduction

Community safety forum meetings should be used to:

- decide which community safety problem to tackle
- identify the causes of that problem
- brainstorm possible solutions to the problem
- decide which stakeholders need to be involved to make a solution work
- and arrange for an action planning workshop.

Objective

- Decide the above issues
- Decide on the date and time of an action planning workshop
- Decide on the roles of the forum members in organising the action planning workshop
- Ensure understanding of the Strategy for Community-Based Policing and its implementation plan
- Ensure commitment to and enthusiasm for the process.

Outcome

'To build safer communities from the inside in partnership with key stakeholders.'

Outputs

- Consensus on a problem, its causes and some possible solutions.
- Agreed action plan for arranging an action planning workshop.

Tool

Possible model of a successful safety forum meeting

Introduction

- Introduce yourself
- Introduce the above purpose of the meeting, explain the larger picture (i.e. the Strategy for Community-Based Policing) and list the intended outputs from the meeting (above).
- Ask the participants to introduce themselves.

Analysing the problems

- Present (or get the forum members to present) each problem and (very) briefly discuss.
- See if any of the problems identified in the different focus groups are similar. If yes condense similar problems into one. Make sure forum members agree with resultant problems.
- Explain the concept of 'problems' and their causes.

How to distinguish between a problem and its cause?

It is important for the CSF members to remember that the manifestation of a problem and its source are two different things and that they should ideally not try to address the manifestation but the source of a problem, and come up with creative ways of resolving the problem. For example:

- if the problem is the threat of violence and intimidation;
- if the manifestation or visible symptom is the young people in gangs involved in theft and violence;
- if the reason behind these people joining gangs is unemployment or lack of opportunities to occupy them with constructive activities;

then the CSF should ideally try to tackle the cause by looking into employment generation opportunities for these young people, or activity or volunteering work centres targeting them.
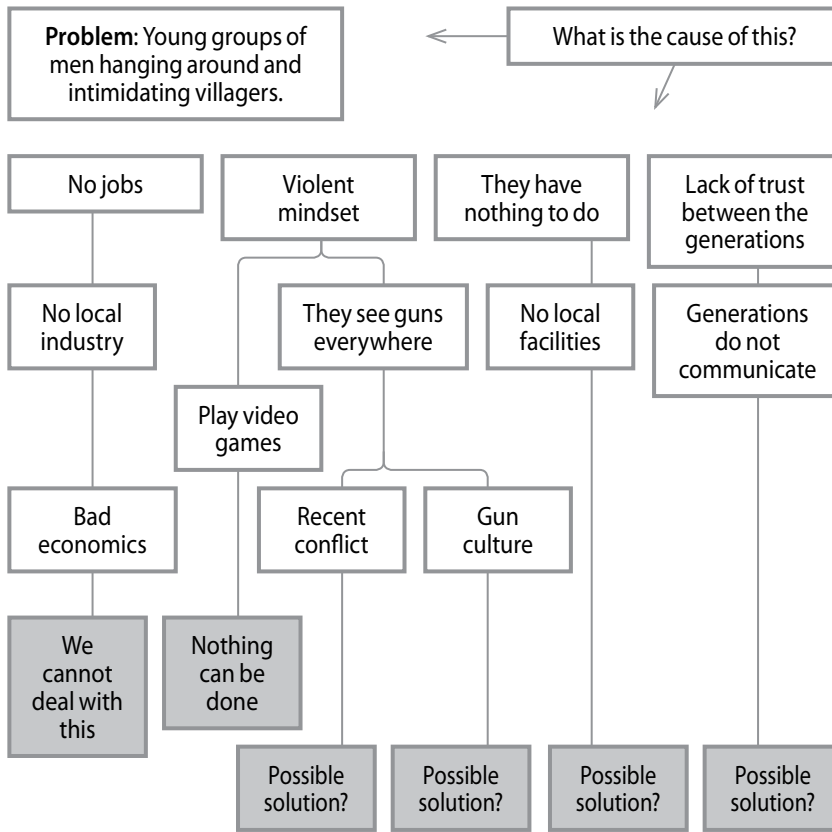
Addressing the causes of the problems

In order to get communities to work to address the cause of the symptom, take each problem in turn and identify the sources of that problem.

The upside-down problem tree:

| **Problem**: Young groups of men hanging around and intimidating villagers. | ← | What is the cause of this? |

No jobs   Violent mindset   They have nothing to do   Lack of trust between the generations

No local industry   They see guns everywhere   No local facilities   Generations do not communicate

Play video games

Bad economics   Recent conflict   Gun culture

We cannot deal with this   Nothing can be done

Possible solution?   Possible solution?   Possible solution?   Possible solution?

Deciding on a problem to tackle or deciding on a solution to tackle

Once we have come up with the causes or sources of each problem, we then have to decide which source our community safety plan should tackle. The main benefit of choosing which source to tackle rather than which problem to tackle is that several sources could contribute to the same problem – which means that solving the source could potentially solve many problems at once.

5.4 Designing and planning the solutions

Introduction

Before using this tool, a list of solutions for particular problems needs to be identified. Any number of solutions can be inputted into the table, preferably on sticky notes which enables them to be moved around within the empty boxes during discussion. If solutions for different problems are to be posted onto the table, a coding system should be used (e.g. different colour sticky notes to represent solutions to different problems). The columns 'now', 'soon', and 'later' indicate when it would be possible to implement a proposed solution.

Tool

Solutions planning grid

Who and how?	Now	Soon	Later
Residents can do it themselves			
Residents can do it with some help			
Residents can do it with help and money			
Residents and local authority can do it together			
Residents can tell local authority and other agencies can do it			
Someone else needs to do it			

5.5 Implementing the solutions

5.5.1 Monitoring and evaluation plan

Introduction

In co-operation with the community members and the other actors involved in implementing solutions to the problems identified, you should measure the success of the community safety plan. This means that you should monitor the implementation of the plan and also evaluate the results of the plan.

The monitoring should happen throughout the implementation of the project, to make sure that the work is progressing well and in the right direction, while the evaluation should happen after the completion of the project, to assess how successful the project has been and learn lessons from it.

Tool

Monitoring

To measure the success of every activity (also called output), you should use performance indicators. A performance indicator also proves that an activity actually took place.

Checklist!

When you monitor a project, you check if the activities in the action plan are:
- being implemented
- achieving the objectives
- happening within the time frame
- using the funds allocated in the budget

Example!

In the case of the establishment of a centre for the victims of domestic violence, the following outputs and performance indicators could be used for monitoring.

Output: Location for the centre
Performance indicator: Record of the address and the owner's contact details

Output: Enough funds raised by the date set
Performance indicator: Receipts, deposit slips and bank statements

Output: People who will run the centre identified by the date set
Performance indicator: List of names and contact details of the people identified

Output: People who will run the centre trained by the date set
Performance indicator: List of names and contact details of the people trained

Output: Centre advertised in the community at the date set
Performance indicator: Records of number of leaflets, posters, local newspaper articles and interviews on community radio stations

Output: Centre operational at the date set
Performance indicator: Records of number of people visiting and calling the centre

Evaluation

When a project is complete, you need to evaluate it to see what impact it had on the community. This impact, also called outcome, is about the long-term results of the project. To measure an outcome, you need to identify and use some performance indicators.

Checklist!

The performance indicators you choose should:
- relate to the outcome you intended
- focus attention on effective crime prevention work
- be quantitative or measurable
- be easy to understand
- be believable to the community and the police
- help you learn what the project did right and what it did not

For example, let's say your objective was to provide a centre for the victims of domestic violence. You have now opened the centre. The following shows the final action (output) for the objective and its desired impact (outcome).

Output: Centre for victims of domestic violence operational at the date set

Outcome: Victims of domestic violence use the centre

Performance indicators:

- Number of phone calls received from victims
- Number of visits by victims to the centre
- Number of visits by repeat victims
- Number of applications for court orders as a result of visits to the centre
- Number of requests from community members for information about domestic violence

Monitoring and evaluation plan template

Monitoring

Output	Performance indicator

Evaluation

Output	Outcome	Performance indicator

Points to remember

- Have you identified measurable outputs for the monitoring of the project?
- Have you listed some performance indicators for each output so that they can be monitored at regular intervals during the implementation of the project?
- Have you identified a proper outcome for your project? Have you linked it to the relevant output and performance indicators?

5.5.2 Implementation grid

Introduction

Once a solution to a problem has been agreed on, and once a plan of action has been designed, it is important to identify the details of this action plan. An implementation grid can be used to agree on and monitor:

- which tasks need to be undertaken to implement the solution;
- who is in charge of undertaking each of these specific tasks;
- what is the deadline before which each task should be completed;
- who are the partners identified to assist in undertaking each specific task;
- what is the status of each of these partners, and what role will they play in undertaking the task.

Tool

Implementation grid

Task	Person in charge	Deadline	Partners involved	Status and role

5.5.3 Evaluation methods

Introduction

When choosing an evaluation method to assess the impact and results of a project on the citizens' perceptions and feeling of security, it is important to know about the strengths and weaknesses of the most common evaluation methods, i.e. questionnaires, interviews or focus groups, and participatory techniques (which include, for example, ranking and scoring exercises, pictures and maps as a starting point to stimulate community discussions, oral histories).

Tool

Strengths and weaknesses of different evaluation methods

Method Criteria	Questionnaires	Interviews and focus groups	Participatory Techniques
Coverage	High	Medium	Medium
Representativeness	High	Medium	Medium
Ease of data aggregation and synthesis	High	Medium	Medium /low
Ability to capture qualitative information	Low	High	High
Ability to capture causal processes	Low	High	High
Ability to understand complex processes	Low	Medium	Medium
Ability to capture diversity of perceptions and to elicit views of women and disadvantaged groups	Low	Medium /high	Medium /high
Ability to capture unexpected or negative impacts	High	High	High
Ability to identify and articulate felt needs	Low	High	High
Degree of participation encouraged	Low	High	Very high
Other	Low	High	High

6

Assessing the impact

6.1 Security incidents monitoring

Introduction

In order to monitor the trends in the number and type of incidents occurring in a community, on a wider or a smaller scale, police officers can use a variety of tools. The security incidents monitoring chart can be used by police officers as a simple way to record the number of incidents taking place in specific areas in the course of a month.

The chart needs to be divided by policing areas (such as sectors or neighbourhoods) and categories of incidents (such as car theft, mugging or vandalism), and to cover one month. At the end of each day or each shift, every police officer should add a tally mark for each incident which took place in the box corresponding to the category of incident and sector.

Throughout the month, the chart will give a visual representation of the number of incidents happening throughout the community, allowing the police to compare between the various sectors and, within a sector, between the various categories of incidents.

At the end of each month, police officers should keep a record of the chart before starting over with a new chart for the new month.

Tool

Security incidents monitoring tally chart

Month	Sector 1	Sector 2	Sector 3	Sector 4	Sector 5
Category of incident					
Category of incident					
Category of incident					
Category of incident					
Category of incident					

6.2 Mapping of security incidents

The security incidents monitoring map can be used by police officers as a simple way to record the number and location of incidents taking place in the course of a month.

The map needs to show the policing areas (such a sectors or neighbourhoods) from above, a legend associating a certain colour to a certain category of incident (such as car theft, mugging or vandalism), and to cover one month. At the end of each day or each shift, every police officer should add a pin or sticker on the map where every incident happens, using a pin or sticker of a different colour, depending on the category of incident.

Throughout the month, the map will give a visual representation of the number and location of incidents happening throughout the community, allowing the police to compare between the various sectors and identify more problematic areas where incidents seem to occur more often.

At the end of each month, police officers should keep a record of the map with the pins or stickers (perhaps by taking a photograph), before starting over with an empty map for the new month.

7

Outreach

7.1 Designing messages

Introduction

A communications strategy is an essential part of any community-based policing initiative, given the importance of informing community members about the work of the community safety forum, its role, its projects, its membership and the ways in which individual citizens can get involved. Within such a strategy, developing slogans becomes key to attracting the attention to the rest of the messages, and this tool gives examples and advice on developing such slogans.

Tool

Examples of campaign slogans and tips for use

Campaign slogans tend to be typical examples of advocacy messages. Often a single title or phrase is used to identify a small arms and light weapons awareness programme and at the same time to summarise the key objective. A slogan is also an opportunity to address small arms and light weapons issues in a positive manner. For example in Bosnia-Herzegovina, Red Cross activists working on mine risk education have supplemented initial 'don't touch' messages with the slogan 'You survived the war, survive the peace':

- Appeal to common, basic themes that large numbers of people recognise and respond to
- Test the slogan with target groups as you would with other messages
- Ensure it does not conflict in any way with your core messages
- Try to come up with something that sounds good and keep in mind cultural significance
- Don't use the same old slogans from other campaigns. Try to be innovative – it will catch people's attention

The following slogans have already been used in South East European small arms and light weapons awareness programmes. Some are negative, others positive:

For a Better Tomorrow (Macedonia, 2003)

Farewell to Arms (Croatia, 1990's)

For Life, Without Weapons (Serbia, 2000/1)

Respect Life, Return the Weapons (Montenegro, 2003)

7.2 Forms of media communication

Introduction

The tool below explores the most important characteristics of commonly used media. It is advisable to use a mixture of 'channels', but the most important lesson learned in other forms of communication is this: when used alone, media operations/public information campaigns are not an effective tool for changing behaviour and generally have little impact on target audiences.

The golden rules for activists considering carrying out communication activities are therefore:

- ensure your use of communication has a specific purpose
- carefully integrate your communication activities into other activities
- use interactive media formats where possible (e.g. radio phone-in programmes and competitions) and
- remember, communication activities should play a supporting role to other programme activities – posters and T-shirts alone will not change people's behaviour!

Tips for communication activities:

- Creativity of local designers should be used as much as possible
- Use of community members' designs can have a positive impact (e.g. a child's drawing can be used for a poster)
- Messages used in communication activities should be connected with the mass media campaign, if such a campaign is planned
- Communication activities can sometimes attract mass media
- Each target group should be reached through targeted communication materials including in their own language
- Communication material can be produced only for a specific community or region. It does not need to be distributed at national level.

Tool

Advantages and disadvantages of different media

Medium	Advantages	Disadvantages
TV (e.g. documentaries, TV spots, discussions, news show, interviews, talk shows, soap operas, jingles announcing weapons amnesties)	● Reach large numbers of people ● Can target specific target groups through specific programmes ● Programmes are repeatable ● Can reach illiterate groups ● Can reinforce messages delivered by more participatory methods ● Multi-dimensional effect ● Can initiate open discussions	● Programmes often expensive to make ● Not good for training on practical skills ● People may distrust certain channels depending on political affiliation ● Scheduling and frequency of broadcast crucial for success and for reaching target groups ● Unpredictable
Radio (e.g. news, interviews, dramas, phone-ins, soap operas, radio-spots, radio documentaries, news, radio magazines, jingles announcing weapons amnesties)	● Reach large numbers of people ● Can target specific target groups through specific programmes ● Repeatable ● Can reach illiterate groups ● Programmes are cheap, quick and easy to make ● Radio listening is often a group activity, which encourages discussion of educational issues after the broadcast. This is an important stage in the process of behaviour change ● Can reinforce messages delivered by other materials and activities	● Not good for training on practical skills ● Scheduling and frequency of broadcast crucial for success and for reaching target groups ● Unpredictable

Advantages and disadvantages of different media (cont)

Medium	Advantages	Disadvantages
Telecommunications (e.g. internet, mobile phone SMS messages)	● Reach a large audience worldwide, not only nationwide ● Immediate responsiveness possible (i.e. feedback from other people through direct chat) ● Often inexpensive ● Popular with youth ● Fast-growing sector	● Difficult monitoring ● Not accessible in certain countries ● Use requires training ● Cannot guarantee an organised campaign ● Generally individual usage
Newspapers / magazines (e.g. news reporting, special features, letters to the editor, adverts)	● Often more respected than other media ● Most publications have identifiable audiences. Specialist publications can reach key groups, (e.g. teachers, police, farmers) ● Articles can carry detailed information ● Can reinforce messages delivered by more participatory methods ● Political slant can be an advantage ● Speed in delivering the information	● Only reaches literate groups ● Political slant of particular newspapers/ magazines can be a disadvantage ● Achieving the right placement of your article or advertisement is important for success

Advantages and disadvantages of different media (cont)

Medium	Advantages	Disadvantages
Posters **T-shirts** **Badges** **Pens** **Posters** **Banners** **Sugar sachets** **Buses** **Calendars** **Notebooks** **Children's drawings**	● Useful supporting materials for a wide-range of activities and different kinds of inter-personal communication ● Can be designed to reinforce key messages and serve as an ongoing reminder of the message ● Can be delivered anywhere ● Can be visually attractive ● Useful as visual aids in workshops, discussions and teaching ● Deliver accurate, standardised information in a mobile and re-usable format	● Usually expensive to produce and distribute (but not always!) ● Specialist skills are needed to design and produce effective examples (exceptions exist though) ● Short life-span ● Must be adapted for each ethnic group or situation ● Should not be used with groups who are unused to learning using written and visual materials, even if literate

7.3 Police officer business card

Introduction

The philosophy of community-based policing implies a closer relationship between police officers and community members, but citizens do not always feel comfortable contacting police officers or even know how to reach them.

A simple and efficient tool to help community police officers in outreaching to community members is the business card, a template of which is presented here. Such a card, distributed by the police officer to community members in the area under his/her responsibility provides many benefits:

- it informs the citizens as to which specific police officer is working in the area where they live
- the mobile phone number of the police officer allows for citizens to contact him or her directly, in a more personalised way, rather than having to first call the main police station and be directed to various officers or departments
- it serves as a reminder that police officers are present and available to communicate with community members, the mobile phone number ensuring greater availability and making for a more informal communication than a regular landline phone.

Tool

Police officer business card template

Name of the police service, sector	Photo	Logo or slogan
Officer name and title		
Police station phone number		Office mobile phone number

Centre for Security Studies (CSS), established in 2001 and located in Sarajevo, is an independent research, educational and training enterprise dedicated to encouraging informed debate on security matters and to promoting and sustaining democratic structures and processes in foreign and security policy in Bosnia and Herzegovina and in the region of South-East Europe.

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