Community Policing in Latvia
2009–2012
Experience and Next Steps

Conclusions of the European Commission Project
Promotion of Crime Prevention through Community Policing
in Talsu Police Department
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Authors: Ilze Bērziņa-Ruķere, Inese Avota, Normunds Grūbis, Michal Tošovský
Editor: Inese Muhka
Design: E Forma SIA

Ilze Bērziņa-Ruķere, Inese Avota, Normunds Grūbis, Michal Tošovský
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Introduction

The pilot project Promotion of Crime Prevention through Community Policing in Talsi Police Department, was implemented from autumn 2009 to spring 2012. In this period, various reorganisation processes took place in the State Police, including the ambiguously assessed territorial reform. Those processes influenced the course of the project in both positive and negative ways, as the police staff members were uncertain about the future and their role in the organisation. At the same time, due to public pressure and the need for public institutions to be more transparent and efficient for the population, many positive changes, as perceived by the public, were introduced in the common police routine.

Special attention was paid during the course of the project to understanding the community’s opinion about local security problems as well as traditional issues of public trust and mistrust in the State Police and reasons thereof. It should be admitted that the level of public trust in the State Police grew notably during the project period, from 45% in 2009 to 69% in 2012.

It was believed for long time in Latvia that cooperation with the population is an important duty and everyday necessity of district officers, but it was evident during the project that the district officers were so overloaded in their work with documents, that there often remains no time for visiting the population and understanding their opinion about the local security problems. It was proven by data from the population surveys performed within the project, as well as observations from the police staff itself. Unfortunately, the current system of police work assessment and reporting is mainly tended to summarising quantitative indicators, and the bonus system for performers of preventive work is not motivating, either. The project team believes that one of the first tasks to complete for the responsible officials of the Ministry of Interior and the State Police structural units for the sake of creating interest within the staff and the desire to implement community policing throughout the country is changing the assessment, reporting and bonus systems.

Special attention was paid during the course of the project to training procedures related to communication skills and problem-solving in communication with the population. Training provides the staff not only with the required practical skills, but also gives a sense that the staff is supported and valued in its work. Training and its special role in changing the methods of police work are discussed in more detail in the chapter devoted to this issue.

Several campaigns were implemented during the course of the project aimed at approaching the adult public and involving it in solving the local security problems. The response to implemented public awareness campaigns was very positive; in some cases, the public interest in handouts was even greater than estimated. This confirms that the population is awaiting and supporting the initiative of police in raising public awareness in various ways, which has not been the case thus far.

The manual tries to answer the question of what is community policing and how it is used in State Police of Latvia, and researches and analyses the experience of other countries, Czech Republic, Ireland and the Netherlands, in search for the best solutions to improve cooperation between the police and the population. The manual proposes the techniques for obtaining public trust, which have been verified within the project, as well as provides suggestions and conclusions for those who wish to use the experience of Talsi department in their work.

Team of authors
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The commencement and historic background of the Talsi pilot project is related to the active interest of non-governmental organisations in police work by initiating and developing the discussion on various issues related to police work, for example, responsibility of police and claim handling procedures, police violence, conditions in places of short-term detention, methods for assessing the police work, work planning, work methods of the district officers, etc. Due to public attention and pressure a wider discussion from inside the police department started on police work methods, mission, goals, reporting to the public and other issues.

When Talsi pilot project was started in 2009, the police was characterised by several features which could be noticed by anybody, without performing any special research or going deep into the police work specifics or relations of police with the public:

- **Low level of public trust.** It should be noted here, that the police had not performed regular measurement of public opinion about the police work, therefore the low prestige of police is more related to public perception about the police work rather than assessment after coming into actual contact with any of the police services.

- **Mutual mistrust** – both of police versus the public and the public versus police. View of the police – the public is not willing to cooperate; view of the public – the police are only punishing, other cooperation is not beneficial for them. On one hand, police are the first assistants in solving problems, on the other – uncertainty of the public on what the police are dealing with every day in ensuring and increasing the sense of security for everybody.

- **Inability of police to prevent offences** by largely concentrating their efforts on reacting the moment a problem occurs.

- **Low level of police support to victims of offences.**

- **Concentrating on statistical data** as the only criteria for police work assessment, without explaining to the public how those affect the sense of security of every person.

- **Low level of identification of district officers in their service territories,** especially the cities.

- **Lack of public understanding of everyday goals of the police,** i.e. the local public was not aware of the goals of everyday work of police, often such goals did not even include the topical problems and the needs of local community.

- **Police as military force,** which is not active in introducing democratic methods of police work to take care of the people’s quality of life in Latvia.

The project team believes that targeted and gradual introduction of new working methods is required to facilitate changes and achieve results in development of democratic police. No progressive policy planning document will be implemented in practice if the ideas expressed therein will not be supported by the majority of police staff; it is also not possible to attain systemic changes in police departments and everyday police work if those are not supported on the management level.

New approaches to and solutions of the problems related
to organising the police work were tried out and assessed by performing particular and targeted activities within the Talsi pilot project. It is important to:

1) regularly monitor the public trust in police, assess public satisfaction with services provided by the police, also it is equally important to learn the needs and problems of population in the serviced territory in terms of security;

2) clarify the possibilities and needs of participation of the public, including municipality and other institutions in solving security problems within the local territory;

3) explain everyday work of police to the public, make the police work planning documents available to every representative of the public;

4) show the examples of good practice in the field of preventive work with adults;

5) implement training of police staff on the issues related to community policing in pilot areas;

6) discuss new police work assessment criteria among the police by increasing the importance of prevention work.

A three-year project and some pilot areas are not enough to attain systemic and permanent changes in the methods of police work in Latvia. It is enough, however, to learn the first lessons and draw conclusions on introduction of community policing methods in post-Soviet police units. Targeted use of community policing methods has been performed by police in Europe and other places in the world for several decades already and they are recognised as currently most effective in managing local, often multi-cultural, populations with diverse needs. Presumably, the State Police would have no objections in becoming a modern security force of the 21st century which may be proud of not only modern technical equipment, but also of the mission, values and style of police work as an organisation.

Considering the experience of Talsi pilot project it should be concluded that the first tasks to accomplish in every police department will be the following:

- representatives of police should approach the population in the serviced area and clarify the security problems they are facing and the unsafe places in the vicinity;
- the obtained results of survey should be widely presented and discussed with the local public or its representatives;
- police should undertake solving particular problems indicated by the public and should clearly define what the police shall and shall not do, as well as what the police are able to do itself and what can be done only in cooperation with other partners (the first work plan intended for the public was developed in the Talsi department);
- police should regularly inform the local public about the work done;
- while implementing prevention projects, police staff should engage in various community activities;
- police staff training should be performed with respect to skills required for implementing the community policing approach – cooperation, communication, presentation, conflict solving and other skills;
- targeted and proactive cooperation with local media should be effected.

In short, the success of Talsi department is characterised by the police staff going out of the office, addressing the public and clarifying the problems, clear and understandable determination with respect to work to be done, (re)solution of defined problems and provision of feedback on completed work.

Prevention not only in words, but also in practice is equally important as crime detection is. In the case of the pilot project, the activities are planned and implemented for the purpose of introducing community
policing methods, and it is perceived as the main task. Of course, one can find a well-implemented prevention project in each department, but most often the prevention activities are related to minors and juveniles, neglected adult supervision or dangerous areas unattended. Is prevention more important than Tomcat Rūdis, Beaver Bruno, police raids or advertising campaigns? Is it more important than public demonstration of police transport, dog service, motorcycles, horses and/or other special devices? The adult public, the population of particular vicinity, was addressed during the project Promotion of Crime Prevention through Community Policing in Talsi Police Department.

The 3-year activities of the Talsi pilot project demonstrated quantitatively assessable improvements in the following fields:
- decrease in registered offences by 28.2%
- decrease in registered number of theft by 26.8%
- the percentage of the population who know their district officer has increased by 25%
- the percentage of the population who believe that police work has improved by 26%
- the percentage of the population who believe that the police are successfully providing for order and security at their place of residence increased by 11%
- the percentage of the population who believe that at their place of residence the police are well aware of the problems the local population is worried about increased by 13%
- the percentage of the population who believe that at their place of residence the police are involving the population in solving security issues increased by 8%
- the sense of security during the dark hours of day has increased by 9%

1 Various projects were implemented by the Latvian Human Rights Centre and The Public Policy Centre Providus (for more information about these organisations and studies performed by them see http://www.humanrights.org.lv and http://www.providus.lv).
2 For example, establishment of the Public Security Advisory Council in the Ministry of Interior, the SP meetings with representatives of NGOs, cooperation projects of NGOs and the SP, joint training activities, etc.
3 Until now (since gaining independence of Latvia) the State Police does not have a development strategy plan and it has not defined itself as a democratic police service aimed at the public.
4 For example, introduction of community policing in the Netherlands was started in 1979.
5 See more in the chapter „Clarifying the needs of population: types and methods“.
6 See more in the chapter Using the Data of Surveys in Police Work Planning.
7 See more in the chapter Educating the Staff.
8 Accurate statistical data on changes during the period from 2009 to 2011 is available in the Annex Assessment of Police Work in Talsi Department in 2009-2011.
2. The Standards Characterising Democratic Police Organisation

2.1. The Community Policing Philosophy

Community policing is used worldwide, but understanding of the Community Policing term varies in different countries. “If you would ask 100 people what the community policing is, then you would get 100 different answers.” There is also a continued discussion about the understanding of this philosophy and its application in various cultures of the world, which is not always as simple and understandable as it was in old democracies. However, irrespective to various opinions and theories, public support of police work has been sought for long and it has been admitted that community policing is a process which continues its development in line with time and topical requirements of the public.

Tom Potter, former Chief of Portland Police, is believed to be the founder of community policing philosophy. He developed basic principles of this philosophy at the time when he was walking the beat as a young policeman. Others believe that the source of this tradition lies in nine principles of modern police work which were defined by Robert Peel approximately one hundred and fifty years ago. Repeated discussion on importance of community policing became topical after the terror acts in the United States of America and Europe, when it became apparent that acquiring and summarising information on an early stage may be a very useful tool allowing the police and other law enforcement services to duly eliminate the threat of radicalism and terrorism. Also the assassinations of publically known people (for example, assassination of the director Theo Van Gogh in the Netherlands) and riots and acts of vandalism (for example, the events in Great Britain in summer 2011) make the police services look for even new ways to control the situation in the field of public security. The situations in various countries and regions are, of course, different and also the models of police work in the modern society are called and interpreted differently: police work in democratic society, police work according to human rights principles, community policing, problem-oriented police work, vicinity police work, police work based on the needs of population, value-based police work and other ways how modern and effective police work methods are understood throughout the world.

The public has changed and continues to change, and the police should follow such changes. The issue of various groups of public is especially topical at the moment – for the purpose of police being able to control the security situation in the vicinity, an appropriate approach to each group is required. Community policing methods are becoming increasingly popular throughout the world because representatives of police become more aware of the contradiction between what they are doing and what they should do according to the public opinion. Though the police are performing well and in a professional manner, and are succeeding in catching criminals and detecting offences, the public is not satisfied with police work and has difficulties in understanding its importance. Therefore, the aspects which are important in everyday life of people and which increase the sense of security at the place of residence should be emphasised more in the police work.

This manual strives to find the answer on how community policing is understood by State Police of Latvia and also has a closer look at the experience of the project partner, the Czech Republic Police, in solving the above issues. The experience of both countries in recent times is similar; after the collapse of the communist regime, the police of each country have tried to find ways to improve its public image. Various types of projects related to issues of
cooperation between the police and the public had already started in 2000 in the Czech Republic, and have been mainly the initiative of non-governmental organisations. The new Czech Police Law adopted in 2009 has become an important tool for effective cooperation with local communities. Because the introduction of community policing philosophy is a continued process, active work is being continued in seeking the best solutions for improving police work, especially in Prague, the capital of Czech Republic. It was believed for a long time in Latvia that these duties were largely performed by the district officer, however the opposite become apparent quite often during the project; police staff were often overloaded with paperwork and has no time remaining for visiting the population to understand their opinion on local security problems.


10 For more information on the Community Policing approach and understanding in different countries see, for example, Ellison G. Fostering a Dependency Culture: The commodification of community policing in a global Marketplace. (Available at: http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1816751), Friedmann R. R. Community Policing: Some Conceptual and Practical Considerations. (Available at: http://www.cjgsu.net/initiatives/considerations.htm), etc.


12 See the attached recommendations for the police of Czech Republic developed by the Czech non-governmental organisation Pro-Police
The ways community policing philosophy is being integrated into the work of European and the US police services, legislation and value systems are different too. For example, in Belgium these values have been fixed as value pillars which are based on: 1) External orientation, 2) Partnership, 3) Problem Solving, 4) Empowerment, 5) Accountability. Irish police have formulated its mission as follows: “Community focused police service, proactively contributing to a safe and secure society.”

In Finland and Sweden more attention is paid to national security strategy and cooperation between various public institutions. The community policing strategy of Finland, which was developed in 2007, foresees modernising the above principles according to the requirements of the 21st century by especially considering the processes in the European Union Member States and the Hague Programme. Working with the public has been defined as a priority in the strategy, it has also been incorporated into various legal acts setting forth and obliging vast cooperation between various public institutions. Because the Finnish police have one of the highest ratings in Europe, the strategy also sets forth the task for the Finnish police to maintain the existing indicators. One of the basic principles of Finnish police work is also the importance of a possible early interference, namely prevention, in the police work.

Police of Sweden pay special attention to integrating national minority, immigrant and socially isolated groups into society and security issues in the cities, as well as to inter-disciplinary prevention of hate crimes. In the opinion of Czech specialists, community policing is a combination of police work strategy and philosophy which is based on the conviction that public involvement, cooperation and support may better facilitate crime control, because the traditional techniques are not providing the expected effect. The public may help by indicating the reasons for its concerns and insecurity, and by attracting the attention of police to topical problems. The comparatively new Czech Police Law adopted in 2009 also strengthens the principles of police and public cooperation as well as permits entering into cooperation agreements.

It is set forth in regulatory acts of the Belgian police that community policing principles apply to all police staff. Thus, the affiliation of staff of all police services to community policing methods and the responsibility for implementation of these methods in their everyday work, irrespective of the office held and work specifics in the organisation, is especially emphasised. Until commencement of this project, the value system, mission and development vision of the State Police has not been formulated in Latvia in a modern manner. To begin such tradition, the staff of Talsi police department chose their slogan: “We are here for your security!” A positive example was also provided by the State Police Chief Order Police Authority Prevention Board which gave the work motto “Our work – for your security!” Unfortunately, until now these slogans have only been used in the context of the project and the prevention work, and have not been fixed in either official documents of the State Police strategy.

The mission and the vision have a much deeper and more essential role inside the organisation and with respect to its public image as it may seem initially. It is important for the public to know and understand those. It should also be noted that a clear formulation of the police mission and development vision would significantly facilitate the work of public relations specialists in developing the police image.
Regional reform of the State Police was implemented during the project period; it was introduced as of 1 September 2009, and significantly changed the daily routine in police departments. Talsi police department, which was the initial pilot site of the project, became a department of the second category with immediate subordination to Kurzeme Regional Authority. It should be regretfully admitted that the territorial reform did not, unfortunately, include the much needed changes in work philosophy and planning of the organisation which should be performed according to the interests of the population. No document is available so far in which the effectiveness of the reform would be evaluated and the assessment of these processes by the departments’ staff would be provided. During the project, we often met with the desire of staff to get more involved in planning, to express their opinion and suggestions.

According to the results of the police staff survey performed, within the project in 2011, the staff are less satisfied with the planning of police work – 39% of staff would expect improvements in this field. The State Police, as a place of work, satisfies 76% of staff while 24% are not satisfied with their place of work. One third of surveyed police staff is, unfortunately, within a group of high risk, because they would quit their current job if there would be an option to do a similar job for similar remuneration. Most of the staff is not satisfied with their remuneration – 86% believe that their remuneration does not correspond to the investment. While answering the questions related to the implemented reform and work organisation, 38% of the respondents note that their ideas and suggestions are not valued in the organisation and only 55% believe that the department management provides information on decisions made during the process.

Discussion on changing the work organisation and style has begun on the State Police management level as well, which allows for hoping that further development of the State Police will be positive.
2.3. Practical Application of the Police Value System

Police services in Europe are not isolated and they try to learn from each other, and to use the examples of best practices. Notwithstanding different names and division of functions between the structural units in various countries, a modern police service is characterised by: 1) an idea which is based on joint responsibility for security; 2) a decentralised, open and effective organisation with the appropriate organisational culture; 3) an organisation which uses the problem-solving methodology in practice, reacts to public processes and the so-called signal crimes; 4) an organisation which is visible and accessible, and which has its range of trusted cooperation partners and special skills.

A modern police service has a clearly formulated mission, vision and goals of the organisation which are understood by all staff. This is the factor uniting various police units irrespective of their daily functions. Every staff member knows and is able to name the priorities set forth by the organisation for the particular period and the values of his/her police service.

For example, the Irish police have an action plan which defines strategic priorities, including the manner in which community policing shall be implemented and embodied, how it will be fixed in internal police documents and practice, on the level of training throughout the police service. It is a praised practice that any staff member passes special training prior to promotion by obtaining or improving abilities and skills required for performance of functions of a higher ranking officer. Integral parts of such training are the issues of models for cooperation with the public which should be directly used within the particular new office held.

Special attention is also paid to the internal policy of the organisation which sets forth that management supports and rewards the best staff successfully using the problem solving methods in their work. In both the United Kingdom and the Republic of Ireland there is continued support provided to the offence prevention schemes which are also wide-known and recognised internationally: Neighbourhood Watch, Community Alert, Business Watch. Such cooperation initiatives have only been begun in Latvia; they are mainly the initiatives of civil society which are not coordinated on the state level. According to statistical data, more than 66% of the Latvian population would be prepared to keep an eye on their neighbour’s property during his absence as well as believe that they are partially responsible for their security themselves. This means that, by properly educating public representatives, the police have vast possibilities to receive support from the population.

A voluminous project was started in Stockholm, Sweden in 2006 that initially provided for establishing the so-called stations or police stopping points with the purpose of being closer to the population of particular vicinity. Fifteen stations were established initially, and eleven more later on. There were 4 – 6 policemen in each of them who were specially trained to work with the population. The customer service premises are simple, no presence of special security measures is felt there and power relations are not demonstrated; staff of the stations are not involved in enforcement/interference operations in the particular vicinity. The main purpose for establishing such stations was to minimise crime and the involvement of youth in criminal groups as well as to raise the sense of security for the population. Regular meetings with the public provided the opportunity to acquire vast information about the criminal situation in the particular district and even helped to resolve grave offences in individual cases, as well as made (or even provided an opportunity for) police work staff with people who could provide additional information on the eventual offence easier. Swedish police are also actively use the local crime prevention councils which involve the leaders and seniors of national minority communities.

Police of the Netherlands have especially adjusted the customer service premises to be visitor-friendly, thus facilitating their desire to approach the police with
information in the event of minor offences, too, or to simply discuss any topical issue. Unlike in Latvia, people in the Netherlands also turn to police if they want only to provide information or notify of a minor offence, for example, a stolen bicycle. No criminal procedure is initiated in the Netherlands, but the police record such facts and enter the information into the database, the functioning of which is ensured by other state and non-governmental organisations.

Since 2000, the police of Amstelland (Amsterdam, the Netherlands) have organised the work by assigning the *neighbourhood police officers, the NPOs*, who have good knowledge of their territory and the security issues in every area. The Neighbourhood police officer (hereinafter – the NPO) service began operations in 2000 with the aim of acquiring the trust of the local public and to possibly learn more information about the area. Only experienced staff is approved for these positions and they have the highest officer ranking (nine). They must organise the work based on the principle that 80% of time is devoted to working with the population and 20% to the work in the office. The NPO is elected for four years. After four years of work in the particular territory, he/she is transferred to another location. In individual cases, the NPO may obtain permission to continue working in the particular territory for two more years. Such staff is relieved from duties related to document processing, which is done mainly by other service staff.

The territory serviced by one NPO includes approximately 2,500–5,000 residents. There are 228 NPOs in the territory of Amsterdam in total. Residents of 177 nationalities live in the region, 22% of them are youth. The acquired data are used for police work planning and for cooperation with other state institutions – youth centres, social services, etc.

The Amstelland police service creative team (comprised of five people) is developing a special area map and software available to all staff. Such software includes information about the problems, people, cooperation partners and issues to be solved in the particular area. The software is widely available; it may be used by police staff of all services, including the police cooperation partners in other state institutions. In such a way, the NPOs reflect the results of their work in gathering and summarising information that may appear useful for other services.

The example discussed above proves that community policing works in big cities as well and that the argument of these methods working better in rural regions is quite conditional, because everything depends on organising the work in the particular structural unit. Large territory may as well be divided into smaller territories and the responsible police officer may be assigned to it, as well as various modern ways and technologies for communication with the population may be used.

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The introduction of community policing methods into police work affects many issues which initially do not even seem related, for example, to successfully use the information possessed by the area or district police officer and knowledge about the particular territory, a strictly defined cooperation and information exchange system within the organisation is required. It has been proven since 2000, when Amstelland police service started introducing the neighbourhood police officers, that such an approach not only improves the image of police in the eyes of the local public, but also provides valuable information to other police units and cooperation partners. If the information exchange system operates successfully within the organisation, then all the staff feels equally responsible for combating crime.

The philosophy of a modern police service foresees regular information exchange within the organisation, i.e. from bottom to top and from top to bottom, meetings of lower and commanding level staff, making decisions important for the organisation by means of discussions and negotiations, availability of information on the reasons for adopted decisions, etc. Unfortunately, it is not a common practice in many police services of the new European Union Member States. Especially important here are the internal internet communication networks as well as the organisation management practices which ensure that the subordinate staff understand the decisions made by higher police staff and the activities of lower-ranked police staff arising from those. An indicator of good management is also a number of those suggestions by lower-ranking police staff which have been supported by higher-ranking police staff and have been used in the work of the organisation.

There are 35 people working in the public relations field in the police service of Amsterdam City, which has a service territory similar to Riga (where only 2 people work in the public relations field). Media relations are handled similar to Latvia, while special attention is paid to internal communication. A paper of the organisation is published in electronic format on a monthly basis; it is available to each staff member and topicalities, news, information, etc. of the organisation are published therein. A summary is available in printed format, too. A free magazine is published every two months and it is available to each staff member of the organisation.

Part of the value system of the organisation is also a slogan of the service which is reflected on all documents as well as in the meeting room and on the outer wall of the police building. Modern technologies are used also, for example, the e-mail mailing lists with the addressees including various police cooperation partners (hundreds of addresses). Those are used not only for distributing preventive information, but also for purposes of crime detection. Services for arranging various campaigns are extensively outsourced also, which are rarely used in Latvia due to financial and organisational considerations.

Strategies also foresee regular meetings with representatives of non-governmental organisations. Such meetings are not formal; they are oriented at solving particular problems as well as ensuring regular feedback by providing information on solved security problems or situations. A formal invitation to representatives of non-governmental organisations to a meeting once a year with a minimum chance to change or influence the content of documents discussed cannot be deemed as a form of good cooperation with the public. In this area, Latvia has had both successful and less successful experiences. It is true that frequent changes in the State Police management have a great effect on the existing processes, as result of which it is not possible to finalise the initiated activities and introduce the plans. The situation on the municipality level is more positive and inter-disciplinary cooperation is successfully implemented there by solving the issues of youth employment, social isolation, unsafe place arrangement and others. It is important to follow the principle that show initiative and approach the cooperation partners as well as, if required, they are security experts on an inter-institutional level.

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18 During three years of project implementation management of the State Police was changed four times.
The number of registered and detected offences is used by the State Police as one of the main indicators of operational results. The current assessment system (reporting system) is based on quantitative indicators of the police work. Detection ratio – those who have detected more than 30% have worked well, those less than 10% – badly. Work quality indicators are not counted. All reporting forms in the State Police accept the results only as numeric values.

Quantitative indicators are assessed in their dynamics, i.e. the numeric indicators should decrease or increase during the report period compared to the previous report period. Work productivity is assessed by considering the decrease or increase of indicators during the report period (compared to the previous period), accordingly more administrative violation protocols should be drafted, more alcohol or drugs seized, more criminal procedures delivered for commencing prosecution, etc. While there is such assessment system applied, it is not beneficial for police staff to deal with the prevention of offences and other violations of law.

The reporting parameters do not correspond to the public needs. However, this is not the only negative aspect of the assessment system. For the purpose of preventing a decrease in the detected offence ratio, pretty often the police are trying to avoid accepting applications on committed offences. People who approach the police with what, in the staff opinion, are applications with no prospect, for example, on the theft of a purse or a mobile telephone, battery or similar offence, are politely rejected with a justification that there is no point in writing the application because nothing will be detected anyway, etc. To avoid such situations, in foreign countries such misdemeanours are simply accounted, including the registration of lost items in the database for later use, if such items are found, for example, in relation to another offence.

Refusal to accept the application and refusal to consider it is, most likely, one of the most essential factors discrediting the police. There are various possibilities to manipulate the figures in the current reporting system. It can be seen best if reviewing the results at the end of the report periods – the transfer of clear cases to the following month and concentrating on the detection of less grave offences, etc. are evident in March, June, September and December.

In Latvia, combating crime and administrative violations has turned into the fight for figures. While striving for higher quantitative indicators, the tasks for protecting a particular individual and the public as a whole are set aside in everyday police work.

The population does not care for formal indicators of improvement in combating crime. A sense of security and confidence that police will protect them, if required, is much more important. The persons, whose applications on theft had not been accepted or who had faced inactivity of police or negligence of staff will have sceptical views on announcements that thousands of property offences have been detected.

It is not possible to achieve improvement in police work without changing the current reporting system. Until the existing indicators of police work assessment is sufficient for the public, the police staff and management will not be interested in increasing effectiveness of their actual work.

It is, of course, not possible to get along without quantitative indicators in the police work, they are also required for work planning and prevention; however it should also be made possible to introduce other assessment criteria, for example, assessment of local police work by the population, representatives of municipalities and independent experts.
The issue of community policing assessment criteria is the most complicated one, because, as admitted by experts, „it is more of a process than a product”. It is characterised by decentralisation and ensuring two-way communication between the police and the public, and is related to a change of the system of values within the organisation and development of new organisational culture.

Like in Latvia, in other countries the performers of preventive work have also had to face the views that, unlike the work of criminal police, prevention work is easier or less important. While in countries and services where police work with the public is valued, this work is recognised as equally important or even more important, because it is the one which develops the image of organisation in modern public and duly prevents possible violations of law. It should also be emphasised that in the event of problems, it is easier to cooperate with the partner one has regularly exchanged information with earlier and there is no need for establishing new contacts to solve a particular problem. A good example here is the police service of Amstelland area (the Netherlands) mentioned in the previous chapters, which ensured the successful exchange of information between the services and succeeded that, with time, its work was also valued by representatives of the criminal police, because the order police staff which knew the area and its population well provided valuable information to the criminal police.

Upon summarising foreign experience, the project team ascertained that results of preventive work may and should be accounted and assessed. The suggested criteria for assessment of preventive work are the following:

- meetings with the population and cooperation partners (number);
- security problems solved in an inter-disciplinary manner (for example, decreased number of pickpocketing, decreased alcohol consumption among young people, etc.);
- areas arranged or improved with the support of the population and state and municipality institutions which had been recognised as unsafe earlier;
- positive comments and gratitude for the police work by the population and public organisations;
- increase of the police rating;
- statistical data which show improvements in police work with the population;
- information entered into databases and provided to other police services;
- identification of the police officer responsible for the territory by the population;
- number of contacts, including e-mail addresses, available to the police officer of the vicinity and which may be used if necessary;
- cooperation agreements entered into with various partners.

Of course, along with the aforementioned police work assessment criteria, there are also the so-called traditional criteria for police work assessment. Thus, for example, the police work assessment criteria defined by Ostrava police (Czech Republic) are as follows:

- crime level ratio to the number of population (per 1,000 residents);
- number of cases delivered for prosecution or further investigation;
- number of cases returned for gathering additional evidence or elimination of mistakes;
- number of complaints about the police staff and their justification;
- number of cases investigated and detected within...
the priorities defined by the state (for example, drug combating cases and detected violations);\textsuperscript{21}

- finding missing persons;
- activities of local level, good references from partners, meetings and consultations with the population;
- negative examples or events which have affected the police image (for example, violations of traffic rules committed by police staff; escape of arrested persons from the infirmary and other events).

It is important for the work assessment not to be formal and to appear significant to the police officers themselves, because only in such case can one expect improvement of indicators and the desire to perform the prevention work every day. Reward for the work done is also important, for example, describing the problems solved or unsafe places in the public annual report, writs of gratitude, etc.

The issues of assessing the results of work are often solved and fixed in police services by including those in the law or by issuing internal regulations. For example, in the Czech Republic, the above criteria are set forth in the internal legal act, while the importance of preventive work in police work is discussed in the Police Law. It is believed in the Czech Republic that the order police staff responsible for the respective territory should spend 50% of working time meeting the population. While a separately distinguished category in the police database, work with the public, allows the police staff to record the work done in this field and explain it in more detail.

\textsuperscript{20} See more on the importance of survey and its use in police work in the chapter \textit{Clarifying the Needs of Population: Types and Methods.}
\textsuperscript{21} An obvious relation exists between the priorities defined by the state and the work assessment criteria – if the issues are defined as state priority, then they are also specially accounted.
3. Educating the Staff

When the project activities were planned, special attention was devoted to training the police staff. The main issues of training were related to:

- improving the police staff communication skills (customer-targeted communication in police work, communication with various age groups and various types of persons);
- mastering modern community policing methods (foreign experience of inter-disciplinary cooperation, exploration and involvement of cooperation partners, task assignment, use of public surveys in police work planning);
- personal growth and support of police staff (professional self-assessment, stress management in crisis conditions, value system of the organisation).

During the seminars, the project team tried to understand the desires and needs of the department staff as well as to encourage continually seeking the required information individually. To the largest extent, the knowledge acquired at the seminars was recognised as useful for work as well as various proposals were expressed with respect to the subjects, which would need to be included into the programme when further training is organised. Based on the request of police staff, not only those seminars which were planned in advance were moderated during the project, but some additional activities were performed that were aimed at training and informing the staff (a total of nine seminars on various subjects were organised during the course of the project, 3 of them being international ones).

When the question about the most valuable gain from participation in the seminar on community policing methods and the Czech experience was answered, the main comments were as follows:

- how to earn the partners’ trust in the joint solution of security problems and how to make first contact;
- exploring problematic areas within the territory;
- performance of preventive work not only with respect to a person, but to the event as a whole;
- cooperation of the institution with non-governmental organisations; based on what and how it should be developed;
- a possibility to learn about prevention projects implemented in other countries and project ideas (Stop 24, Police hand, Senior project, Policeman of your street etc.);
- a possibility (which is provided to department staff also) of meeting the performers of „real work” in other countries and learn about their experience in person;
- a possibility of meeting the police staff of other regions or departments on a Latvian scale.

With respect to communication skills, the participants expressed the desire to continue such seminars, especially in relation to the following fields of activity:

- some participants admitted that they lack practical communication skills when going out of the usual police environment to meet cooperation partners in other institutions and indicated that it has not been usual practice so far. It was a surprise to the project team though, because it seemed that the police staff should have no doubt about his/her ability to address the public directly. The situation is worse in large cities, because many policemen have never been to the municipality of the territory they serve. Not all staff members are prepared to go and address people in the street, in a supermarket or during a public event;
- communication skills when speaking to the public or in front of the cameras;
- establishing contacts and communication skills when working with the population that are not offenders;
• “difficult” groups were especially identified – mentally ill ones, drug addicts, old people, repeatedly convicted felons, victims of violence, etc.

Irrespective of the content of training offered, it was often asked for the key to all situations, which is not possible to implement, unfortunately. Training cannot provide answers to all questions in all situations. Expanding the psychologist service in the State Police should rather be considered here. Consultation of a psychologist should be available in each department, because more new problems arise during daily work with the population which need to be solved by both the victims and the police staff itself. Many staff members expressed the desire to receive feedback and support from the professionals, at least by discussing the situation and their activities.

Their part during implementation of the project was played also by political processes and the tragic events of January 2011, when a shooting between the policemen took place in Jēkabpils. These events motivated the evaluation of staff selection and training issues in the State Police as well as attracted increased attention to every disciplinary trespass committed by any of the police staff. The fact that the colleagues in all regions of Latvia lived through the event as much as the public did was referred to in mass media very little. Special psychological assistance was offered only to the staff of the particular police units (Jēkabpils, Tukums departments and unit Alfa) and the victims, but there was lack of support for the staff of services in other municipalities and to the State Police service as a whole. Reacting to the events the project team offered a seminar Communication skills and professional self-assessment during which the police staff had a chance to discuss what had happened with a professional psychologist, who, to the extent their ability, provided the answers to topical questions and skills to look for in internal resources to overcome such situations. In light of these events, it revealed even clearer that there is lack of support in such situations for the middle and higher level staff also, because both responsibility and the ability to explain the events to their subordinates is required of them.

During the period of the project implementation, regional reform was performed in the State Police, too. As a result of this, regional authorities were established (five regional authorities commenced their work as of 1 September 2009). Talsi District Police Authority became a Talsi (2nd category) department of Kurzeme Regional Authority. The team which had worked for a long time was conditionally divided into two parts – with the immediate management in Liepāja (Operative Management Unit, Traffic Supervision Company, etc.) and the immediate management in Talsi (district officers, inspectors for cases involving minors and criminal police inspectors). The above reform was the largest in the history of the renewed State Police; unfortunately it was performed in a hurry and without a well-considered change management. Along with the regional reform the police staff remuneration and social guarantees were decreased significantly, too. As a result of these events, an opinion strengthened in perception of the police staff that the reform was implemented solely for the purpose to legally decrease the staff remuneration rather than to improve the police work. Many feel undervalued and not heard – the police staff would be glad to get involved into discussions on the mission, goals and development vision of the organisation.

The professional self-assessment training was organised both in Talsi and Riga. It was discovered in due course of the project that the staff of Talsi police department feel understood by the local public and is more valued, besides they feel like an integral part of the community. This may be explained both by the fact that in little towns the police staff is more integrated in the local public and by the activities started during the project in facilitating mutual dialogue with local population. Unfortunately, in Riga the staff must invest much greater energy into organising a meeting with representatives of various groups of the population, because in big cities people identify themselves less with a particular neighbourhood – moving around the city is constant. Therefore, the dissatisfaction with their social status and the level of stress is greater for the city police staff. The above is characterised well by the material written in the staff working groups.
staff members admitted that it is necessary to improve their self-assessment, emotional stability and level of knowledge. The option of larger involvement of the public in solution of security issues, thus receiving greater trust from the public, was indicated as a positive aspect. Such traditional things as law enforcement, professional prestige and life experience were mentioned as well. Unfortunately, the issues of stress management and self-aid skills are currently reviewed in the State Police College programmes insufficiently.

In the training procedure within the project, special attention was paid to developing practical skills of the police staff by using situational role-playing and practical examples. Though the largest part of the staff have acquired education by graduating from the Police Academy of Latvia and the State Police College, it has been concluded that many of communication skills required in police work have been acquired by them only upon commencing real work in the State Police or learned from their colleagues. Unfortunately, due to a lack of time and number of police staff to be trained, the interest and needs of participants in the seminars offered within the project could be satisfied only partially. It should be concluded that it is required to plan for regular police staff training within several years by allocating sufficient time and resources to it. Training of staff is currently being provided by the State Police College, but it would be good to involve also the NGOs and independent experts which could provide the police staff with the outsider's view and help to find the answers to topical issues in an inter-disciplinary view. It would be especially beneficial on the level of municipality departments, because many cooperation partners would be glad to get involved in the police training process even for free, within their direct duties or individual projects. This would allow using the days of training in police departments (such are foreseen at least twice a month) to their fullest extent.

There is a topical issue related not only to the volume of training offered, but also with respect to the development of such sciences and criminology, forensic and police law in modern understanding, because research projects and practice analysis at a higher level will be required sooner or later, but the University of Latvia offers such at the moment. For the purpose of improving effectiveness of police work, the current criminal procedure should be urgently assessed from the quality perspective, because the volume of documents and the work invested in paperwork within criminal procedures is huge.

The project team drafted proposals for seminars of further education. If the State Police wants to introduce the community policing methods in its everyday work, the possibility of mastering these training modules should be made available to everybody who wants to start working in the police service.

1. **Module 1. Communication Theory and Communication Skills in Working with Various Target Audiences.**
   1.1. Police customer anatomy, establishing contact.
   1.2. Customers in the police work and communication strategies.
   1.3. Difficult customers in the police work and communication strategies.
   1.4. Active listening skills; questioning skills; first aid (communication) in relations with the victim; delivering bad news.
   1.5. Communication with cooperation partners.
   1.6. Performance skills; presentation skills; public speaking.
   1.7. Media training and cooperation with media.
   1.8. Anger management and self-assistance.

2. **Module 2. Problem Analysis and Solution in Police Work: Approaches and Methods.**
   2.1. Problem identification by summarising information and statistics available to police.
   2.2. Methods and approaches used for solving problems: SARA, problem analysing triangle, etc.
   2.3. Involving the police cooperation partners and assigning responsibilities.
   2.4. Ensuring feedback and informing the public on the results attained.

3. **Module 3. Methods for Involving Representatives of Local Public.**
   3.1. Territory profile and characteristics of population.
3.2. Various target groups – characteristics and needs; traditional ways of contact; learning the needs.
3.3. Local public leaders and establishing contacts.
3.4. Multi-cultural approach and cooperation.
3.5. Use of modern technologies and social networks in police work.

4.1. Finding out the needs – statistics available in the country (not only the State Police), use of statistical data.
4.2. Generating ideas, attracting partners, selling the ideas to partners, attracting financing.
4.3. Drafting the project.
4.4. Assessment of the impact and results of the project.
4.5. Project sustainability within the organisation or beyond it.

5.1. Defining the State Police priorities; planning mechanisms on national and local level.
5.2. Foreign experience in defining the police work priorities and reporting to local public.
5.3. Finding out the needs of population and cooperation partners – surveys, meetings, World Cafe and other methods.
5.4. Using the clarified needs in police work planning.
5.5. Defining the goals and tasks (measurable, time-defined, etc.).
5.6. Reporting the work done to the public and partners.

6.2. Mission and vision of the organisation, foreign experience in integrating the community policing methods.
6.3. Differences of community policing from problem solving approach.
6.4. Police as service provider (for business purposes); a customer-oriented police work.
6.5. Work assessment criteria in modern police service.
6.6. Changing the working style of the organisation and principles of good management.
6.7. Importance of internal communication for existence of a democratic police service.

22 For more information about these projects see chapter Foreign Practice in Using the Problem Analysing Method: Example of Czech Police.
23 On the morning of 25 January 2011, an unprecedented event in the history of State Police of Latvia took place in Jēkabpils. Five persons, including four police staff members, tried to rob the gambling hall Fēnikss and to acquire the cashed funds. Local police staff reacted to the incoming call immediately and arrived on the scene to detain the robbers. As a result of gunfire and detention, one of the Jēkabpils police staff members, who performed his duties in good faith, was killed and several others were injured. The event shocked the police staff and the population throughout the country and caused a lot of discussion on various aspects of police work, including the control and supervision system, level of remuneration and professional self-assessment among the faithful police staff.
24 See Annex My strength, my weakness.
25 At the end of 2009 the Police Academy of Latvia was liquidated. The issue of police science (for example, in the field of police law, forensic and operative work) development is not clear at the moment, because no Latvian university has specialised in these issues so far.
26 The State Police College offered several professional perfection courses in 2011: Professional ethics of the State Police staff and communication, Psychological features in communication with mentally unbalanced individuals, The State Police staff communication culture and risks of corruption in communication with the road users, Protection of children’s rights, Psychological features of questioning the victim, Communication features in telephone conversations by the State Police staff, Activities of police staff in the events related to domestic violence, Personnel management and media training.
27 It has been concluded in course of the project that the police staff are offered minimum training for working with the difficult customers, but nothing is said at all about cooperation with the so-called normal people or those who are not and, possibly, will never be offenders and who do not want, or on the contrary – want to cooperate with the police, but do not know how to do so.
4. The Values Characterising the Serviced Territory or the Territory Profile (Department Passport)

The goal of community policing may be characterised in a very brief manner – solving problems in cooperation with the partners. To attain this goal, it is essential to find out what the problems are and who are or may be the partners of the police for solving those.

To make obtaining the above information for the police staff easier, a support tool would be useful that would summarise all information about the characteristics of serviced territory, its history and development. It is much easier if there is a store of information available to look into; one does not have to research the territory every time and look for the possible cooperation partners. More information about the territory is useful also at the moment when the problem once identified occurs again after some time. It is worth knowing in such situation what solutions were used the previous time and whether those had been sufficiently effective.

At the moment, such support document should be the department passport. Unfortunately, upon analysing the internal regulation of the State Police, the regulations for performance of service duties by the district officer and their annex „Department passport“\textsuperscript{28}, it should be concluded that the department passport is not performing its envisaged functions at the moment (it does not characterise the department territory and the population of it). It is not clear why, in the age of information technologies, such documents needs to be filled in by hand. At this moment, the time when information and society is changing very rapidly, is, in fact, not possible to update or supplement the information entered into the department passport in good quality, or to transfer it to a colleague in the event of change of the district officer.

The information entered into the department passport currently forms the list of institutions, companies, commercial objects, parking places, etc. located within the territory, but it does not describe the local public – its age, employment, level of income, sense of security, problems, public activity, etc. The department passport only lists the persons potentially endangering security – maintainers of crime, degeneration, etc. grounds, hunting unions and wanted persons. The police have apparently defined the local public by looking at it through the prism of the institution and offender. However, the normal part of the public and the features describing it remain beyond the view of police. If public support is expected and attempts are made to involve its members into ensuring public order, then it would only be natural to learn who are the people that pay taxes to the municipality and abide with the law in the serviced territory, what are their strengths, and what problems they are facing.

The project team believes that the content of the department passport should be reviewed and appended with more information about the public in the serviced territory; it should be provided for as well that the department passports are filled in and stored in electronic format. Information which would be desirable to include while improving and developing the new form of the department passport, was summarised in the course of the project.
1. Information about the Local Population.

Possible security and social problems of local territory are possible to foresee by analysing the values describing local population. Summarised information may also be useful in planning and organising various prevention projects.

For example, the following information about the population of the serviced territory should be clarified and codified:

1) distribution of population by age, sex, nationality;
2) changes in population numbers during recent 3-5 years;
3) average income level per household;
4) homeless persons and gathering places;
5) number of people with low income (% to the total population number);
6) is mass movement of population into/out of the territory evident (for example, during which particular months or for the purpose of working in any of the companies in the territory); 7) number of employed by sectors;
8) changes in numbers of unemployed during recent 3-5 years (every month);
9) changes in numbers of economically active population during recent 5 years.

Household characteristics:

1) number of individual houses, apartment buildings, etc.;
2) market values of household types;
3) number, type, size, location of unfinished constructions.

Other characterising values: awards received (for example, well-groomed village, street, courtyard), etc.

2. NGOs and Active Representatives of the Public Present in the Territory

What the local problems are and how easy or hard it is to solve those is largely determined by the local public. Community policing researchers have concluded that a strong public is a prerequisite for strong community policing work. A strong and united public is described by the low rate of change in population, desire of people to make friends (neighbour networking), involvement into voluntary activities (joint work, sports festivals, donation collection, care for old people, coordinated looking after minors, etc.), active NGOs, etc.

To fully describe the local public, the department passport should be supplemented with information about the NGOs present in the territory and leaders of the local public. Such information provides an idea as to what extent the local public itself is prepared to unite and get organised for solving various problems. The more active the local public is, the easier it is for police to implement community policing, because an active local public also cares for the security issues of the vicinity.

The following information should be added to the department passport:

1) existing NGOs and fields of their activity;
2) local public leaders;
3) significant campaigns, projects;
4) police and local public cooperation initiatives;
5) advisory councils in which the representatives of NGOs or the public participate (for example, in the municipalities).

Public understanding of security problems in the vicinity not infrequently differ from official police statistics. If the police really want to solve problems topical to local population, they should learn the public opinion.

The following information should be added to the department passport:
1) population surveys conducted and their results;
2) public trust into police and other state/municipal institutions;
3) the clarified needs of the population relating to public order and security;
4) fear and uncertainty of local population with respect to certain areas, for example, places where homeless persons gather, dark streets, etc.

4. Maintaining Contact with the Local Public

Community policing does not see accepting visitors in offices as the only possibility of meeting with the public. It should be recognised that there is currently a small number of people who would visit the department to provide information or opinion on any security issues. Police should be the ones approaching the public. There is no unified model for maintaining contacts with the public, it is a creative process.

When analysing the territory of the department, it would be useful to foresee the areas where meetings with the population may be organised (for example, to conduct surveys, report about the work, for educational purposes, etc.). The experience of the Talsi pilot project shows that successful locations are: a supermarket, a fair, public forum, etc. Main events and their timing should be noted in the department passport (for example, city festival in July, fair in August, announcing the data of the survey in the municipality hall in spring, etc.).

5. Work Plan of District Officers and Reporting to the Local Public.

Local population and security problems identified by it determine the everyday work of the district officer to the large extent. The topicalities are learned by means of surveys or by meeting the population. For the purpose of the awareness of the population about how the information obtained from it is used, the territory officers should develop a police work plan, listing 3–5 local territory problems in a short and precise manner, the ways for their solution and the cooperation partners.

Most often the population learns that the problem has been solved at the moment it is eliminated, for example, some unsafe area is put in order by arranging for lighting and cutting the bushes there. However, it is advisable to periodically provide a short summary (review) of work done by the police to the public, because the mutual relations between the police and the public are improved in such a way, the reputation of the police is improved and the desire of the public to cooperate is strengthened.

It should be defined in the department passport how often such plans need to be drafted and what the reporting period is. The first plan was prepared within the Talsi pilot project 3 years ago with reporting once a year. Foreign practice is different – there are countries in which the plans are drafted annually, while reporting is organised immediately after solving the particular problem.

The department passport should summarise not only the security problems identified by the public and police itself, but also their solutions. This would make it easier for a district officer to prepare reports and reviews as well as would allow for the convenient monitoring of the problem dynamics, repetition\(^{30}\), etc.

There are countries in which security problems, people or unsafe places are included not only in the serviced territory profiles, but are viewed (depicted) in a geographical section as well.\(^{31}\)

The largest volume of the district officers’ work (especially in the cities) is currently formed by work related to criminal procedures. Community policing methods require another way of work planning. When a new form of department passport is developed and new content included in it, thought should be given to the issue of division of time between the work with the public and paperwork, and regular updating of information included in the department passport should be provided for.

In the work planning process the police also face a lack of topical statistical data. There is a lack of well-coordinated cooperation between the institutions, neither statistical data on characteristics of the population of the particular territorial units nor the analysis on particular populated areas and smaller territorial units are available to police. Difficulties in obtaining the above information shows that many institutions are not creating and summarising statistical indicators and are not using those while planning and analysing their work. This problem was not solved within the project, but the project team believes that the State Police, while becoming an expert in coordinating the problem solutions, should initiate the discussion of the responsible institution representatives by raising the importance of statistical data in everyday work.

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\(^{28}\) Approved on 17 December 2010.

\(^{29}\) Bunar N. *Strong communities for strong community policing*. CEPOL course 2/2011.

\(^{30}\) For more information see *Crime analysis in 60 steps* / Ronald V. Clarke, John E. Eck; [translated by Aiga Veckalne]. Riga : State Police, 2011. (Available at: http://www.vp.gov.lv/faili/sadalas/noziedzniha_ansalyze_60_solos_gramata.pdf)

\(^{31}\) There is a system *Prominent* operating in the Netherlands since 2010-2011 – a mapping of problems (and problematic people) identified (and also solved) by the police and the public.
5. Clarifying the Needs of the Population: Types and Methods

5.1. Population Surveys: Assessment of the Police Work and Clarifying the Needs of the Population

The basis of community policing lies not only in solving the problems in cooperation with the partners, but also in learning the public opinion. One of the remarks with respect to community policing heard by the project team most often is: „Who else do the police work for, if not the public!” One may agree to such an allegation, but it should be noted that the State Police are not currently involved in learning the public’s opinion within the daily work planning. But how can one work for the public without knowing its needs and without understanding whether the public opinion about the police work is of any value in the eyes of police staff and police management? A modern police force is characterised by police work assessment criteria, where the public assessment is similarly important as are the statistical data on detected offences.

There are two kinds of surveys mainly used in police work assessment which differ as per their target groups:

1) **Learning the general prevailing opinion of the public** with respect to both trust in police and other general issues: accessibility, information, sense of security, etc. These surveys do not take into the account the fact whether the persons have had real contact with police. The aim of police is to also obtain positive references from those people who have not had direct contact with the police, but have learned about its work from mass media, friends, acquaintances, etc.

2) **Learning the opinion of police customers or those people** who have had real contact with the police by providing information, reporting an offence, etc. The most significant police customers are the victims. It is their assessment which reflects the quality of police work in all aspects – on the crime site, during the process of investigation, by ensuring feedback on the course of the investigation, in provision for or offering assistance during the period the victim requires psychological, medical or legal support. In multicultural societies, the opinion of those representatives of the public becomes even more essential who are potentially discriminated due to their ethnic origin or skin colour, for example, the opinion of African people is analysed individually in the British police.

Usually the surveys (irrespective of their type) are conducted by the sociological research companies based on the order by the police.

Along with the police work assessment it is important to also learn about the sense of security level of the population in the serviced territories, security problems and unsafe areas. This may be done by using various methods – by distributing surveys, interviewing people, organising discussions or meetings with the population, etc. There are no bad or good ways to learn the opinion of the local population, it is essential to learn the opinion of all population groups. Learning the opinion of retired persons, women (especially housewives) and youth is the easiest. It is more difficult to involve people of the economically active age and those not fond of contacting the police, for example, Roma or those who only spend the night in the particular territory, but work elsewhere.

Prior to commencing the exploration of public opinion, it should be clarified what population groups reside in the territory where they meet and where they are most conveniently accessible, who are those group leaders through which most of the group members are accessible (it would be good if answers to all these questions could be found in the department passport).
5.1.1. State Police Work Assessment Surveys within the Pilot Project

Surveys for learning the public opinion were organised throughout Latvia within the project once a year (a total of three surveys). They were conducted by professional sociological research companies selected during the procurement procedures. Both telephone interviews and personal interviews (by asking questions to people in their place of residence) were used for performing the surveys. The age of people interviewed ranged from 18 to 74. Respondents were chosen randomly, 38–60% of them had had contact with the police. The surveys were structured in such a way as to learn the opinion of population about police work in both Latvia as a whole and in the pilot area specifically. This allowed for assessing the impact of the project and revealing how it had influenced change of opinion of the population in pilot areas.

The survey provided the answers to the following questions: To what extent do you trust the State Police? What are the main reasons for not trusting it? How informed about the State Police work do you feel in general? Would you be prepared to get involved in ensuring public order and security at your place of residence? Do you know the State Police district officer within the department of which your place of residence is located – do you know his/her name, what he/she looks like? How safe or unsafe do you feel in the street in the proximity of your place of residence during dark hours of the day? Are there any public order or security problems in your place of residence which the police should pay more attention to? etc.

Respondents in the pilot areas of the project were additionally asked to evaluate the following allegations: Every person must get actively involved in solving security problems in his/her place of residence. I feel safe in my place of residence. Police are easily accessible and available in my place of residence. In my place of residence the police are well aware of the security problems troubling the local population. In my place of residence the police involve the population in solving various security problems. In my place of residence the police are successfully solving security problems troubling local population. If at all possible, I avoid contacting the police.

Upon summarising the results of the surveys, two myths were dispelled. First, the myth that the prestige of police is low and people do not trust them. Results of the surveys show the opposite – police enjoy comparatively great public trust and the level of trust tends to increase. Trust in the State Police was expressed by 65% of the population in 2009, by 68% in 2010, and by 69% in 2011. Trust in police has increased significantly during recent years, because, for example, only 45% of the population expressed their support to the SP in 2007.

The second myth which is especially popular among the police staff is that the public does not want to cooperate with the police. In the survey of 2010 52% of the population indicated that they were prepared to cooperate by getting involved in maintaining public order. Also, 79% of the population believed that they should get involved in solving security problems themselves. 67% of the population alleged that the police are the ones not involving the population.

The high level of trust may have several explanations, including that the public wants to trust somebody; while looking for a security spot beyond itself, it has found a security guarantor in the State Police (“You must trust somebody!”, “Who else can you trust, if not the police!”). In many rural areas the police are the only institution still operating, because other social centres have been closed (schools, local hospitals, post offices, small shops, etc.). The population survey of 2011 showed that even the tragic events in Jēkabpils have not adversely affected the general assessment of police work.

While analysing the surveys, it should, however, be concluded that public opinion and feelings with respect to the State Police work are controversial. For example, in 2009, the public had shown a comparatively high level of trust and satisfaction (65%), but attention should be
paid to the fact that 57% would gladly avoid contacting the police and 56% do not feel aware of the police work.

When the obtained data on the situation in the country and in the municipalities are compared, it is evident that the population in the municipalities feels more aware of the police work and its results, also the level of trust in police is higher there (68%-73%). Especially high indicators in 2011 were in Zemgale and Latgale (74%) as well as in Kurzeme (73%).

The population which feels more aware about the police work express a greater desire to cooperate with the police. But people who do not trust the police and do not feel informed express a smaller desire of getting involved in solving the problems of public order and cooperating with the police.

In the surveys, people have provided their suggestions for improving work organisation of the State Police, too. In 2010, increasing the salaries of low-ranked policemen was mentioned as one of the most essential things, also there was mention of increasing the number of staff and fighting corruption, a change of attitude towards the population and kindness, quicker reaction time to complaints and calls. The population expects the prevention activities from the police as well and even more active provision of information to the public on police work. The need for improving internal work organisation, attitude towards the population, improvements in provision of information to the public and in cooperation with the population as well as performance of prevention activities have been indicated as the most topical needs in 2011, too.
5.1.2. Survey of the State Police Customers

There is an excellent example in the experience of the State Police of how the opinion of the police customers who have come into real contact with the police can be learned by using internal resources of the organisation and support of cooperation partners. By using support of a social media in the end of 2009 a survey of police clients Assessment of Quality of Work by the State Police was performed electronically. It was the first survey in history of the State Police in which the police work was assessed through the service provision prism and which has provided the answer to the questions very much discussed inside the police on whether the police are providing the service and how its quality should be measured. Results of the survey show the evidence, that the quality of police work directly influences the public assessment.

Discussion on service quality is topical not only in the police, but in other law enforcement institutions as well, for example, in courts. The most heard argument is that neither police nor courts (or any other law enforcement institutions) do business, therefore, the work of these institutions cannot be deemed as a service.

The service provided to the population by the State Police ensures the sense of security. Though it may seem a wide and even abstract definition for everyday work, it is not so. The public sense of security is ensured via individual events when any police staff member comes into contact with any member of the public (victim on the scene, driver on the road, a person calling the police to provide information, etc.). In the Netherlands, for example, the police service is currently defined as increasing the quality of life of the public, because the sense of security is one of the basic factors of the quality of life.

Various kinds of communication between the police and representatives of the public may be divided into certain groups. Levels of communication may also be distinguished, for which, in turn, the measurable criteria may be defined. In such a way, the impact of a particular aspect of communication to both the group of customers and the image of State Police as a whole may be determined.

The experience of police services in Anglo-Saxon countries in conducting population surveys was used for the development of the survey Assessment of quality of work by the State Police. During the analysis of stages of communication between the population and the police, four basic customer groups were distinguished:

- people turning to the police for assistance;
- people providing information to police;
- people who have suffered traffic accidents;
- the events when police staff approaches the person.

Communication between the State Police and its customers may be divided as follows:

1. Police availability: a) possibility to contact the police; b) pace of police reaction to the application received.
2. Immediate activities: a) activities of police upon receipt of information; b) activities on site of the event.
3. Feedback (provision of information on use of information received and/or activities taken in the course of the process).
4. Communication culture (police staff attitude).
5. General experience (general idea of the police customer about the contact as a whole).

First, the results of the survey showed that police service is possible to both define and measure. Secondly, they revealed an accurate link between police activities and the desire of customers to contact the police repeatedly. The desire to contact the police repeatedly may exactly be the indicator of the public sense of security level, because it shows whether a person facing danger has
any faith that somebody will take care of his/her security and that it is worth contacting the police.

According to data of the survey, if a person is discouraged in writing the application for the police, then only 15.9% of people are prepared to contact the police repeatedly, while if the application is accepted, then 53.2% of people will contact the police repeatedly.

The police staff communication culture influences the desire of the population to contact the police even more – 70% of people are prepared to contact the police repeatedly if they have experienced positive communication during the first contact, while if the experience has been negative, then only 10% would turn for assistance to the police repeatedly.

Customer satisfaction with the police work in general depends to a large extent on receipt of feedback. 52.6% of those receiving information about the course of events are satisfied with police work even if the case is not detected.33

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32 The survey was developed (idea, construction, data analysis) by Andis Rinkevics (he was the assistant to the SP chief V. Voins at that moment) and it was advertised free of charge in the social portal www.draugiem.lv. It is an excellent example of cooperation between the SP and its partners (the investment of this cooperation partner was the open advertising space in the amount of approximately LVL 15,000 – about EUR 21,318).

33 Rinkevics A. Police as the Service Provider – Assessment of the SP Work Quality. (Lecture delivered on 21 March 2010 in Talsi department.)
5.1.3. Surveys for Learning the Opinion of the Population in Pilot Areas

It is important that such surveys are used in police work planning by means of which both the public opinion in general and assessment of various police customers about the police work are clarified. The surveys exploring the needs of the population of the particular serviced territory in the context of security problems are equally significant. There no practice has been developed in the State Police so far to consider, during police work planning on the department level, the opinion of the local population and its needs for security improvements in the serviced territory. Although the opinion that police work for the people is defended, the police staff rarely, or never, address the local population for the purpose of learning how safe they feel in the vicinity they live.

Surveys conducted by police staff personally, in which the needs of the population are clarified, are one of the ways which allow for orienting the police work to the needs of the local population and raising the level of the sense of security. The procedure of the survey makes the police staff leaving their offices for the streets and get to know those people they actually work for. Conducting the surveys provides the opportunity for establishing contacts with possible cooperation partners in other institutions as well. Quite often while conducting surveys, the policemen get to know the normal part of the public, because, while untwisting criminal procedures, the contact is made mainly with problematic police customers.

During the project, the police staff themselves performed surveys in the following departments: Kurzeme Regional Authority Talsi department (in the end of 2009), Kurzeme Regional Authority Saldus department (in summer of 2011), Kurzeme Regional Authority Liepāja department (in summer of 2011), and Riga Kurzeme department (in spring of 2011).

It is interesting that security problems mentioned in population surveys are not always within the field of police responsibility. Security is an inter-institutional responsibility and joint effort should be made to improve security in the territory we live and work in.

The first survey performed in the Talsi department (in the end of 2009) showed that out of the 6 security problems named by the population, only two are within direct responsibility of the State Police. The opinion of the population and the State Police with respect to priority areas was also different; for example, minimising theft, which has been defined by the State Police as a priority based on its statistics, was mentioned by the population only in the sixth position of importance. Overall, the following security problems were mentioned in the territory serviced by the Talsi department (arranged based on their importance):

- lack of lighting or insufficient lighting;
- youth gangs;
- persons intoxicated by alcohol;
- violation of traffic rules;
- wandering animals;
- theft.

Along with clarifying particular security problems, the surveys gave the opportunity to learning about those areas in the serviced territory which contribute to sense of insecurity of the population. Quite often the indicated unsafe places have not been within police sight so far. However, people assess those based on their own security criteria. For example, in the town of Talsi, the tunnel via which people cross Dundaga Street was indicated as an unsafe place. The tunnel was recognised as unsafe not because any offences would have been committed there, but because there was no lighting in it, it was flooded during rainfall, somebody had urinated there or they had simply felt uneasy. In the cooperation of police, the municipality, Talsi Municipal Children and Youth Centre, Talsi School of Arts and the local population the tunnel was put in order – tunnel floor was installed, walls were painted, surroundings were landscaped and
lighting was installed. A joint effort in arranging the place facilitated the co-responsibility of people for further maintenance of this place in order.

The following areas were also mentioned as unsafe in the surveys: parking lots with no lighting, public transport stops, carriageway crossings, shops near which alcohol is consumed, etc.

Already after the first year of project implementation, when people were asked about the police work, the assessment of work of the Talsi department had improved: 11% more believed that police are successfully in ensuring order and security in their place of residence; 13% more believed that in their place of residence the police are well aware of the problems troubling the local population, while the number of those who believed that in their place of residence the police are involve the population in solving security issues had increased by 8%. The project team believes that such improvements were facilitated to a large extent by the fact that the opinion of the population was learned, data of surveys were used in work planning and the problems indicated by the population were addressed.

The project team has developed a methodology material The issues preceding the survey (on the performance of surveys for clarifying security problems), it has been attached hereto.

34 It is possible to research the comparative results for all three years in the Annex Assessment of Police Work in Talsi Department in 2009–2011.
5.2. Experience of Czech Police in Learning the Opinion of the Population

The Czech police have used several ways to summarise references about community policing by various police units during recent years. Part of the information obtained has served as the basis for an application for the Czech Republic Ministry of Interior Crime Prevention Grant Programme and another part has been a source of information for research on public satisfaction with police work, attitude towards police or its requirements.

The Czech experience shows that surveys can be used not only for obtaining some information, but also to inform the public about the changes related to understanding the police work and to define the importance of police for the public once again; thus the public acknowledges that closer cooperation between police and the public is a mutual gain.

Before the introduction of community policing methods the main problem of the Czech police in performance of surveys was that the data were collected only for information, not for action based on the conclusions. Such situation was facilitated by both the fact that the police had not planned to use the results of the survey in work planning and that quite often statistical data did not provide sufficiently solid grounds for activities (which the police had hoped to obtain). It should also be noted that policemen often do not trust statistics because they know quite well from their own and their managers’ practice that it is not always worth trusting. However, the results of surveys may be good justification and may motivate the policemen to continue using community policing methods. The most important thing is for the policemen to feel in everyday contacts with the public that their work has improved the relations and that their managers see their not so effective strategies in combating crime (compared to the classic triad of receipt of information/quick reaction/reporting the event).

It is not advisable, on one hand, that surveys, the results of which are representative and reflect the attitude of people towards police, are performed by policemen themselves, because statistical deviation in such a situation may be too large. However, on the other hand, in case of local surveys it is the way to demonstrate that police really care about the attitude of the population and the police take it personally.

The types of surveys described further were used during the introduction of community policing methods in the work of Czech police to research the public attitude or to learn about the worries of the local population with respect to security issues. Surveys were performed by both policemen and professional organisations. Three types of surveys were used most.
Public perception, attitudes and expectations in general are worth studying to get some overall information about population. One doesn’t learn much from surveying it once – it is useful only if it is surveyed repeatedly to analyse trends in public opinion towards police. This means that it is useful to do it only if you will have secured funding for doing such a survey every two years, for example.

Nonetheless the results of surveys should be used carefully while the outcomes can vary depending on actual discussion in the media (the public is always more supportive towards police after successful police actions).

Representative surveys are definitely the most complicated and they require detailed preparation and a scientific approach. Based on some features of a surveyed population, a structured sample of population has to be created and addressed by using appropriate methods as the results may vary significantly according to the method chosen.

If unbiased, the survey gives good overall information about the attitudes within a surveyed population. It allows stating of general theses about the population’s feelings of security, awareness of police tactics and performance, reach of information spread by police towards public, ratio of public trust towards police, willingness to cooperate within some previously defined areas etc. Therefore it allows interesting comparison of these data with other “objective” statistics – e.g. feelings of being threatened by concrete crimes in comparison to the presence of these crimes within the surveyed population.

This kind of survey requires know-how of sampling, questionnaire construction and statistical analysis. It is definitely the most expensive way to gather some information – questions have to be delivered to a previously defined sample of informants within short period of time. The smaller the surveyed population is, the less precise the outcomes of such survey are – and therefore are nearly useless except of longitudinal studies (comparing for example public trust to police every two years etc.). They are useful more as a source of overall information than as a tool to encourage public involvement in security issues.

The representative survey was made as an opinion poll (telephone survey with a previously set sample of informants) at the beginning and at the end of our project on the implementation of CP methods in two pilot locations of the Czech police. It gave us a good impression about the role of media (national/local) in the formation of public opinion and trust towards police. Local media have the power to form different opinions of public towards police – they are generally more trusting to “their” police officers than to police in general.

In case of representative surveys, the most useful are questions mapping actual fears of the population. It can be compared to crime statistics – to know whether these fears match the real situation or not. Another useful set of data can be gathered by questions focusing at systemic patterns in public expectations – they can vary according to size of their place, to the distance from the place to the nearest police station, to informants’ age or sex etc.
5.2.2. Surveys/Inquiries among Representatives of Municipalities

There have been several surveys on municipalities’ willingness to cooperate with police in Czech experience. It showed that representatives of municipalities are disciplined and the rate of return approaches 100%. Moreover, it can be very effective to address them for at least three reasons.

First, it allows for showing and explaining to mayors and other municipality officials the shift in police work and its future plans. It provides locally accountable officers with good reason to meet them and to present themselves to the municipality.

Second, it saves money – the questionnaires can be distributed and collected by police officers, or – for more anonymity, should be secured to municipality representatives – they would probably have no problem in sending it by mail to the police district office.

Third, it allows for the detection of the overall ability of municipalities to support police in their efforts (and provides some argumentation against municipalities unwilling or refusing to cooperate), and it can give an impression of different expectations of municipalities according to their size, distance from nearest police station etc.

The main disadvantage of such surveys is that they give a good overall picture of the municipalities’ expectations and cooperativeness but do not tell much about the feelings of the general public.
5.2.3. Inquiries among the Interested Public

The difference between surveys and inquiries is that the latter is not focused on a representative sample but on people who show some interest themselves. Although it is not able to give an overall, objective picture of the population’s attitudes, it can be useful for community policing efforts: It gathers information from (and about) people who feel that security is an important issue to them. Contrary to surveys, with inquiries there is no need to know the questioned population in detail. The core question is how to give an opportunity to participate in the survey to anybody who might be interested.

The advantage of such inquiries is that it brings together data from people who are willing to somehow deal with security issues. It is not so expensive and most of the planning and the process of data gathering can be done in cooperation with other partners from the community (e.g. questionnaires gathering in offices and commercial premises across the town, questionnaires distribution through locally distributed media). It can work as a tool for the empowerment of the local community to deal with security issues cooperatively.

In such inquiries you can ask about peoples’ perception of concrete improvements of their security, about their expectations from police, about the concrete places that police should deal with according to their point of view, about their knowledge of the location, knowledge of concrete police officers, willingness to cooperate and possible modes of cooperation etc. It is good to be much more concrete when the outcomes are to be used when dealing with concrete issues of a concrete location.

On one hand, this approach doesn’t gather information from people who aren’t interested. On the other hand, when working with a previously set sample of the population, you don’t get such information either. But in this case, you don’t need to deal with the question on how relevant the gathered data is in general.

Another set of interested public are people who get in contact with police – mainly at the police station. They used to be asked about their satisfaction with the service delivered (like response time, officers’ behaviour, did the police solve their issue, how long did it take before someone was ready to help them, etc.). That kind of questionnaires slightly disappeared from usage in Czech police stations. Some officers explained that station chiefs didn’t use these inquiries much to change the situation. They were evaluated at every station separately – and some say that it lead to the falsification (or improvement) of results by chiefs who simply threw away questionnaires that didn’t fit into the picture they wanted to get.
Conclusions

According to the Czech experience it is not really necessary to have figures showing that for example in 2004, there were 50% of inhabitants who felt threatened at some concrete place and that this ratio changed to 45% in 2006. It is more useful to define these concrete places, to point them out as possible sources of problems and to change their physique visibly in cooperation with the municipality, other partners and with information support of local media. The change shall be documented not by a feeling of security ratio but by tangible changes that were consulted and derived from the expectations of the community.

That’s why the most useful seems to combine inquiry among the interested public with survey on municipality officials. It gave a stronger capacity to really solve some issues that were bothering the community. The surveys should always come together with follow up activities of the municipality and police.

According to the Czech experience, the most effective are following steps:

- to turn to municipality and other natural partners (e.g. municipal police, schools, church, firemen, healthcare representatives etc.) and to discuss with them the probable areas of security issues that could be of some interest to the community;
- to prepare, based on this discussion, a questionnaire on community issues (doesn’t necessarily have to be focused only on security) and find a way to spread the questionnaires to most of the community members;
- to inform the community that there will be such initiative and how it is going to be organised (e.g. how the data will be processed, how the questionnaires will be distributed and collected, what the outcomes will be used for);
- to distribute the questionnaires;
- after the retrieval of questionnaires and evaluation of the data, to inform the community on the outcomes and invite them to discuss the data on security issues. Also inform the community on how other data gathered will be used;
- to prepare a public event to discuss the outcomes with police;
- at the public event, the debate should be led first generally about all the issues identified in the inquiry; these issues shall be prioritised and then discussed separately according to its precinct/beat affiliation. This means, the officers should be ready to deal with these issues, have an overall idea of possible solutions etc.;
- the precinct/beat officers shall lead the next steps according to the plan and the problem-solving strategies developed at the event with the members of the community;
- such inquiry with the follow up process should be repeated after some period of time (two or three years). In the meantime, the activity depends mainly on every precinct/beat officer and its partners.
5.3. Other Methods for Learning the Opinion of the Population: 

*World Cafe* in Belgian Police

For or the purpose of learning about the topical security problems in the serviced territory Belgian police use the *World Cafe* method once every two to three years.

The meeting is organised on the particular subject. At the beginning of the meeting all persons present are divided into groups (4–5 people per group). Each group has a discussion moderator. The problems discussed or their solutions are recorded on paper *tablecloths*. After a certain time (advisable time is approximately 30 minutes), the discussion groups switch tables (the tablecloths remain in place) and continue the discussion on what had been discussed by the previous group. After the defined period, the tables are switched again. The discussion continues until participants return to the initial table. Thus, all participants have had the possibility to speak on all the issues and the ideas of all participants are recorded on the *tablecloth*.

The discussion may be arranged in two ways: 1) by notifying the participants about the subject and allowing the groups to establish the issues for discussion themselves (not straying from the main subject); 2) by defining a problem issue for each *tablecloth*, i.e. by writing the issue/problem (which corresponds to the overall subject of discussion) which should be discussed at the particular table on the *tablecloth*.

When such kinds of discussions are organised, attention should be paid that the participants would be possibly different both as to the age, sex, education and social status, ethnic origin, etc. Representatives of all groups residing in the territory should be invited to the discussion.

Special regulations should be adhered to during the discussion: everybody should listen carefully to understand what is being said; opinions should be expressed actively; questions should be asked in the event of uncertainty; each idea or comment should be related to any idea expressed earlier; only one’s personal opinion should be expressed; everybody must be brief and clear in his/her expressions.

For example, the subject for discussion *How to deal with youth successfully*. During the discussion the participants: 1) define main problems: communication, breach of law, anti-social behaviour, development of trust, etc.; 2) which are the involved persons and institutions: schools, youth centres, parents, etc.; 3) suggestions, ideas, activities; 4) attitudes, etc.

If there are, for example, 20 people invited to the *World Cafe* discussion, then, when divided into groups of 4, absolutely all participants will have spoken and police will have gained many ideas for the further solution of the problem.

Belgian policemen have acknowledged that this approach is very simple and convenient, and it is possible to obtain ideas for solving several problems within one discussion; at the same time, the discussions are very much focused and there is no beating around the bush, as is often the case during the meetings with the public.

For more information about *World Cafe* see www.theworldcafe.com

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35 Materials of the CEPOL course 2/2011 *Community Policing* have been used in the description
6. Using the Survey Data in Police Work Planning

6.1. Defining the Aims of the Organisation

The current chief of the State Police, I. Ķuzis, has brought forward, among other things, two essential issues as his strategic tasks – introduction of quality management system in the police and elaboration of a long-term development strategy of the State Police.36 When evaluating the determination of I. Ķuzis, it should be noted that ambitious, but long-required goals have been brought forward – to embody strategic vision in police development, to review the police work assessment criteria and to put public opinion and assessment into one scale with the police statistics.

Since Latvia regained independence in 1991, the State Police has not elaborated a long-term development strategy. Not only does this contradict the Development Planning System Law, but has also eventually hindered the targeted and systematic development of the State Police in the direction of democratic police.

According to provisions of legal acts, the State Police should have a development strategy and the annual work plan which would fit into the defined development planning document hierarchy.

The State Police are currently planning its work only for short term, or within the annual work plan. Moreover, the annual work plans are developed only on national (State Police) and regional (regional authorities) level. The local (department) level plan is not being developed any more at the moment. None of the above plans provides for learning and considering the opinion of the population about security problems. Though the police work for the public, it is not including the police work assessment by the public in its reports and planning documents.

Until recently, prior to territorial reform of 2009, the plans was the information of limited access at the local level. Representatives of public did not have the right to learn what the work priorities of the local police authority were. The access level is no longer limited now, because there are no such plans either.

If a quality management system is introduced, it shall be based on a very simple sequence of works to do: plan → do → assess → review the conclusions → and plan again. It should be admitted that without a development strategy introduction of quality management system is encumbered, because planning stage is lacking. While if quality management system is introduced, both police work planning and police work assessment criteria become topical.

One of the cornerstones of a quality management system is the customers’ assessment of services provided by the company or an institution. It is concluded that in future the public assessment and needs will be the values having the same importance as offences registered and detected by the police and other similar statistics.

36 *You do something today!* [Interview with I. Ķuzis] (Available at: http://politika.lv/article/tu-izdari-kaut-ko-sodien)
6.2. Police Work Plan at the Local or Departmental Level and its Use in Everyday Work

When the pilot project was implemented in the Talsi department, a departmental-level work plan for a period of three years was prepared, the tasks set forth therein were based both on the needs of the public and its police work assessment and the priorities brought forward by the police, and statistics available.

The Talsi department work plan for 2010 – 2012 is an attempt to demonstrate that the results of surveys may be used in everyday work. This plan confirms that a police work plan may be targeted at the needs of the public and such needs have been clarified by the police. This is a way to demonstrate that a planning document may be public and available in a convenient manner, and it thereby causes no harm or danger to everyday work of the police. Just the opposite – a work plan of local level has several positive aspects from both the police and the public perspective.

Why does the public need a police work plan at the local level?

- The plan enhances awareness of the population about what the police do and why.
- By obtaining more information about everyday work of the police the population is encouraged to make contact.
- Work tasks evident that police are in contact with the topical needs of the population, because the plan includes particular security problems and unsafe places of the serviced territory.
- By learning about the work tasks, the population may make conclusions about what the financial resources of the police are spent on.
- Awareness enhances joint responsibility – further on other people also will want to get involved in any police activities whether by filling in the next survey or by assisting in implementation of prevention projects.
- If police work according to the tasks set forth in the plan, then social control is increased (the population follows-up whether, for example, all the parties involved invest sufficient amount of work or resources to solve this problem).

What does police gain by elaborating public work plan of local level?

- The plan enhances awareness of the police work which is important for the police as well.
- Information included in the plan enhances trust in police (but not necessarily satisfaction with its work).
- Existence of such plan is a feature of a democratic state institution – the institution is opened to the public and is reporting about its work.
- The plan makes one concentrate on the most significant things, thus the work becomes more effective.
- The plan is a support in everyday work, because it informs the public about work tasks of the police; it is like representation material or reference explaining why the police are currently performing these activities and not others.
- Work plan developed together with the colleagues enhances the police staff sense of being part of the organisation.
- Existence of the work plan confirms to the public that police plays the role of expert and coordinator in solving the indicated security problems; police becomes more professional in the eyes of the public.
- The police plan demonstrates that security problems are a shared responsibility – both among other institutions and representatives of the public.

Along with the data of public surveys discussed in other chapters it should be emphasised in the context of police plan that existence and availability of Talsi department work plan notably increased the awareness of the population about the police work. The assessment of population on the following allegations changed during one year:

- In my place of residence the police are well aware of
security problems troubling the population – from 47% in 2009 to 60% in 2010 (+ 13%).

- In my place of residence the police are successfully ensuring order and security – from 56% in 2009 to 67% in 2010 (+ 11%).

The police work plan of Talsi department for 2010–2012 is only the first attempt to introduce such practice in work organisation of the State Police. Each department may develop a different structure and volume of the plan. It does not have to be so long, so detailed or on such good paper. The main thing is for the population to be able to understand who, when, where and how the opinion of the public was learned, what was learned and how it will be used.

In foreign practice, for example, in Britain such plans are usually approximately two A4-size pages long. Nevertheless, approaches may differ.

When drafting a work plan, it should be kept in mind that: 1) it should include priorities of the public; 2) it should include priorities of the police; 3) not more than 4-7 aims for 2-3 years or 3 aims for 6 months should be included in it; 4) the aims should be concrete, measurable, attainable and performable in time; 5) the plan should reflect how the results will be measured; 6) the plan should be in simple language and public-oriented.

At the end of the period of operation of the plan, it should be evaluated whether its form and content have been convenient and understandable to both representatives of the public and the police staff.

Here is the example of experience of British police: in 2008 British police performed a study of how big is the influence of a circular edited by the police and a booklet on police work to public opinion. A circular of Metropolitan (London) police on problems in the vicinity, expectations of the population, cooperation of police with the public and work done by the police, and a booklet on police statistics and results of work were evaluated. Both editions were distributed in various ways: 1) by mail; 2) to places of residence; 3) at the place of residence, including conversation.

Upon summarisation of results, it was concluded that credence of the population that offences are punished increased by 5%; awareness of crime in the vicinity increased by 5%; awareness of local community increased by 10% and that of the whole of London by 12%; trust in work of local police increased by 8%; credence that police succeed in dealing with crimes involving weapons increased by 8%; credence that police succeed in dealing with crimes involving drugs increased by 4%; there was a 6% increase in credence that police succeed in dealing with gatherings of youth and doing nothing in the streets and that police are managing aggressive driving.

It is interesting that the effect of information increased in the events when information was provided by a representative of police holding a position.

The plan of the Talsi department, most likely, will not live to its next edition in this kind of format, because it should be admitted that it did not, however, completely acclimatise itself in the Talsi department as an informative material necessary for the police itself and useful in cooperation with the public (though the statistics demonstrated the opposite trend). Thanks to the plan, a level of awareness and satisfaction in the eyes of the public increased, however the police staff did not really perceive it as their own document. It lived its own life within the core project team. It is, possibly, influenced by the fact that there is no order issued within the State Police on the need for such plan and drafting such plan on local level is not provided for in the current official work planning system. Probably, for the time being, the police do not have the skills for practical use of such documents in their everyday work. Most likely, unwinding criminal procedures takes up all of the time and there is no time remaining for anything else (as the habit is).

The public found this plan a positive and useful material, though.

The needs of the population were learned in Liepāja, Saldus, Riga and Kurzeme departments, too. Time will show how these departments will use the obtained data in their everyday work.
It should be remembered that the process of planning plays an equally important role as the process of doing. Considering the community policing philosophy, the data of surveys cannot be included only in documents which are not available to wider public according to the regulations. There is also no sense in including such data in the documents available to the public, if the content is not understandable.

The management of the department should have a clear vision about the use of data already prior to its collection, so not to occupy its staff in vain. If it is intended to use the data only as a method of public relations then it should be recognised that the positive effect will be attained for a short period only, at the moment such data will be made public. The public needs to see, in the long run, that problems are being solved in practice, too.

The work plan based on the real needs of the population in the territory serviced by the department provides significant support to police in performing everyday work. The plan serves as a basis for cooperation with other institutions and the public. A document summarising the real needs of the local public in the aspect of security serves as a good basis for initiating cooperation with various responsible institutions which care for the welfare of the population in their everyday work. In the first place, those are local governments and municipality institutions: councils, schools, social services, building managers, traffic departments, etc.

The experience of the Talsi pilot project showed that, quite often, information about what the population deems important in securing their personal security is not even available to the municipalities. Municipalities involved in the pilot projects were happy and grateful to the police for the huge work done in learning the opinion of the population, summarising the information obtained and selecting the most essential. Security problems indicated by the population are pretty often even not related to the fields of police activity. In most cases, the problems mentioned are within the competence of municipalities. Therefore, the municipality has no moral reason to refuse getting involved in solving the problems.

It was noticed during the project period that municipalities are especially active and ready to cooperate during the pre-election period, and police should definitely make use of this.

To obtain the widest possible range of cooperation partners, the identified problems should be discussed to the extent possible with both the responsible institutions and the local public. The more people are involved and the more the police work plan is discussed in the local community, the more people are aware of what the problems (or problem areas) are and who is responsible for them. An informed public follows the processes and monitors whether the problem is being solved and whether it is being done by the one who should do it.

By making the police work plan public and by discussing it the security problems indicated by the population and their solution is delegated to the responsible institutions or other cooperation partners. Police becomes a coordinator for solving problems, not the actual solver. To solve some problem, for example, to arrange the unsafe site, it is often necessary to involve several partners – the municipality, school, businesses, etc. Police are the ones bringing all parties together and monitoring that agreement is reached on the solution, how that is implemented, whether the terms are observed, etc.

Police are the ones providing information to local media about the progress made in solving the problems. If problems are solved successfully, the police earn credit points in the eyes of the public for the problems solved and the total image and prestige of police improves. If it is not possible to solve any problems or it does not happen as fast as desired, then the police also inform mass media about the reasons for it. Mass media can also be used as cooperation partners, for example, when announcing some public joint work or imposing pressure on someone not getting involved in solving the problem within its responsibility.

To facilitate overall responsibility and to promote inter-institutional cooperation in solving problems, the police
work plan should be based upon the real needs of the population, it should be publically available and discussed with both the local population and the responsible institutions.

The work plan acts as support in the planning and implementation of prevention activities. For the purpose of spending limited financial and other resources of police more effectively, the prevention activities should be based upon statistical or population survey data. Prevention activities based on the real needs of the population will provide a greater preventive effect than the activities of a general nature. For example, it is not enough to inform the population that a bicycle should be secured with the appropriate mechanisms when left unattended. It is advisable for the police staff to visit companies or municipalities and jointly find the options for safe installation of bicycle parking facilities. Not only combat theft in a broad sense, but analyse what kind of theft is common in the serviced territory and in which places (theft from cars is performed in unlit streets or maybe next to kindergartens, outskirts of town, etc.).

It is also potentially easier to attract cooperation partner financing for prevention projects that are based on the opinion of the population. For example, an initiative of the Road Traffic safety Directorate to direct finances obtained from mandatory civil liability insurance policies to prevention projects, but the State Police could plan cooperation in the field of prevention and discuss with the insurers another problem areas as well, for example, security of the place of residence. It is possible that social services of municipalities are interested in supporting prevention activities aimed at old and lonely people financially.

Police work plan is a document that may always serve as support for work planning and attracting financing, because it is the material summarising the topicalities in a particular period. At the moment, the possibility to involve some cooperation partner appears, the reason for financing will definitely need to be proven, the police work plan provides a justified explanation that the need is not that of the police but of the local public, i.e. local population. Thus, it will not be required to study the situation at the particular moment; the large amount of research work has been done already and it provides the answers about the needs. For example, it is easier to attract financing for prevention projects oriented at children and youth, but the research of the situation confirms that it is not always this target group which has the most topical problems – activities are required for the adult public also, as well as in the field of improving the city environment and dealing with unsafe areas indicated by the population.

Work planning is police civic responsibility. The existence of a police work plan and its actual use demonstrates that the organisation operates according to modern good management principles in a democratic country. Planning the work is not only a task for administrative apparatus of the organisation or a formality, but it is also required on a departmental level. Most of the department staff should be involved in drafting the work plan, especially the district officers, because it will be them who will implement this plan. It is advisable to organise a brainstorm at the beginning of drafting the work plan, thus every staff member may demonstrate initiative and provide suggestions on how to improve relations with the local public. Joint drafting of the work plan (for example, once every three years) increases the sense of staff being part of the organisation they work in. Such a sense facilitates a personal feeling of comfort and improves the quality of work.

37 See the summary of Talsi department work plan in the Annex Priorities for the Talsi Department Work in 2010–2012 (summary).
6.3. Cooperation with Mass Media

Discussions on cooperation with mass media were topical at the beginning of the project. The power and influence of mass media in developing the image of the police was discussed, too. No doubt that it is great, but basically the policeman is evaluated as per his work and behaviour during contact with the population. If a policeman has acted unprofessionally or unlawfully, good work done by other colleagues will be noticed less. People learn the information about the police work in different ways and media are only one source of information. So, it was discovered during the survey on public trust in the State Police performed within the project at the end of 2011, that only 52% of respondents in Latvia feel sufficiently informed about the work of the State Police in general. During the project period (since 2009), this indicator has improved by 10%. However, it should be noted that there is a lot to do in this area. Representatives of national minorities and the population of big cities, especially the capital, feel less informed. It proved during the project that providing information about the police work on the local level is directly related to the increase of public trust in police work. Although, according to data of surveys available to us, 86% of the population indicates mass media (TV, radio, press, internet) as the main source of information about the police, own experience or that of other persons in communication with the police has taken second position (19% and 26% of the answers).

Provision of information to the public about works and particular project activities performed already was chosen as the main form of cooperation in communication with mass media during the period of project implementation. The project team was aware that simple notification on changing the style of work would not earn the sympathy of journalists or the population, while it might create unnecessary misunderstandings, because it should be understood that police are not able to change work methods overnight. Only by addressing the population with particular things already performed one may hope for their understanding and further involvement in solving security issues. Successful cooperation with the regional media of Kurzeme developed during the project and a total of more than 100 different kinds of positive articles about the work of local police were made public. Several stories prepared for Talsi TV were shown on the State TV as well: the story on the introductory seminar of the project, the story about opening of the renewed Talsi tunnel and the international closing conference which also garnered public attention in other municipalities. Experience gained during the project assured that there are many other ways to inform the population about police work, for example, by jointly discussing local security problems and solving those, the population gets the sense that police keep them informed and are taking care of their security. Requests by the project team for placing information were positively responded to by both local municipality councils and local newspapers.

In contradiction to the opinion often expressed within the police environment, that the population is only interested in bad works and failures of the police, the results of surveys performed during the project convincingly demonstrated that the majority of the Latvian population are interested in suggestions on security issues (87%), in activities for improving security at the place of residence (83%) as well as in the ways the population could assist the State Police. Interest in crime prevention work was demonstrated by 61% of the population, while 52% would like to receive even more information about the detected offences. Unfortunately, this possibility is not always used by mass media and the police itself. More attention is usually paid to bad news (the stories are mainly developed without conclusions and preventive advice to the population). It is comparatively easier to address people by means of local media because the number of events in smaller municipalities allows for going deeper into each event.
Initially, *Talsu Vēstis* published only traditional news about the offences which had already happened and which did not create any sense of security in the population and did not provide a review on work done by the police. Nevertheless, during the project, *Talsu Vēstis* regularly published suggestions of police department staff to the population, such practice was recognised as positive, moreover, this service was free of charge.

As one of the keys to positive image of the police is the provision of information to the public and work with local media, it is advised that each district officer should have some representative of a local newspaper or other media among his/her cooperation partners. Such contact makes cooperation with local media easier in general as well as significantly saves time at the moment the assistance of media is required in an emergency situation or their support should be sought for further solution of some problem. Each district officer should provide information to a local newspaper about positive events on his/her own, rather than wait until the media approaches the police.

The image of the police is created by policemen themselves, both by their work and the information provided; therefore the police staff should invest their effort and time in developing relations with local media.
The need to change the existing work organisation has been discussed since 2007. The above discussions were triggered by the increasing number of offences as well as lack of staff.

Former traditional police work methods – preventive patrol, quick reaction to events and investigation of criminal procedures – did not provide the desired result. Quite often the use of these methods was not possible due to lack of staff.

One of the main criteria for assessing the police work was the number of detected criminal procedures pro rata the number of registered offences (the number of detected CPs X 100 is divided by the number of registered offences obtaining the detection% as the result), resulting in directing the largest part of human resources of police – criminal police officers, district officers, inspectors for cases involving minors – at investigating criminal procedures and detection of offences.

Criminal procedures are investigated in isolation from the public and, moreover, punitive methods are used. In such cases, it is difficult to talk about services provided by the police. Changing the existing situation requires the change of existing work methods by introducing community policing.

Within the project, the issue that police have to change from punitive institution to a service provider was stressed to the staff all the time. The community policing philosophy and methods were explained as well. One of the basic principles was voluntary acceptance of these ideas and preparedness for their implementation in practical work.

In the beginning of the project, the activities on implementing changes to the work methods were planned only in the town of Talsi and in Roja municipality – in a town and in a rural environment, but in due course of the project the situation changed – all the Talsi department (Talsi, Roja, Dundaga, Mērsrags), Saldus, Kuldīga, Liepāja and Riga Kurzeme departments joined in. The required preparatory work for cooperation with municipalities was performed. The Public Order Commission was already operating successfully in Talsi by solving problems related to the causes of offences. The staff also gradually accepted the idea of the need for change in everyday work organisation. Both municipalities and the population were informed about preparedness to change the previous work methods by regular publications in mass media.

One of the cognitions in the foundation of police work was that local police are solving local problems, emphasising just the problem solving, not the elimination of consequences.

There is no ready-made recipe how to change the existing work organisation, therefore, their own solution was sought. The territory serviced by Talsi District Police Authority was divided into four zones by establishing four groups. Five members of order police perform their duties in each of these groups (four district officers and one inspector for cases involving minors. Those are the teams responsible for activities in the serviced territory and contacts with the public (municipalities, schools, social service, orphan’s court, etc.).

One of the mistakes in introducing new work methods was that the change of work organisation was mainly performed in the work of district officers and inspectors for cases involving minors. Though staff of all structural units was notified of the change in work methods, everyone, especially during the initial stage (training), was not always involved.

The main emphasis was on the changes in organisation
of preventive work, because by investing more work in preventive activities less will be required for criminal procedure investigation. Special attention was paid to reducing the workload of district officers and inspectors for cases involving minors in the investigation of criminal procedures. Along with the district officers who serviced the defined territories, two staff members in the Order Police unit were assigned to the investigation of criminal procedures. If until now the district officers were, in fact, investigating criminal procedures until their delivery to the prosecutor’s office for commencing prosecution, during the project the criminal procedures were delivered for further investigation to this staff, thus providing more time for the performance of preventive work (general prevention).

The staff assigned to investigation were, in fact, performing the investigation work, i.e. the work of investigators of the Criminal Police unit; when defining the division of competences it was decided that inspectors of the criminal police would investigate especially grave and grave crimes, while the district officers would take care of criminal misdemeanours and less grave crimes as well as theft by breaking in (Part Three of Section 175 of Criminal Law) where damage caused was up to LVL 100 (about EUR 143).

It is currently not financially beneficial for police staff to perform prevention work (compared to investigating criminal procedures), because for good performance of prevention work the staff can receive a bonus of up to LVL 20 (about EUR 28), but for investigating criminal procedures – up to LVL 100 (about EUR 143). Thus, already in terms of remuneration, prevention work is valued lower than investigating criminal procedures.

The next direction of cooperation was cooperation with the municipality, especially by facilitating cooperation of various municipal institutions in clarification and elimination of causes for the offences. Several such municipality institutions may be distinguished:

1) The Talsi Municipality Public Order Commission (the aim of the Commission – to perform supervision of public security and order in the territory of Talsi municipality by coordinating its activities with law enforcement institutions in Talsi municipality; main tasks: analysing the security situation in the municipality, performing activities for discovering causes of offences and their elimination, etc.);

2) Talsi Municipality Council Traffic safety and Road Management Commission (provides proposals for ensuring safe movement of transport and pedestrians);

3) Talsi municipality local government advisory council for working with risk families (the task of the council – organising prevention work with respect to offences committed by minors, discovering problems and developing proposals for their solution).

As a result, representation of local police in practically all municipal institutions related, to any extent, to public security and order was ensured.

The chapter „Public order” was developed on the home pages of municipalities by including information about the district and minor case inspectors, their visiting hours, telephone numbers, e-mail addresses and serviced territory; photos of the staff were added, too.40

The change of work methods of the organisation, when introducing community policing methods, should be voluntary. Community policing methods cannot be referred to a particular police department unit or individual staff. This police work strategy and philosophy must be accepted by each staff member and the organisation as a whole. This requires huge explanatory work within the staff.

7.1. Time Devoted to Communication with the Population and the Role of the District Officer

One of the basic duties of a district officer is to patrol the serviced territory, have discussions with the population, house managers and their authorised persons, janitors and municipality staff, the staff of companies, institutions, trade and other objects; in such a way that the district officer gets to know the serviced territory, the operative conditions and gets acquainted with the population.

Community policing methods presume that the policeman knows the environment and people in the vicinity of operation. The purpose of all police activities arising from community policing philosophy is to increase effectiveness of police work by involving the public. What the local public perceives as a problem is important; involving policemen in public life is only a means (not the purpose) for solving problems by simultaneously increasing the prestige of police.

One of the forms of district officer’s operation is visiting hours for population in the serviced territory. This usually takes place in premises devoted by the municipality administration. When the customer registration journal was researched, it was concluded that the population is not active. So, other ways need to be explored for the district officer to learn about the problems worrying the local population.

Population forums take place in Talsi town and municipality on a regular basis and security issues raising concern of the population are always brought forward there. The last forum took place in 2010. Prior to the joint Talsi municipality forum, the so-called idea workshops were organised in each civil parish and town, in which the local population and the district officers servicing the respective territory took part.

In addition to large events, such as forums, ways should be found for the district officers to regularly meet with the local population outside the station, for example, in shops or parks. By devoting more time to contact with the population, the district officer may clarify what the population expects from him; may inform the population about the possibilities to improve the security situation; may organise events of local scale which influence the crime level and sense of security of the population; may perform various prevention activities on a daily basis.

The more time a district officer devotes to contact with the population, the greater the possibility for achieving obvious results:

- to decrease the number of offences in certain serviced territories;
- to decrease the population’s fear of becoming victims of criminal offences;
- to increase satisfaction of the population with police activities and trust in policemen;
- to obtain more information from the population that may be used for the preventive and punitive elimination of crime.

At the moment, neither external nor internal regulations define how much time the district officer should spend meeting with the population in the serviced territory. No record of such time is performed either.

It is deemed in foreign practice (for example, in the Netherlands) that one hour of work in the serviced territory is equal to at least three hours of work in the office. Our Czech colleagues have tried to arrange that the district officer would be located in the serviced rural territory at least four hours a day, but in the city – at least two hours.

Unfortunately in Latvia, especially in the city, it is difficult to attain a district officer who is outside the office, because the work assessment criteria are mainly targeted at the staff who spend most of their time performing investigative work.

However, management of the department is very important. For example, a road police staff may be required to visit, during his patrol, any of the institutions.
or companies in sight of the police and perform preventive work. Also, the leading police staff may, at its own initiative, react to the events in the city or solve some security problem.

In addition, other forms of contacting the population should be considered, for example, targeted contact establishment, visiting the meetings of the population, active participation in public life, etc.
Community policing methods should be introduced in servicing both rural and city territories, but work organisation in each of those is different. Foreign practice in this field varies. In some countries, the introduction of community policing methods has begun from the cities (capital cities), in others they start from small populated areas.

The most essential differences in the introduction of these methods are the possibilities of cooperation with local government and representatives of its institutions. The district officer servicing a rural territory has a greater opportunity of cooperating with the staff of municipality institutions, because their work is also often organised based on the territorial principle, moreover, the local power is authorised to solve issues of a local nature. Other ways should be sought to find the solutions in a big city.

The territory of a big city may also be divided into smaller serviced territories and it is possible to work as effectively as in rural regions.

At the moment, work has commenced to approbate the method in the territory serviced by Riga Region Riga City Kurzeme department, and already after the first months of work this approach is supported by the staff. Supposedly at the end of 2012, it will be possible to explore basic principles which would allow for the introduction of community policing methods in Riga, too.
7.3. Problem Solving Methods as a Constant Principle of Police Work

One of the constituent parts and the most complicated aspect in the introduction of community policing is problem solving. This method requires a continuously innovative approach by the staff and it will never be a completed procedure. The emphasis is on finding out and eliminating the causes of problems rather than eliminating already existing consequences. The problem solving method, in its essence, is just the opposite to the punitive method which is used by the police most often to resolve incidents, because it is much simpler to wait for a call to the particular site than to try to find out the possible factors facilitating crime and to prevent those.

Community policing methods require the skill of police staff to involve a wide range of cooperation partners in solving the problem, including the heads of organisations or particular individuals.

While implementing the problem solving method the police should: 1) accurately determine and define problems it intends to solve; 2) perform deeper analysis to find out the causes of problems; 3) conduct a wide search for solutions to eliminate the established causes and facilitate a long-term solution; 4) evaluate how successful such activities have been.

The Public Order Commission is established in Talsi town and Talsi municipality as well. It may be deemed as a crime prevention council of local scale. The Talsi Municipality Public Order Commission is an institution established by the local government and supervising public security and order in the administrative territory of Talsi municipality, which is subject to the Talsi Municipality Council Economy Committee and is financed from the budget of Talsi municipality. The purpose of the Commission is to perform supervision of public security and order in the territory of Talsi municipality by coordinating its work with law enforcement institutions in Talsi municipality.

The main tasks of the Commission are:
- analysing the security situation in the municipality;
- performing activities for detecting causes of offences and their elimination;
- performing coordination of public order and population security assurance procedures, research and development of proposals;
- analysing, systemizing the committed violations of public order to understand their causes and to develop proposals for their elimination;
- summarising and analysing the delivered proposals in the issues of ensuring public order;
- following-up the performance of preventive work in the municipality: to eliminate possibilities of purchasing alcohol outside the period set forth by law, to eradicate the consumption of alcohol in unpermitted places, as well as supervising how the presence of children in the streets or other public places in the absence of adults, during the hours when legal acts forbid such, is being controlled;
- developing proposals to the Talsi Municipality Council within its competence;
- cooperating with municipality, state and public institutions in the issues of public order assurance.

Inter-disciplinary problem solving is being used in both the work of the Public Order Commission and the Advisory Council with risk families as well as in everyday work of the police.

Several examples should be mentioned when a solution for security problems indicated by the population has been found by joint involvement of various institutions.

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41 Bylaws of Talsi Municipality Public Order Commission of 27.08.2009. (Available at: http://talsi.case.lv/upload_file/nolikumi/Sabiedriskas_kartibas_komisijas_nolikums.PDF)
Example 1. Entertainment Club

Cars drive into the parking area next to the entertainment club (which had been indicated by the population in the survey as an unsafe site), the persons in the cars listen to loud music and fighting often takes place at the door of the entertainment site. The owner of the club only provides for order inside the club. The population is not satisfied with the loud behaviour and music.

By using SARA (study, analysis, reacting and assessment) and PAT (problem analysis triangle), we can mark out:

- **the site** – surroundings of the club, parking area next to the club.
- **offenders** – drivers and passengers of cars, visitors of the club.
- **victims** – residents of the surrounding houses.

**To solve the problem, any of these three components** which are involved in the problem situation should be eliminated. Evacuating residents of surrounding houses would not be efficient, therefore one should start with the site and the offenders.

**Study** – swearing, loud music, disturbing noise.

**Analysis** – parking area is lit, public order is not being ensured near the club, police have received complaints earlier, but the activities performed have provided no result.

**Reacting.** Police decides that impact on the site and the offenders should be made. Amendments to the binding regulations of the municipality are then introduced in cooperation with the municipality by obliging the owner of the club to provide for public order not only inside the club, but also in a 50 meter radius around the club. The owner of the club is made responsible for the site.

The traffic sign „Parking“ of the parking place next to the club was supplemented by an additional sign „Switch off the engine“. The purpose of this activity is to influence the offenders, the youth who are not entitled to listen to loud music any more due to the new traffic sign.

**Assessment** – upon violation of requirements of these traffic signs the persons could be brought to administrative liability. After the performed activities, the number of complaints by the population about the noise in the above site minimised.

Example 2. A Shop in a Small Town

The area around the shop in the town centre was indicated as an unsafe place in the survey of Valdemārpils population, where youth used to drive their cars into the parking place and make noise. There was no lighting in this place.

The district officer, in cooperation with the municipality and the owner of the shop, managed to arrange lighting of the place. The municipality installed the lamp while the owner of the shop connected the electricity on his own account. After these events, complaints of the population on offences near this shop minimised.

This kind of possibilities for solving problems have also been used in other cases to solve security problems indicated by the population in the vicinity of their residence.

Using the problem solving (SARA) method and the problem analysis triangle (PAT) makes one switch from reacting to the event to performing activities for the purpose of eliminating the possibility of the offence. However, to perform and implement it, respective staff training is required, but the problems solved should become one of the criteria for the assessment of police work.

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Tišnov is a town with approximately fifteen thousand residents and twenty five policemen who also take care of several smaller villages in the vicinity. Problems had long been caused in this town by drawers of graffiti. Expansion of graffiti was partially minimised by the new legal acts in which the drawing of graffiti was classified as an offence and the system of surveillance cameras installed in the town centre, however there was no real order – new drawings appeared in the wagon park of the station again and again. Policemen were not able to wait each night for the graffiti drawers to show up or not, so they decided to look for another solution.

After learning the situation in more detail (policemen contacted representatives of the railway) it appeared that the problem is not in damages caused, because with respect to the written-off wagons those were tiny, but in the fact that drawers of graffiti were moving around the station territory which was closed to outsiders. Besides the fact that drawers of graffiti were not entitled to be there, the security of graffiti drawers was of special concern to the representatives of Czech Railway, especially at night, when cargo trains move at high speeds.

Negotiations gradually involved the secretary of the Chairman of the Council, a representative of the fire brigade, the school headmaster, representatives of the traffic department and child care department of the council moreover, one of the drawers of graffiti also provided some help. Finally, awarding a lawful and safe square for drawing graffiti was found to be an effective solution. One of the invited participants of the negotiations, the Road and Railway Directorate, possessed such a square. Nevertheless, this square was allowed for lawful drawing of graffiti under two conditions: the graffiti drawers will tidy the vicinity of the square and no new drawings will appear in the closed territories.

As far as is known, this agreement reached several years ago is still being complied with.

Example 2. „A Council of Three” for Security

An atypical, though effective model for monitoring security in town was established in Sokolov. The Head of the Sokolov district unit divided the town sections and assigned those to individual policemen. At the same time, he agreed on the same division with the Sokolov town police. One of the members of the Town Council became the third in each of such sections.

Thereby representatives of the Czech police, elected city council members and the town police formed a sort of security council in the district which, thanks to mass media, is well known to the local population. Along with reacting to problems, its work is mainly related to systematic communication with the public; they jointly address local population, meet them, and obtain information about what, as the population believes, is required and exchange information.

Thanks to such a council the Czech policeman has three pairs of eyes and ears – he has a great overview of his section and the cooperation partners support his efforts in solving particular problems. However, the issue of responsibility is also related to this, as the policeman is not assessed according to the administrative work performed by him, but as to whether there is order in his section and whether the population of the section is satisfied with the policeman’s work.

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Example 1. Graffiti – Talking is Enough

43 Hrinko M., Tošovský M. Examples from the Czech Republic Police Northern Moravia Regional Authority Ostrava Department Practice. [Materials of the introductory seminar of the project Community Policing in Latvia. Talsi, September 2009.]
Example 3. Football Hooligans

Football is one of the most popular sports in the Czech Republic, but like in other countries it is, unfortunately, also supplemented by violent fan behaviour. Until recently violence in stadiums was actually the task of Czech police – fully equipped policemen patrolled the stadiums and were ready to get involved in a fight against radical fans at any moment.

The situation has changed since the New Year after debates of police and football associations’ representatives – Czech police have moved outside the stadium and has formally transferred the responsibility to organisers (after all it is their private company), but it does not mean that policemen would not solve any situation in the stadium; just the opposite – they do, but using other means. Prior to every game, representatives of football clubs, security agencies monitoring the stadium and Czech police meet and jointly evaluate the risks of the competition. Operative information of police is especially valuable in order to perform sufficient security activities and the eventual risks would not be estimated too low.

The stadium operators are actually taking care of the security themselves and police are only supporting them. While pleasant changes for the audience are that fences, which separate the game field from platforms of spectators, are gradually being removed from the stadiums.

Example 4. Firemen against Drugs

The number of drug users started to grow rapidly in Brno, especially the number of toluene sniffers, moreover, the group of users more often tended to include children under fifteen because this drug was available to them both financially and physically (it was possible to purchase toluene in the shops of household goods).

The laws limiting access to habit-forming substances (alcohol, tobacco) do not include organic solvents and therefore it seemed that there is no way to make access of youth to toluene more difficult. Nevertheless, the solution was found, though it was not by police, but by firemen. The law On Protection against Fire sets forth the duty to abide to technical regulations and instructions relating to the fire safety of products, but the instructions for use of organic solvents usually provide for their storage in places not accessible to children. If these regulations are not obeyed, the administrative (in this case the regional fire and rescue) authority may impose sanctions (which cannot be done by police). When such argument was used, it was not difficult to persuade the sellers to cooperate, and toluene was removed from free trade and was issued only to those who could verify that they are over 15 years old.

This imperfect law has currently been eliminated, but the example provided illustrates very well that supposedly unsolvable situations may be solved, too. And though the policemen are not able to do it directly, the key to the solution was and is the initiative of the policemen.
Example 5. Roma Assistant to the Police

Mutual hate and mistrust between the policemen and Roma have been in place for a long time. Quite often Roma in the Czech Republic live in not too favourable conditions – in the apartments intended for those not paying rent and socially unfavourable citizens. The situation could possibly improve if there were more Roma on the police force, but they do not strive to work there very much.

In several towns this situation has been solved by using the so-called Roma assistant to the police – those are employees of the municipality or local non-profit organisations who mainly represent the socially isolated Roma territories and their task is building bridges between the Roma populations and the police. They patrol together with the policemen and get involved in solving problems learned during such patrol. In this way, it is being proved that actually police are not an unfriendly institution.

Thanks to the Roma assistants it has been possible to detect and document unlawful activities directly affecting the Roma community, especially with respect to the events of loan sharking and blackmailing. The Roma assistants are not only the source of valuable information, but also a bridge over the deep abyss of mistrust as is the usual attitude of Roma towards police. The work of assistants is paid for by the town councils or non-profit organisations.

Why not do something in a different way, if it works and does not require financing?

The above examples demonstrate how diverse the community policing approach can be. Policemen are still looking for ways to implement it sometimes, more and sometimes less successfully, but there are places where community policing has really become the main principle in determining the working days and relations of policemen with the public in the location where the police are operating. The most essential issue in the above examples is that they reflect both the activities where it is not possible to get along without favourable laws and the activities where it requires only common sense, enthusiasm and attempting to do something notwithstanding how unfavourable the current conditions are.

The authority of the head of division and the required support from the regional authority maybe even more important for implementing community policing, than enthusiasm of policemen in the departments is. Any attempts to introduce changes are quite often very complicated, therefore the ability of police to implement the ideas in practice is closely related to the abilities of electing the persons to leading positions who want and can change the enrooted techniques. It is not just changing tools, but changing the attitude to operation of the whole organisation in general.
8. The Importance of Preventive Activities in Police Work

It goes without saying that the public expects the State Police to provide information and advice on security issues as well as trusts that police are performing activities for preventing offences and other violations of law. Elimination of offences and other violations of law are some of the tasks of police established by the law On Police. The law On Police also sets forth the duties of police staff in implementation of these tasks.

It is important to clarify the causes and conditions which facilitate committing the offence or another violation of law, because only by performing targeted activities for elimination of causes and facilitating conditions we may speak about successful prevention, rather than continuously fighting with the consequences. The Criminal Procedure Law does not set forth the duty to discover causes and conditions that facilitate committing the offence any more. Such duty has remained only with respect to administrative violations. However, notwithstanding the possibility provided by law to provide proposals on the need for activities to eliminate the causes of administrative violations and their facilitating conditions, such an option is not always used.

Unfortunately, in the police work so far, the emphasis has been on detection of offences and other violations of law, but their prevention has been left untouched. The above is directly related to the demand for detection of offences, the number of criminal procedures delivered to the prosecutor’s office for commencing prosecution and the number of drafted administrative protocols. There are also circumstances developed for the police staff to be more interested in detecting grave or especially grave crimes and investigating criminal procedures rather than in performing the prevention work (which essentially is the elimination of these grave and especially grave crimes).

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44. The law On Police of 04.06.1991, Part One of Section 3.
45. The duty of any police officer throughout the entire territory of the Republic of Latvia, regardless of the position held by him or her, location or time, shall be, in cases when persons address the officer with an application or a report about an incident which endangers the security of persons or the public, or if the officer determines such an incident himself or herself, to take all measures possible to prevent a violation of the law (Section 9 of the law On Police). Pursuant to the tasks of police and according to what is discussed in Part One of Section 10 of the law On Police the basic duties of a police officer, in conformity with the competence of the service, are, for example, the following: to conduct investigations pursuant to the requirements of the law; to conduct the necessary operative searches and other measures prescribed by law in order to detect, stop or prevent criminal offences; to prevent and stop administrative violations; within the scope of his or her authority, disclose the causes of criminal offences and administrative violations and contributing circumstances to such, and carry out measures to prevent such; participate in providing the legal education of persons, etc. (Paragraphs 4, 6, 7 of Part One of Section 10 of the law On Police).
46. Section 48 (Discovering the Causes and Conditions Facilitating Committing the Offence) of Latvian Criminal Procedure Code (LCPC) which was in force till October 2005 provided that the during the pre-trial investigation and the trial of the criminal case investigating institution, the prosecutor and the court should discover the causes and conditions which have facilitated committing the offence.
47. Section 237 (Tasks of record-keeping in administrative violation cases) of Latvian Administrative Violations Code (the AVC) sets forth that one of the tasks in administrative violation cases is to ascertain the causes and circumstances which promote the commitment of the administrative violation, as well as to prevent the violations and to bring up the citizens in the spirit of law abiding and to strengthen lawfulness. While Section 278 of the AVC (Proposals regarding elimination of causes and facilitating circumstances for commitment of administrative violations) sets forth that The institution (official), which adjudicates the matter, having determined causes and facilitating circumstances for commitment of violation, shall submit the proposals to the relevant merchants, institutions, organisations and officials regarding the necessity to carry out measures for elimination of these causes and circumstances. The above organisations and persons have the duty to notify the institution (official), which has submitted a proposal, of the measures performed within one month from the day of the receipt of the proposal.
48. Paragraph 2 of Annex 4 Bonus for Service Related to Special Risk and for Conditions Related to Specifics of the Service of the 21.06.2010 Regulations of the Cabinet of Ministers No. 568 Regulations on Monthly Salary and Special Bonuses for Officials of Institutions within the System of the Ministry of Interior and the Prison Administration provides for a bonus for combating grave crimes of up to LVL 200 (about EUR 284); Paragraph 7 – for the official performing pre-trial investigation, of up to LVL 100 (about EUR 143), but for the officials directly performing, organising or managing special activities in prevention and detection of violations of law – up to LVL 20 – about EUR 28 (Paragraph 10).
8.1. Preventive Activities in the State Police

Prevention of offences (preventive work) is an integral part of the police work. Unfortunately, during recent years it has not always been a priority of the State Police and the Ministry of Interior, which has been explained by insufficient human resources and lack of material resources. Attention has been mainly and successfully paid to preventive work in schools and kindergartens as well as to issues of traffic safety. There has been support provided in the field of traffic safety by other state institutions and insurance companies also (Traffic safety Council, BALTA, etc.) which is an example that good results in this work may be best attained by working in a team.

Preventive activities of the State Police in the field of traffic safety have been financed by the Traffic safety Council for nine years already. The Prevention Board is using these funds to develop various handouts on traffic safety every year, which upgrade the preventive work and facilitate the improvement of the traffic safety situation. A campaign *Be seen (Esi redzams)* takes place every year during the period from 1 November and it informs about the importance of reflectors in traffic safety. The State Police staff annually participate in the campaign *Security Days (Drošības dienas)* throughout Latvia which takes place in schools, kindergartens and other institutions. Over several years the characters created by the State Police for the children audience, Tomcat Rūdis and Beaver Bruno, have become recognised by the children in kindergartens and schools. During the campaign *Safe Summer – Your Summer (Droša vasara – Tava vasara)* (took place from April to August 2011) 1,988 preventive activities were organised in various educational institutions, children and youth centres and camps. Within the campaign *Security Days at Schools – 2011 (Drošības dienas skolās – 2011)* (took place in September 2011) 1,552 preventive activities in various educational institutions, children and youth centres were organised.

The greatest interest during the campaigns has been initiated by preventive activities which provide education in the field of traffic safety and tell about the mutual relations of students as well as explain the issues of legal relations.

Notwithstanding the above discussion, it should be admitted the State Police lacks, however, targeted activities in other target audiences – general prevention in youth, adult and senior age groups. For example, the Czech experience in planning and implementing prevention activities is better considered. The state strategy for crime prevention has been developed by the Ministry of Interior of the Czech Republic since 1997. Financing of approximately three million Euros is assigned annually for prevention projects in the country. One of the conditions for the project is cooperation between the police and the local government. The Ministry of Interior of the Czech Republic is currently preparing a new strategy for 2012–2015. They intend to change the emphasis from the so-called *primary prevention* to focused prevention which is related to particular offences and offenders – it is more related to identifying and solving of local security problems.

There is similar experience in Estonia and Lithuania as well, where police services draft their crime prevention strategies by defining priorities for individual target groups.

The issue of crime prevention in the Republic of Latvia is currently addressed in the declaration of the government. Though there are important priorities mentioned in the declaration, it cannot be the only basis for planning everyday prevention work. The State Police should develop its own crime prevention strategy.

The main precondition of prevention – if we want to do something, it should be done *here and now*, because it is always easier to find reasons to postpone doing something (for example, absence of funding or human resources) than to pay more attention to police prevention work. In the ideal situation, prevention work can also become a
possibility for resource saving. Of course, it won’t be easy to prove the relation between activities performed and the offence which has not happened and which would eventually have caused much greater financial damage. Upon performing calculations of costs which would occur in investigating the offence, detaining the suspects and performing pre-trial investigation, the volume of state funds required would be much greater.\textsuperscript{52}

Along with the already existing possibilities of working in the field of prevention within the organisation, police services abroad are trying to attract additional funding and support for the introduction of various prevention activities by using both the possibilities of the European Union funds and non-governmental organisations and private partners. Therefore, when prevention projects are introduced, police staff needs to acquire the skills for implementing their idea and, if required, also the abilities to allow for drafting the project application or addressing potential partners for attracting the funds. As long as project management skills are not specially taught as part of the police work, their acquisition requires time and experience.

Because a wide range of methodology materials on project development is available in the public space, more information in this book will be devoted to the specifics of a project developed in the field of prevention in police service.


\textsuperscript{50} Crime prevention strategies of the EU countries are available on the homepage http://www.eucpn.org/strategies/index.asp

\textsuperscript{51} Declaration on envisaged activities of the Cabinet of Ministers led by Valdis Dombrovskis. (Available at: http://www.mk.gov.lv/lv/mk/darbibu-reglamentejosie-dokumenti/valdibasdek/)

\textsuperscript{52} See sub-chapter Community Policing Assessment Criteria of the chapter The Standards Characterising Democratic Police Organisation.
Any project begins with a project idea. If the idea has earned sufficient support in the company or in a like-minded group then the work on its implementation may be started. The project ideas may occur:

- within the police staff as a result of discussions and meetings;
- when learning about good practices in a training seminar or during an experience exchange visit;
- when analysing the statistics available to police (including the statistics available from other state institutions and the data of surveys of the population);
- during cooperation with non-governmental organisations and interest groups of the population which have identified the issues to be solved;
- from the experience of experienced police staff or personal experience in contact with the population.

By discussing the idea with potential cooperation partners and representatives of the target group, the vital capacity of the project idea and the desire of cooperation partners to get involved in implementation of these activities may be assessed. When the project team is formed, each participant should have a role in the procedure of activity implementation. In many cases discussions with the responsible representatives of municipalities and other state institutions are required, because their support during implementation of project activities may turn out especially important and significant. This also relates to resources and databases which are available already, for example, for distribution of information of a preventive nature – homepages, free municipality newsletter for the population and other possibilities.

There are several organisations in Europe which promote in their work the importance of crime prevention in guaranteeing the sense of security for the population. One of the wide-known organisations among law enforcement institutions is the European Crime Prevention Network.

There is wide information available in English on the projects of non-governmental organisations and such projects developed together with the police and public such as Neighbourhood Watch, Community Alert and other initiatives, and the samples of prevention handouts and project ideas may be found, too.

Within this project, we tried to study the experience of the Czech Republic police in the field of prevention projects. During the international seminars arranged within the project, the participants were informed about the following projects implemented in the Czech Republic:

- The campaign *A car is not a safe*, during which the population is informed about the need to avoid leaving valuable things in the car. The idea had occurred by analysing the statistics available to police with respect to an increase in the numbers of theft from cars. The initial idea was born in Britain.

- The campaign *Policeman of your street*, during which police staff tried to be identified in their service territories (including bigger towns and blocks of buildings). The idea had occurred by researching foreign experience for the purpose of bringing the population and police of big cities closer together.

- The campaign *Stop 24*. Special stickers are printed for the cars which indicate that the car is not being used during night time. The aim of the project – making identification of such cars easier in the event of theft.

- The project *Seniors for themselves* for older people. The most active seniors were trained during the project, who later distributed further, among their friends and acquaintances, the information on security issues and the ways of not becoming a victim of an offence. Special handouts, the senior security bags, were also distributed to the seniors. The bag contained various booklets with security advice and information hotlines, reflectors and reflecting elements as well as noise signals for sounding the alarm. The main
idea of the project – the most active seniors of the vicinity feel useful for the public and help the police to reach the target audience which is not always reached by the policemen themselves. The idea has evolved after research of statistics of the recently growing number of offences in which the victims have been older people.

• The project Police hand that was implemented in supermarkets and other public places with the aim to alert the population about pick-pocketing and to invite them not to leave their belongings unattended. If a person had left his/her belongings unattended, a brochure in the form of a hand was put into his/her bag, containing suggestions developed by the police with respect to security. Similar campaigns, now with youth participation, have been implemented by using potatoes which were put into unattended bags. The project idea had occurred by analysing the increase of pick-pocketing in supermarkets of the particular vicinity and complaints of the population.

• Distribution of various informational materials among police staff – the pocket-format informational materials on various subjects (for example, identification of a drug user and advice for the policeman’s action; advice on activities when attending the call of domestic violence, etc.). A total of seventeen different subjects were elaborated. The project idea had occurred after meeting with a lack of knowledge of policemen about particular actions expected from them in concrete situations. The main purpose to unite the prevention work theory with practice and educating the police staff by making their work easier.54

Cooperation with mass media was of special importance in these projects; they were informed about the course of the project from its beginning to the very end, and they provided additional support.

Considering the practice of State Police of Latvia in the field of prevention and the available State Police statistics on offences committed during this project, we tried to devote additional attention to prevention projects related to adults. We implemented several public information campaigns in the course of the project which were aimed at educating the population on various security issues.

The campaign A car is not a safe was carried out first and it received a wide response from the public and police staff. Handouts of the campaign, air fresheners for cars with attached information material for the population, were distributed throughout Latvia. A total of more than 90,000 copies of prevention materials were distributed. The idea of the campaign was borrowed from foreign experience, because theft from cars is a widespread problem in Latvia, too, especially in the region of Riga.

Information campaign on security of the property – a brochure for the population for assessment of security of the property. The idea was borrowed from foreign experience and the information available on internet. A total of 50,000 copies were distributed. The brochure gained popularity among the population and house managers because it provided the ideas and the possibility to assess the security of personal property without the presence of the police staff.

The campaign on possibilities of filing the complaint about the work of the State Police. As long as one of the basic principles of police work in democratic society is the possibility to appeal unlawful actions of police staff, 10,000 brochures in Latvian and 5,000 brochures in Russian were prepared within the project and they were distributed in police stations as well as by other law enforcement institutions and those working in the field of human rights.

The campaign Cyclist security. The ever increasing number of cyclists on the streets of Riga has significantly changed the situation there. Unfortunately, it also relates to many unsolved issues from the perspective of pedestrian and driver security. According to the statistics available to the State Police the number of cyclists under the influence of alcohol increases
Community Policing in Latvia 2009–2012 Experience and Next Steps

every year. There were 50,000 brochures in Latvian and 25,000 brochures in Russian distributed to the population. It is still necessary to improve the culture of using bicycles on the roads and cycling passages, therefore it is suggested that the work started should be continued.

By using the existing preventive work at schools and other educational institutions, the information material for youth Be Free! (55,000 in Latvian and 40,000 in Russian) was distributed within the campaign „Security Days at Schools”. Notwithstanding the annual frequency of the campaign, there is still a lack of handouts for the students. Such materials should be prepared and distributed every year.

Special response and interest among the population was caused by the campaign for the seniors and the police alarm buttons, or the self-defence device with the sound signal, distributed among representatives of professions working on night shifts. There were 3,000 handouts distributed during the campaign, however, considering the interest and response of the population, it should be concluded that their number could be much larger and repeating a similar campaign within the next project should be considered. The above mentioned campaign demonstrated that the internal sense of security of the population plays an important role and that they are grateful to police for such kinds of preventive advice and, of course, for the obtained self-defence device.

Many project ideas may be implemented with minimum finance, but if required, then financing can always be found for a good idea.

A project manager or persons implementing it should answer several questions:

- What do we want to attain or change with this project (awareness of population about the crime risks, decreasing the number of offences in the particular vicinity, etc.)?
- What are the possible ways of attracting funding (project tenders, municipality support, donations, support from private partners and companies)?
- What means do we need in order to attain change (provision of information, auxiliary materials and handouts, training, public involvement, etc.)?
- What resources are available to us already (for example, human resources, premises, knowledge and existing cooperation, volunteers, etc.)?
- What and how much funding is required (money or other resources required for project implementation – time, premises, media support, notification of staff, etc.)?
- What are the conditions for attracting funding – guidelines for developers of application for project tender (who can apply, what is the required co-financing, what costs and in what amount is the potential project supporter prepared to cover, within what period the project should be implemented and other questions which are usually described in more detail in the guidelines for those filing the project applications)?

When you have answered these questions, the application forms and the list of documents to be filed which relate to the chosen project tender should be researched in due time. This will provide more time and possibility to draft a good project application. Quite often, the period from the moment of announcing the project tender till the moment of filing the project application is very short, therefore due preparation will help in achieving a successful result.

And if you also contact private partners, you will leave a better impression if these issues are over in advance and you will be able to present your idea as accurately as possible.

In the police practice of the Czech Republic, there is an example of good cooperation with a private beer brewery which has supported a project with the aim of limiting drinking and drunk driving. The interest of police in
this project was to support the law abiding drivers by handing out useful police handouts to them (for example, parasols and information brochures containing police advice) while the interest of the private partner in this case was in advertising the company and its new product: alcohol-free beer. This campaign has taken place several years in a row. Such types of cooperation projects with producers and insurance companies are possible in Latvia, too. Successful cooperation with Joint Stock Company Balta was implemented in 2011 – research was performed on theft from the properties and the data from it were used to prepare the information of a preventive nature and were distributed to the population through mass media.

53 For more information about this network visit http://www.eucpn.org/.
54 Projects have been implemented in the Czech Republic Southern Moravia Region police, including the City of Brno. Materials prepared by S. Svabodova and M. Hrinko have been used in the project description.
For the Findings

The final conference of the project Community policing in Eastern Europe – achievements and next steps took place on 13 and 14 March 2012. More than 60 participants were present at the conference, the largest number of them from Latvia.

The purpose of the conference was to gather police representatives of Latvia, Lithuania, Estonia, Czech Republic and Poland and to exchange experiences in introduction of the community policing methods in the countries of the former Soviet Union. The following main issues were proposed for discussion: police partnership with local public, municipality and other institutions; police work planning and use of data in planning prevention activities. One of the most essential issues was related to possibilities of practical introduction of community policing methods in big cities as well as the criteria for district officers’ work assessment.

At the end of the conference several working groups were organised for the purpose of agreeing on the proposals for introduction of community policing methods in the State Police. Instead of the findings, the project team suggests the proposals for successful introduction of community policing methods in Latvia developed by the participants of the conference.

By summarising the opinions of participants it was concluded that introduction of community policing methods should be essentially based on three cornerstones:
1. the role of top management and the immediate supervisor;
2. creation of conditions required for introduction of community policing methods – change of day-tale, bonus assessment criteria and assessment and additional payment criteria;
3. training.

The Role of Top Management and the Immediate Supervisor

The majority of participants admitted that popularisation of community policing approach and idea on all management levels is required, however the importance and support of the State Police top management and the team of central administration was recognised as the most essential. The top to bottom approach was considered as advisable model for introduction of community policing methods, i.e. the top management shall direct the ideas to heads of the regions, heads of the regions shall forward those to heads of the departments, until finally they reach the district officers. The top management shall undertake the popularisation of the new approach until it becomes a work philosophy of the entire State Police staff. The staff indicated that it will not be possible to introduce community policing methods in the State Police without the management and a systemic approach, because „the philosophy must come from the top”. Besides the popularisation of the idea, a vision and the green light for its introduction are also required. A particular aim that we want to attain should be formulated in the vision. Also, the community policing approach should be included in the strategic documents.

When developing the community policing introduction strategy „the top management should listen to the lowest level workers”. It was also emphasised that it is not possible to introduce community policing methods simply „by means of an order” (without explaining the
methods and involving all services of the State Police).

There were also participants, though, who believe that it is possible to introduce community policing methods both from the bottom and the top of the chain of command, because the greatest role is played by the immediate supervisor and personal desire of everyone to work using modern methods. „A head who wants to evolve himself” was mentioned as one of the keys.

Though the project proved that community policing activities may be introduced as pilot projects only with the support of the head of department, such approach should be left for the testing stage of the ideas. It cannot be denied that changes may be introduced more successfully only and solely with the support of the management. As long as introduction of community policing methods requires changing the police work philosophy, it definitely must be supported on the level of the top management. At the same time, if the management level has dozed off with introduction of required changes, the lowest level workers may create precedents by demonstrating that it is possible to work differently.

Creation of conditions required for the introduction of community policing methods and change of assessment criteria.

Simple popularisation of the idea will not be enough to introduce the community policing approach in everyday work of the police. For the vision to live and for every police staff member to believe that the commitment of the management to introduce community policing methods is serious, particular conditions should be created for it. The first task to be done by the top police management and the most essential evidence that the police are ready to change is the equalisation of the importance of prevention work to the detection of criminal procedures.

It should be possible to receive appropriate bonus for the implemented prevention projects or activities, for example, up to LVL 100 – about EUR 143 (such exists at the moment for the detection of criminal procedures). Until the bonuses are equalised, the talk of management and politicians on the importance of prevention and reviving the role of the district officer in the police is small talk.

Along with reviewing the system of bonuses, the police work day-tale criteria should be reviewed and many needless reports about which it is often said „the prevention service sometimes does not know itself what all of the statistics are needed for” must be cancelled.

To the extent possible, the district officers should be relieved from reports and criminal procedures. The current police work day-tale „does not provide the district officer with the opportunity to reflect the volume of his/her prevention work by solving security problems in the vicinity or performing communication of a different nature with the population”. This system also does not include reporting about, for example, the unsafe sites which have been dealt with/put in order together with cooperation partners. Such kind of work performed for the benefit of the public „is also not mentioned inside the organisation and it is not reflected in annual reports”.

Reviewing the work duties on a daily basis and work planning skills of the head are of great importance, too. If the management wants to put the work of district officers in order by also providing the opportunity of spending time outside the office, the officer will create conditions to perform these duties. Management of the department may also indicate the needs of the public and the topical issues when assigning the daily work tasks.

Selecting appropriate staff for both district officer and management positions was mentioned as essential also, because communication skills and receptiveness in
working with the population are very important in these positions.

In addition to the above, there were also discussions about improving the work conditions, material and technical means and raising the salaries.

It was admitted that there is a need to consider the improvement of internal communication throughout the entire State Police, because there are examples of good practice in many departments, but they are not summarised together.

Training

Training and educating the staff were mentioned as one of the solutions for introduction of community policing methods and the related change of thinking „from punitive to service provision”.

The role of State Police College and its ability to provide training on community policing methods and philosophy were discussed and it was noted that „theory is not in line with the practice” and that „lecturers should be found outside the system”. It was indicated that „service-oriented police work” should be taught in college and training courses related to subjects of legal acts should be more balanced with those related to communication with people and collaboration partners and those strengthening the personal value of a policeman as a professional.

The possible solutions mentioned included involving those persons who „have already tried” the community policing methods in the capacity of lecturers, providing for „study trips for enthusiasts to foreign countries” as well as publishing training literature on prevention issues.

Along with the three issues discussed above, the participants of the conference also mentioned the need for cooperation with other institutions, for example, the municipal police.

„We are full of energy to introduce, continue and implement community policing. We shall use every effort to convince our colleagues of its expediency. Thank you!”

55 Quote from the summary of the project final conference Community policing in Eastern Europe – achievements and next steps assessment questionnaires.
### Annex 1

**COMPARISON OF MAIN ASPECTS OF LATVIAN AND FOREIGN EXPERIENCE IN THE CONTEXT OF THE PROJECT**

<table>
<thead>
<tr>
<th>Foreign Experience</th>
<th>Latvian Experience</th>
</tr>
</thead>
<tbody>
<tr>
<td>The organisation has its mission, vision and strategy. Individually developed strategy in the field of crime prevention is available.</td>
<td>No such document is elaborated in the State Police of Latvia. There is no unified state strategy in the field of crime prevention in Latvia.</td>
</tr>
<tr>
<td>In the big cities as well, police work with population is organised so that the responsible staff could meet the local population and their representatives regularly.</td>
<td>The district officer service operates more or less successfully in rural areas and in small towns only. In big cities and in Riga, the population does not know their district officer and police do not have good knowledge of security problems of the local population.</td>
</tr>
<tr>
<td>The time spent in the serviced territory ratio to the work with documents in the office is 40% to 60%. Staff should be accessible to the population.</td>
<td>District officers are mainly working with the investigation of criminal procedures and administrative violation cases. There are approximately 180 criminal procedures processed by one officer in Riga on average.</td>
</tr>
<tr>
<td>Population Surveys are performed regularly, thus learning how the police work is assessed. The results of the surveys are one of the criteria for assessing police work and they are used as justification in evaluating salary increase or awarding bonuses.</td>
<td>Population Surveys have been performed in Latvia within various projects since 2008; analysing data and their use in the assessment of police work has only begun.</td>
</tr>
<tr>
<td>No criminal cases are initiated for minor offences related to property; police only take account of those.</td>
<td>The initiation of the criminal procedure is set forth in the Criminal Procedure Law for minor offences as well. Legislation initiatives to simplify the criminal procedure have not gained sufficient support of the legislator and the public so far.</td>
</tr>
<tr>
<td>Preventive work is assessed on an equally high level – it is equal to the investigation of criminal cases.</td>
<td>The system of bonuses facilitates the detection of offences, but does not facilitate preventive work. (Additional payment for good preventive work is up to LVL 20 (about EUR 28), but for the investigation of criminal procedures it is up to LVL 100 – about EUR 143).</td>
</tr>
<tr>
<td>Both quantity and quality indicators are used in work assessment, including also assessment of preventive work.</td>
<td>Quantitative indicators are used in work assessment. There are no unified criteria for assessing preventive work.</td>
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<tr>
<td><strong>Foreign Experience</strong></td>
<td><strong>Latvian Experience</strong></td>
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<tr>
<td>Members of the public are being widely involved in ensuring public order; individual responsibilities are delegated to municipalities, house managers, parents, etc.</td>
<td>Cooperation of police and the public in ensuring public order has only begun; quite often it depends on the initiative of particular police staff. In general, the public are not informed about its duties and possibilities of involvement in ensuring public order, and do not feel jointly responsible.</td>
</tr>
<tr>
<td>The police philosophy and principles of community policing are set forth by legal acts.</td>
<td>The law On Police is one of the oldest in Europe (adopted in 1991); discussions on elaboration of a new law have been started.</td>
</tr>
<tr>
<td>The possibility of entering into cooperation agreements and involving partners is also fixed in legal acts.</td>
<td>No such kind of training is offered to the commanding staff of the State Police and many managers do not possess the required knowledge, abilities and skills.</td>
</tr>
<tr>
<td>Regular training of commanding staff of the police is provided and the subjects of the value system of the service and effective management are especially emphasised there. Effective internal communication is ensured and decisions adopted by management are explained.</td>
<td>Many State Police staff members do not use the <em>Intranet</em> system due to various reasons. News magazines or other kinds of handouts for the staff are not developed due to financial considerations.</td>
</tr>
<tr>
<td>Annual public police report is widely available (it is a report specially prepared in the language understandable to cooperation partners and the population).</td>
<td>State Police offers its work summary to the public; however it is a long and complicated document, difficult to understand for an ordinary citizen. Discussions on development of a new reporting format have been started.</td>
</tr>
<tr>
<td>Reports on the work of particular police units at the local level and solutions of local security problems are offered to the public, too.</td>
<td>Reports on solutions of security problems in particular municipalities and districts from the resident’s perspective have been offered, so far, only in pilot areas of the project. Examples of successful cooperation are reflected only in individual cases.</td>
</tr>
<tr>
<td>The police use the problem solving method in their work and react to problems in their early stages. Special resources are allocated to this, too. The work done is reflected in a manner understandable to the public.</td>
<td>The problem solving method is used in the State Police work in individual cases only. Such cases are not individually taken account of and assessed. Reacting to facts which have occurred prevails. Current reporting criteria developed by the State Police Chief Order Police Authority do not include the option for their taking account of and assessment.</td>
</tr>
</tbody>
</table>
Annex 2

POLICE WORK ASSESSMENT IN TALSI DEPARTMENT IN 2009–2011

<table>
<thead>
<tr>
<th>No.</th>
<th>Description</th>
<th>2009&lt;sup&gt;as&lt;/sup&gt;</th>
<th>2010&lt;sup&gt;as&lt;/sup&gt;</th>
<th>2011&lt;sup&gt;as&lt;/sup&gt;</th>
<th>Changes in 2010</th>
<th>Changes in 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Police work assessment of (within the scale from 1 to 10)</td>
<td>Was not measured</td>
<td>6,3</td>
<td>7,1</td>
<td>-</td>
<td>+ 0,8</td>
</tr>
<tr>
<td>2.</td>
<td>Number of population believing that police work has improved</td>
<td>Was not measured</td>
<td>55 % (24 % have no opinion)</td>
<td>81 % (2 % have no opinion)</td>
<td>-</td>
<td>+ 26 %</td>
</tr>
<tr>
<td>3.</td>
<td>Identification of district officers</td>
<td>57 % know the district officer</td>
<td>58 % know the district officer</td>
<td>83 % know the district officer</td>
<td>+ 1 %</td>
<td>+ 25 %</td>
</tr>
<tr>
<td>4.</td>
<td>Satisfaction with the work of district officers</td>
<td>Was not measured</td>
<td>80 % satisfied</td>
<td>87 % satisfied</td>
<td>-</td>
<td>+ 7 %</td>
</tr>
<tr>
<td>5.</td>
<td>Sense of security during dark hours of day</td>
<td>75 % feel safe</td>
<td>76 % feel safe</td>
<td>85 % feel safe</td>
<td>+ 1 %</td>
<td>+ 9 %</td>
</tr>
<tr>
<td>6.</td>
<td>Every person must get actively involved in solving security issues of his/her place of residence</td>
<td>90 % agree</td>
<td>90 % agree</td>
<td>99 % agree</td>
<td>+ 0 %</td>
<td>+ 9 %</td>
</tr>
<tr>
<td>7.</td>
<td>At my place of residence, police are easily accessible and available</td>
<td>64 % agree</td>
<td>63 % agree</td>
<td>63 % agree</td>
<td>- 1 %</td>
<td>+ 13 %</td>
</tr>
<tr>
<td>8.</td>
<td>At my place of residence police successfully provide for order and security</td>
<td>56 % agree</td>
<td>67 % agree</td>
<td>76 % agree</td>
<td>+ 11 %</td>
<td>- 2 %</td>
</tr>
<tr>
<td>9.</td>
<td>If possible, I avoid contacting the police</td>
<td>59 % agree</td>
<td>61 % agree</td>
<td>91 % agree</td>
<td>+ 2 %</td>
<td>+ 30 %</td>
</tr>
<tr>
<td>10.</td>
<td>At my place of residence, police are well aware of the problems troubling the population</td>
<td>47 % agree</td>
<td>60 % agree</td>
<td>59 % agree</td>
<td>+ 13 %</td>
<td>- 1 %</td>
</tr>
<tr>
<td>11.</td>
<td>At my place of residence, police involve the population in solving security issues</td>
<td>26 % agree</td>
<td>34 % agree</td>
<td>43 % agree</td>
<td>+ 8 %</td>
<td>+ 9 %</td>
</tr>
</tbody>
</table>
The survey was conducted by Mārketinga un sociālā pētījuma aģentūra Fieldex SIA. Time of survey: from 20 November till 14 December 2009. Sample volume reached: 1,006 respondents. Surveying method: Face to face interviews at places of residence of the respondents. Sampling principle: random representative selection pro rata general volume of population of Talsi, Dundaga and Roja municipalities.

The survey was conducted by FACTUM SIA. Time of survey: from December 2010 to January 2011. Sample volume reached: 1,010 respondents. Surveying method: quantitative research by using multi-modal approach for obtaining data and by performing computerised telephone interviews (CATI) and direct interviews (Street EYE). Sampling principle: representative selection of population in Kurzeme region by considering the principle of disproportion and by ensuring analysis of the results according to territorial division of the SP regional authorities.

The survey was conducted by FACTUM SIA. Time of survey: from 5 November till 17 November 2011. Sample volume reached: 1,082 respondents. Surveying method: quantitative research by using the direct interview method (PAPI). Sampling principle: representative selection of population in Kurzeme region by considering the principle of disproportion and by ensuring analysis of the results according to territorial division of the SP regional authorities.

<table>
<thead>
<tr>
<th>No.</th>
<th>Number of registered offences</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>Changes in 2010</th>
<th>Changes in 2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>12.</td>
<td></td>
<td>935</td>
<td>750</td>
<td>671</td>
<td>-19.8%</td>
<td>-11.7%</td>
</tr>
<tr>
<td>13.</td>
<td>Number of registered thefts</td>
<td>534</td>
<td>455</td>
<td>391</td>
<td>-14.8%</td>
<td>-16.4%</td>
</tr>
</tbody>
</table>

56 The survey was conducted by Mārketinga un sociālā pētījuma aģentūra Fieldex SIA. Time of survey: from 20 November till 14 December 2009. Sample volume reached: 1,006 respondents. Surveying method: Face to face interviews at places of residence of the respondents. Sampling principle: random representative selection pro rata general volume of population of Talsi, Dundaga and Roja municipalities.

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58 The survey was conducted by FACTUM SIA. Time of survey: from 5 November till 17 November 2011. Sample volume reached: 1,082 respondents. Surveying method: quantitative research by using the direct interview method (PAPI). Sampling principle: representative selection of population in Kurzeme region by considering the principle of disproportion and by ensuring analysis of the results according to territorial division of the SP regional authorities.

59 Overview of results of work of the SP Kurzeme Regional Authority and its structural units in 2011

60 Overview of results of work of the SP Kurzeme Regional Authority and its structural units in 2011
Annex 3

WORK PRIORITIES FOR THE STATE POLICE KURZEME REGIONAL AUTHORITY TALSI DEPARTMENT IN 2010–2012 (SUMMARY)

<table>
<thead>
<tr>
<th>Aim 1: To increase the level of trust and satisfaction of the population with the police work</th>
<th>Aim 2: To enhance the sense of security of the population of Talsi, Roja and Dundaga municipalities by decreasing the number of offences</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Task 1</strong>: informing the wider public about the police work by working in close cooperation with other partners</td>
<td><strong>Task 1</strong>: developing close cooperation with municipalities by notifying them about security problems indicated by the public and by looking for joint solutions</td>
</tr>
</tbody>
</table>
| Activities:  
• preparation of a planning document on priorities of police work  
• discussion of the work plan with cooperation partners (municipalities, schools, businesses, NGOs, etc.)  
• provision of an overview on the work done in solving security problems indicated by the public | Activities:  
joint solution of the following problems:  
• insufficient lighting  
• wandering animals  
• leisure facilities for youth in municipalities  
• control of compliance with traffic rules  
• alcohol consumption in public places  
• dealing with the unsafe sites indicated by the public in Talsi, Roja and Dundaga municipalities |
| **Task 2**: learning, once a year, the opinion of the local population about security problems and the sense of security at their places of residence | **Task 2**: performing activities to reduce the number of theft in Talsi, Roja and Dundaga municipalities |
| Activities:  
• to conduct, at the end of each year, the survey of the local population about their sense of security, satisfaction with police work, learning the topical security problems and other issues | Activities:  
• to improve the knowledge of the population about the aspects of personal security  
• to perform activities aimed at decreasing the number of burglaries from apartments, shops and cars; to prevent theft of bicycles |
**Aim 1:**
To increase the level of trust and satisfaction of the population with the police work

**Task 3:** solving the problems indicated by the local public

**Activities:**
- to use the results of the population survey for police work planning and cooperation with other cooperation partners

**Aim 2:**
To enhance the sense of security of the population of Talsi, Roja and Dundaga municipalities by decreasing the number of offences

**Task 3:** addressing the expressions of anti-social behaviour of youth within the competence of police

**Activities:**
- police staff in cooperation with other institutions will control the presence of youth in the streets beyond the permitted hours
- inspectors for cases involving minors will participate in parents’ meetings and will inform the parents about their liability during respective age periods of the child as well as about the offences most often committed by minors
- performing spot checks and regular inspections of youth gathering sites
- performing activities to improve the knowledge of youth about personal security (lectures, discussions, excursions)

**Task 4:** improving the police staff communication skills

**Activities:**
- to provide for the training required for the police staff

**Task 4:** performing activities for improving traffic safety

**Activities:**
- police will address the *drag racing* problem
- to involve district officers in control of traffic rules by paying special attention to abiding the speed limit in the residential areas

**Task 5:** performing activities for controlling the sale of alcohol and its consumption in public places

**Activities:**
- police will combat the places of sale of illegal alcohol
- police will bring to administrative liability the persons consuming alcohol in public places
- police will control the sale of alcohol to minors
HOW SHALL WE KNOW WHETHER THE AIMS HAVE BEEN ATTAINED?

<table>
<thead>
<tr>
<th>Task/activities:</th>
<th>How shall we evaluate whether the task/activity has been attained</th>
</tr>
</thead>
</table>
| **Task 1: informing the wider public about the police work by working in close cooperation with other partners** | Drafting the planning document on the priorities of police work.  
Discussing the work plan with cooperation partners (municipalities, schools, businesses, NGOs, etc.)  
Provision of an overview on work done in solving security problems indicated by the public. | Increase in the number of population who believe that they are informed about the police work. |
| **Task 2: once a year, learning the opinion of the local population about security problems and the sense of security at their places of residence** | To conduct, at the end of the year, the survey of the local population about their sense of security, satisfaction with police work, to learn the topical security problems. | Increase in the number of population who believe that police are aware of the opinion of the local population about security problems at their places of residence. |
| **Task 3: solving the problems indicated by the local public** | Using the results of the population survey for police work planning and cooperation with other collaboration partners. | Increase in the number of population who believe that police is solving the problems indicated by local public. |
| **Task 4: improving the police staff communication skills** | To provide for the training required for the police staff.  
Increase in the number of population who are satisfied with personal contact when coming in contact with the police staff of the Talsi department.  
Increase in the number of population who trust police and are satisfied with the work done by police. |
STATE POLICE KURZEME REGIONAL AUTHORITY
TALSI DEPARTMENT REPORT TO THE POPULATION
ABOUT THE COMPLETED WORK IN 2010–2011

At the end of 2009, the police staff of the Talsi department changed the customary work methods for the purpose of improving security, decreasing the registered offences and involving the population of Talsi, Roja and Dundaga in solving local security problems.

Police introduced several changes in everyday work. First, police went out of the offices to meet the population face to face and to provide more information about the police work. Second, police asked the local population about what troubles them in the field of security and, third, police involved and educated the local population in solving various security problems.

In this report, we would like to provide an overview on what has been done by the Talsi department in 2010/2011.

We Asked You
At the end of 2009, the police staff of the Talsi department performed the first survey of the population for the purpose of learning the topical security problems in your vicinity. The results of the survey demonstrated conducting such a survey is beneficial and it should be continued in years to come.

You Told Us
The main security problems recognised in the survey:

- Insufficient lighting,
- wandering animals,
- leisure facilities for youth in municipalities,
- control of compliance with traffic rules,
- alcohol consumption in public places.

We Accomplished
Police assumed the role of a coordinator and established close cooperation with municipalities, NGOs, businesses and other institutions by notifying those about the security problems indicated by the public to look for joint solutions. The Public Order Commission operates in the Talsi Municipality Council, and there are inter-institutional commissions with participation of various institutions in other municipalities.

Insufficient Lighting
The issue on improving the lighting regime in Talsi, considering the financial abilities of the municipality, was discussed at the meeting of the Talsi Municipality Council Public Order Commission. In October 2010, the Talsi Municipality Council Construction Board delivered a project for public discussion on improving street infrastructure in Talsi in the length of 9.6 kilometres to improve security of pedestrians, cyclists and drivers.

We are here for Your safety.
In Valdemārpils, in cooperation with local businesses, lighting has been arranged next to the shopping area trade place and parking area (unsafe place indicated by the population in the survey of 2009).

In Roja, after events in the Culture Centre, the lighting in town is switched off only an hour after the end of the event so that the event audience could get back home safely.

**Wandering Animals**

The rules of keeping pet animals are provided by the Regulations of the Cabinet of Ministers. They set forth that the inspectors of the Food and Veterinary Service (FVS) in cooperation with local governments are entitled to control compliance with the animal welfare requirements if there is suspicion or complaints about violations of such requirements. If the population suspects violations in keeping animals or any danger for the population as well as wandering animals, the State Police urges notifying the municipal police or the FVS to duly prevent the possible misfortune and accidents.

Doctors are now also obliged to report to the State Police if any patient has come in with animal bite wounds.

**Youth**

Police staff has regularly participated in the Talsi Municipality Advisory Council on Youth Affairs; information about free leisure activities for youth in Talsi, Roja and Dundaga municipalities has been summarised; alcohol and intoxicating substances free events have been organised. A youth competition Let’s live safely (Dzīvosim droši) was completed and it included the creation of educational materials about various security events by youth for themselves. The result: PowerPoint presentations and the film delivered by competition participants will be used for lectures in educational institutions. Educational lectures for school teachers and students’ parents have been organised throughout the year on a regular basis.

**Control of Compliance with Traffic Rules**

Control of compliance with traffic rules may be performed at the moment not only by Road Police, but also by district officers. It means that the SP has rearranged its work so that the largest possible number of police staff could get involved in control of compliance with the rules and prevention of possible violations. Besides the usual road police crews, a photo radar is being used to control driving speeds.

**Alcohol Consumption in Public Places**

Police regularly organise spot checks of places in which public consumption of alcohol often takes place. Unfortunately, the possibilities of the SP are limited as we can only terminate an existing gathering. Cold winter time was of help and public consumption of alcohol decreased. When warmer weather returned, this topical security problem also returned.

**We Asked You**

In the survey we asked you to indicate the unsafe, in your opinion, sites in the vicinity during both light and dark time of day.

_We are here for Your safety._
You Told Us
You named the most unsafe places:
Talsi: the tunnel under Dundaga Street
Roja: the square next to the Culture House
Valdemārpils: parking area near the shop

We Accomplished
The municipality has improved the pedestrian tunnel in Talsi by installing a wooden floor for safer and more convenient moving through the tunnel. In cooperation with the Children and Youth Centre and the School of Arts, inner walls of the tunnel have been painted.

In Valdemārpils, in cooperation with the owner of the shop Valdemārs, a light sensor has been installed at the shop – no more youth gathering in the parking area, the anti-social behaviour of which caused inconvenience to the nearby population during the night and decreased the sense of security for the pedestrians.

By extending the duration of lighting period at the Culture House in Roja for one hour after the end of the event, the opportunity is provided for the population to get back home safely. The Roja Municipality Council has found it possible to install video surveillance cameras in other less secure places indicated by the population. As a result, the number of population complaints about the behaviour of bothering persons has decreased.

No improvements have taken place in Dundaga in 2010. Lighting in the centre of the civil parish is insufficient. Thanks to those persons who have installed light sensors or lamps at their homes.

Upon analysing the information and statistics available to police, we concluded that one more task should be added to the list of works by the police: performing the activities for decreasing the number of thefts in Talsi, Roja and Dundaga municipalities.

We Accomplished
By the police staff performing self-education on various aspects of property safety and the role of police in ensuring the property safety aspects, more than 150 population and businesses consultations have been conducted during the year, providing information on possible safety improvements.

During warm months of the year, the police staff devoted increased attention to educating the population on bicycle safety and safe cycling.

The State Police have prepared educational materials for the population on how to improve security of their place of residence and safeguard the items placed in the car.

After the event Dižmāras gadatīrīgus in the town of Talsi, several sites were dealt with by installing safe bicycle parking facilities.

By analysing the State Police statistics on registered theft, we may conclude that the total number of theft in the territory serviced by the Talsi department has decreased by 28.6%.
Survey of population performed at the end of 2011 on the attitude of population towards police demonstrates that:

- 81% of population in Talsi, Roja and Dundaga think that police work has improved during the previous year
- 87% of population are satisfied with the work of district officers
- 85% of population feel safe in Talsi, Roja and Dundaga municipalities
- There has been an increase in the number of population who believe that police are well aware of the problems troubling the population. In 2011, 59% agreed to such an allegation, while only 47% agreed to it in 2009
- The number of population who believe that they are informed about the police work has increased. In Kurzeme region 63% agreed to such allegation in 2011, while there were only 46% in 2009

The State Police have prepared several information materials on various everyday security aspects in 2010/2011: A car is not a safe; how to make the home safer against theft; Cyclist safety; what to do if you have complaints about police work; information for youth on various issues related to security as well as special alarm signals for seniors for increasing the personal sense of security and self-defence.

With financial support from the

Prevention of and Fight against Crime Programme
of the European Union
European Commission – Directorate-General Home Affairs

We are here for Your safety.
Annex 5

THE ISSUES PRECEDING THE SURVEY
Methodology Material

Prior to performing the survey of the population in the serviced territory on security problems, some aspects of conducting the survey should be considered.

1. Support of the Staff

You should be aware of the purpose the survey is conducted for – whether the police department staff really want to learn the security problems of local public?

At least the Head of the police department and the Head of Order Police should want to perform the survey. It is desirable that someone of the staff has background knowledge on why such surveys are necessary. Solution of problems clarified during the survey will require new work methods and additional duties from district officers. If performance of the survey is not supported by district officers, then it will be difficult later to solve the security problems indicated by the local public. In such case, the practical aspects of introduction of the survey will be on the shoulders of the managers. Because this is a new method of police work, it is not possible to receive 100% support of staff for performance of the first survey.

If staff provides the required support for conducting the survey, it may be implemented. We suggest organising at least one seminar on community policing methods prior to the survey to lay out the aims of the survey and reasons for conducting it to everybody together as well as to inform about what will change in police work after performance of surveys. Police staff of the Talsi department may be invited to the seminar to share the experience on distributing and summarising such kinds of questionnaires.

2. Use of Data

How will the collected data be used? For example, for police work planning, improving security of local territory, raising the prestige of the police department. It may be used as a public relations method only after the problems indicated by the population are successfully solved or their solving has been commenced in cooperation with other institutions.

For the most part, the data obtained during the survey are used for police work planning. It should be clarified prior to the survey whether the obtained information will be used within the already existing annual police work plan (for example, for the next period) or another police work planning document will be developed. Considering the community policing philosophy, the date of the survey cannot only be included in documents which, as to the regulations/their essence, are not available to the larger public or are classified information. Considering the existing State Police work planning, for the purpose of making the data of surveys public, additional planning documents should be developed which will reflect the results and use of the collected data to the larger public.

3. Commencing the Work and Division of Duties

If you have decided to perform the survey, then a staff member should be chosen in the department who will coordinate or manage all aspects and the course of the survey. The coordinator should perform the following tasks:

1) write the draft survey;
2) motivate the staff to get involved in discussing the issues of the survey;
3) agree on the final survey;
4) make calculations of the required numbers of questionnaires to be collected in each department;
5) develop the survey distribution channels and collection of completed questionnaires;
6) coordinate public events to complete the questionnaires;
7) in cooperation with the responsible persons, notify local media and the public about the events;
8) plan the manner in which the collected data will be summarised (if/because people will complete the questionnaires by hand) – when and who will do it;
9) plan the manner of providing feedback to the public on the results of the survey and their use in the State Police work in the particular police department.
4. Preparing the Survey Questions

Your survey should be developed in close cooperation with the district officers. If ready-made samples (for example, foreign or Latvian) are used, then they should be discussed with the district officers – the purpose of each question and how the information obtained will be used should be discussed. There is no need to include as many questions as possible in the survey; you should recognise what answers each of the questions can provide and what will be done with the obtained data.

The survey may include questions which will allow clarification of:
1) the less secure sites in the territory. These questions will provide particular information about those sites which are perceived as unsafe by the public and the police, or together with a cooperation partner, will be able to decide which of the sites to improve to minimise the number of unsafe sites;
2) social problems and offences of highest concern to the population in the particular populated area (including violations related to public security and order);
3) the level of sense of security and the desire to cooperate with police. The data provide a general idea on the mood of the public and its desire to cooperate. If such surveys are performed on a regular basis, it will be a good point of reference to measure changes in public attitude towards police. The police hope that, by reacting to the needs of the public, the sense of security of the public and its desire to cooperate will increase.

5. Ways to Complete the Survey Questionnaire

At least one public event should be organised for the completion of survey questionnaires during which the police staff themselves should hand out questionnaires to the local population and should explain why it is necessary and how the data will be used. Community policing methods do not support distribution of questionnaires by mail, via newspapers or by leaving those in waiting areas of institutions, if that is the only way of distribution. Personal contact with the local population should be made during distribution of questionnaires (for example, in supermarkets, schools, during public events, in post offices, municipalities and social services). Distribution methods vary and while planning those you should be as creative as possible, because we all know that completing surveys is not a daily priority of the population (and the State Police). Using personal contacts may significantly increase and facilitate collection of completed survey questionnaires.

It is advisable to define accurate dates from and until when the questionnaires will be distributed and summarised. It is important to notify the population of this date also by using the support of mass media and cooperation partners.

6. Feedback and Further Activities

When this kind of surveys is performed, public trust may be obtained only if it will be evident that the information obtained is used in the police work. You should remember to render thanks to cooperation partners for their support in distributing the questionnaires as well as to the population who have devoted their time to completing the questionnaires (for example, letters of gratitude may be sent to partners or institutions; gratitude to the population may be expressed in local press, etc.).

The summarised results of questionnaires and the conclusions made by the police should be available to representatives of the public as well as to municipality institutions to the maximum extent. This may be organised in different ways. One such way is organising the events, presentations of the results obtained, by inviting representatives of main cooperation partners and the most active residents to think about solutions for problems together. The ideal option would be drafting, after discussing the results, a plan of local police, made in a manner and language understandable to the population and distributed to cooperation partners, too. Such plan is publically available information that may be distributed not only in printed form, but also by using modern technologies. The plan may be published on the homepage of each particular municipality, which is usually interested in such cooperation because every municipality is responsible for public order and security in its territory.
Annex 6

MY STRENGTH, MY WEAKNESS

The so-called SWOT analysis (S – strengths, W – weaknesses, O – opportunities, T – threats) is reflected in the picture. The use of this technique allows evaluating the personality or the profession in its entirety by defining what the strong and weak sides of the individual (or profession) are, as well as recognising the eventual threats and opportunities.

Most often the characteristic features of strong and weak sides are related to internal factors, while the opportunities and threats – to external ones. Upon performing SWOT analysis everyone can pay attention to what are, for example, threats for the profession or the individual which affect a decline in self-esteem and can use the efforts to possibly minimise or eliminate those.

The example reveals the analysis made by participants of one of the seminars organised during the project on possible strong and weak sides of the police staff (related to professional self-assessment). While studying the picture, do evaluate whether the SWOT analysis performed by participants of the seminar matches your personal SWOT analysis; whether you can eliminate the threats and weak sides yourself or does it require support from the whole system; which are the things interfering with the work and which are the ones assisting in it?

<table>
<thead>
<tr>
<th>MY STRENGTHS</th>
<th>MY WEAKNESSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Knowledge, experience, intuition, skills, education, art to combine work and leisure, friendly work team, colleagues prepared to cooperate, prestige of the profession, interests of the employee to perform the work responsibly, protection by law, family welfare, posture, discipline and unity, support of the public, life experience, analytical thinking, communication skills, policeman is a lifestyle, not work, positivism, authority, management vision, aim and attitude</td>
<td>Low level of knowledge and lack of information, low level of responsibility, easily irritable, emotionally unbalanced, lack of confidence, low self-esteem, stereotypes and routine, lack of professional experience, low level of physical fitness, pessimism, depression, low technical provisions, lack of staff and instability, working without enthusiasm (need for acknowledgement), lack of family and state support, negative character features – laziness, placidity, lack of accuracy and sharpness, presentation, negative experience and pessimism</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>MY OPPORTUNITIES</th>
<th>THREATS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Material improvement, decrease of workload, sense of security, social provisions, public support, personal development of police staff, possibilities to increase professionalism, development of dialogue with the public. Resources – budget increase, increase of number of staff, improvement of regulative basis, technical equipment, public support, preparedness of the public for cooperation</td>
<td>Common – collective relations, volume of work, technical provisions, uncertainty about the future, aggressiveness, decrease of social guarantees, organisation inertia, low legal consciousness and mistrust of the public, lack of balance between responsibilities and rights. Individual – attitude of the resident (filer), differences in level of training (with or without education in the speciality), arrogance, betrayal, superficial attitude, fatigue</td>
</tr>
</tbody>
</table>

Source: Material prepared in working groups of the seminar Communication Skills and Professional Self-assessment (organised for Riga Kurzeme police department staff) within the project Community Policing in Latvia. Riga, 31 March 2011.
Annex 7

RECOMMENDATIONS DEVELOPED BY PRO-POLICE FOR THE POLICE OF THE CZECH REPUBLIC

21 RECOMMENDATIONS FOR UNIFORMED POLICE IN THE 21ST CENTURY

Open Society Fund Prague (Otevřená společnost, o.p.s.) is a non-governmental organisation which operates in various fields important for the public. The organisation believes that police are an integral part of democratic state governance which performs transparent and responsible activities, therefore, in 2003, it commenced the project called *Introduction of Community Policing Definition into the Czech Police System*, within which a wholesome model of how police units should operate was sought, i.e. a model that would meet the modern requirements, for example, would facilitate public trust in police and strengthen the sense of population that police operate efficiently; a model implementation of which would take into account the current trends of police science and the experience of other countries. A police work development centre *ProPolice* was developed within the project which dealt exactly with the issues of police reform and training of policemen by promoting and supporting introduction of community policing principles and methods in the police system of the Czech Republic.

For the sake of effecting community policing, the police should have a long-term policy for solving problematic issues in particular territories. It is advisable to do it where the issues arise and together with the population which is directly affected. Recommendations developed by *ProPolice, 21 Recommendations for Uniformed Police in 21st Century* are useful materials for every policeman and they show the direction in which police should develop to successfully perform their role in the future.

DEVELOPMENT IN THE PAST YEARS

All over the world, police forces have been subject to profound change. There are new trends in how crime and its sources are perceived, in its instruments as well as in the ways of combating crime. In the past, police – like other institutions – had to do with a lot of administration that monitored activities which were as small as possible, thus easily calculable and assessable. What this approach resulted in was a well-working organisation of crime fighters which, however, had very little contact with people’s everyday troubles.

It is impossible to say the crime fighters have lost – far from it; they do win in most battles anyway – although they can hardly win the whole war. Crime has always been an inevitable part of society, and this is how it has to be approached. Police theoreticians have come to realise this, and have come up with approaches based on monitoring the environment that brings crime rather than on monitoring crime itself. Instead of catching as many offenders as possible, the police should, first and foremost, create such conditions that will make it virtually impossible to violate laws.

The police have adopted a new role in relation to the public – the general public used to be approached as a source of information whenever a crime was committed, whereas nowadays it is considered a central point of police work. What is crucial is the feeling of security on the part of people and their participation in designing as well as implementing safe conditions. The police – particularly the public order units which are discussed here – are changing from a unit able to respond quickly and effectively into a unit able to foresee troubles and to prevent them.

The Czech Police have responded to the new trends as well. It no doubt had a rather more difficult starting position than the police forces in the neighbouring countries, in particular those in the west of the Czech Republic. A member of the police put it very simply – „for forty years police offices were built as secure fortresses“, which had a huge effect on how the police perceived the general public and vice versa. Nevertheless, Czech police have by now gone a long way towards
measuring up to police forces of other countries.

Since 2000, the police have implemented the European Foundation for Quality Management (EFQM) system which intends to “create products of better quality, provide clients with services of better quality while making business partners, general public, and the police staff more satisfied”. In 2001 the Police started opinion polls in order to monitor how the public perceives the police, and how satisfied people are with services provided. In September 2005 another project was launched both by the Czech Police and the Ministry of the Interior. The goal is to implement principles called community policing into the work of the local units of the Czech Police.

Every effort in this respect deserves praise and is more than welcome since every positive example reflects great credit on the police, and makes it more likely that the hard work done by the police will be useful. Yet, there has unfortunately been more resentment rather than support on the part of the police, although the reforms have been repeatedly declared as a crucial task for years now. We are the wrong entity to analyse why this is so; the police is a huge body and it is perfectly understandable that adopting changes of any kind necessarily brings results at a later point. Instead, let us build upon the positive response and efforts from within the police, and support their force while pointing out some of the notorious issues that the police is faced with and that still need to be solved. In order to fulfil its goals, the police needs complex change that will solve such issues as systematic barriers on its way to success instead of dealing with them separately. It is only upon the changes to its work that we can build a police force able to fulfill the role it has adopted. And this is why we have come up with these recommendations.

COMMUNITY POLICING

In order to be an active part of a democratic society, the police have to respond to a number of needs, has to be able to enforce law, be impartial, universal, and just... Legally, it is obliged to do so by the Constitution and the Police Act. By pursuing this philosophy, the police often forgets to respond to minor, though no less important, needs. First and foremost, every modern society must make sure that the public is given due support not only when suffering from crime but also when feeling endangered by crime. In reality, the uninformed police work more like mechanical crime monitors rather than like an active force protecting the public from the consequences of crime. The only solution to this is a closer link between the local units of the uniformed police on the one hand and the communities they are responsible for on the other. This is something we have recently been calling community policing. Its characteristics are outlined elsewhere; let us only give you the four principles it is based on.

First, there is the principle of cooperation. In other words, the police builds a close cooperation with the community – or the public – when carrying out its work. Cooperation is diverse – from helping each other in particular cases to systematic dealing with the issues that the community is faced with and that induce the feeling of being endangered.

The second principle is the responsibility towards the members of the community. This includes a number of aspects – first, concrete police staff are responsible for concrete territory; second, the responsibility for the power given to the police by the nation (public); thirdly, the authority of police resulting from the power. If the goals of the institution cannot be clearly defined as those of the public, then the priorities of the institution must be changed.

By assuming the responsibility for the security in the community, the police have to follow a third principle, which is the strategy of fulfilling such responsibility. Instead of focusing solely on investigating crime, the police have to lay a new emphasis on responsibly working on criminal factors and indicators. Thus prevention has to play a more important role in police work than it has done so far – it has to become an everyday part of the activities of each and every member of the police staff.

Fourthly, and no less importantly, there is the initiative
of the police. The staff have to seek new ways of restricting and preventing crime and always remember the fact that very often things that may look minor from the general perspective can have decisive effect on crime. The police have to perceive crime as a genuinely social phenomenon and have to ensure that all parts of society are involved in an active fight against crime. The police have to bear in mind that crime is not anything that only the police may worry about, but is a threat to all its potential victims.

The move towards these principles has to run in three levels – legislation, organisation and management, and working conditions in local units. They may not necessarily run at the same time, but the clear movement towards fulfilling these principles and the support by the police top management are absolutely crucial for the future of the uniformed police.

**WORKING CONDITIONS IN LOCAL UNITS**

Currently, police officers at the local level spend too much time by doing administrative work and traffic monitoring. There is hardly any time left for other types of contact with the public living in the particular area – who should be their most important target – such as preventative work and monitoring law and order in places where people tend to feel endangered. The uniformed police investigate crimes, (which is what the Crime and Investigation Department is primarily in charge of) or monitor the safety and fluency of traffic (which is what the Traffic Police Department is primarily in charge of). This does not imply that the uniformed police should avoid these activities – it only needs to be pointed out that local police units often fail to do what they were primarily established for. Therefore, the link to the place the unit is responsible for is often an abstract one. In order to be a genuinely modern force, the police have to put every effort into making the relationships with the communities as active as possible. But how to achieve this?

All police staff employed for ten and more years have been calling for a careful distribution of work based on the areas they are responsible for. The reason is that they still recall how the good knowledge of people and places on the part of the police helped make the public more confident in the police and more willing to help during investigation as well as to conform to law and order.

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61 There is no doubt that the police have to go on fighting various crimes which are becoming more and more sophisticated. The general public does not feel directly that such crimes occur; similarly, people should not feel directly the presence of files dealing with such crimes. On the other hand, whenever a crime has direct impact on people, the visible part of the police – the uniformed, or public order police – have to step in.


63 Community policing is more like philosophy rather than a working method, and it has different forms in different police forces. The Czech version has been outlined by the Open Society in its project called Implementing the Concept of Community Policing into the Czech Police System.

64 Community means a community of citizens who share the same life conditions and worries related to the conditions – broadly speaking, community is a group of citizens belonging to an area controlled by one Czech police department (or local unit).
1. RECOMMENDATION

**Carefully Distribute Work According to Districts**

Currently, the distribution of work based on districts is only formal. The police do investigate cases falling into their districts and do keep the records about what happens in the districts, but have no regular contact with the public, such that would be natural and preventative. Thus the police are no longer the people’s police – they only collect information in order to fulfil their own goals. The more the area is becoming anonymous, the more the police lose control, investigation is more difficult and brings worse results. The police feel no support from the public, which makes the mutual confidence even lower. The solution is to design a new way of work distribution so that the police staff spend as much time as possible in the area, even when not doing any investigation.

2. RECOMMENDATION

**Send Police Officers on One-man Patrols**

Particularly in smaller towns and areas which are easily controllable, it is undoubtedly advantageous to send individual police officers to do their patrols. When spending more time in their districts, when not going there in order to carry out administrative duties, the police have much more room for comfortable communication with the people, for building contacts, building confidence and broadening the knowledge of people and places. Only when not talking to his/her colleague during the patrols, when paying more attention to the places, the police officers become more open to the general public. It then becomes easy and convenient for the people to address their officers. The same is with the police – the officer will simply sooner or later be bored when walking on his/her own and will easily start talking to people.

3. RECOMMENDATION

**Make Police Officers See the Public as Clients**

Supporting non-crime related contacts between the police and the public is an integral part of the current trends in police work. Officers have to take people for their partners or clients instead of seeing them as sources of potential trouble, which is what still happens these days. We may say this new trend has caught on although the police need to be made aware of such changes through very specific changes to their training programmes as well as through new requirements and evaluation methods.

4. RECOMMENDATION

**Restrict the concentration on Conflicts in the Primary Training Programme**

The police staff see their work as very risky, feeling constant danger – be it the risk of losing their jobs or threats to their health or lives. But it is important to know that they do have the means to avoid conflicts that may occur – it is only necessary to figure out how to use them.

The primary police training places huge emphasis on teaching the police staff to investigate crimes and do all the related administrative tasks, to deal with aggressive offenders, and to use shotguns on a regular basis. There are, in fact, very few situations that would really call for such skills. The risks that are so typical of the approach the police staff adopt in their everyday work, tend to be exaggerated (ordinary police officers come to use some of „crisis” skills once in many months or even years). We do appreciate that the primary training programme has to teach these skills, but we think it unacceptable to keep placing the biggest emphasis on them.

5. RECOMMENDATION

**Dramatically Strengthen the Focus on Communication Skills in Non-conflict Situations in the Primary Training Programme**

It is very advisable that the police staff learn how to communicate in non-conflict situations and to build non-authoritative and informal contact with the public.
This part of the police work must, however, be based on expertise and cannot be driven by intuition and by the fact that the police „behave well“. The police must be able to communicate in situations which are not based on any conflict, and must behave in a way that does not lead to or aggravate conflicts. This is no difficult philosophy as it might seem. Keeping in touch with the general public is absolutely crucial for the police. It helps broaden the knowledge of people and places and strengthen the links with the community that the police unit is responsible for. The benefit is twofold: the public will be willing to give more information in investigation processes, and it will adopt a more positive attitude towards the police. What matters more for the public’s perception of the police is the day-to-day personal experience rather than cases being shown in the media.

6. RECOMMENDATION  
Delegate Part of the Responsibility for Media Communication to Members of the Local Units

Another innovation we suggest in the contact with the public is that information can be given by more people instead of police spokespersons only. The traditional way is justifiable in serious, long cases or in strategic issues related to the management of police sections but may be abandoned when information is needed without delay (at the scene of a crime or a car accident etc.). Not only does the spokesperson have less information than the police doing the investigation but it is also unadvisable to let him/her comment on what the „ordinary“ staff do since his/her role is to defend strategic decisions of his section that may sometimes be controversial for the public. A member of police staff who likes to answer an ordinary question with „No comment“ will often have a stronger impact on the public confidence than serious misdemeanour committed by his/her colleagues in a different place of the country. As said above, it is the everyday contact with the police that has the strongest effect on how the public perceives the police.

7. RECOMMENDATION  
Include Media Training into the Primary Training Programme

We have talked about the need to include into the basic skills that every member of the police should have the ability to communicate in non conflict situations. The communication with the media is one of the specific points that should be given due support in the primary training programme.

8. RECOMMENDATION  
Delegate Preventive Tasks to Individual Police Staff and Define Them as a Functional Part of Their Everyday Activities

In order to be an effective tool of crime prevention in society, the police cannot be satisfied with prevention experts since these will only be able to give lectures in the schools in the area and hold a „police day“ once a year. Crime prevention is a much more complicated issue and its best tool is a non-anonymous environment. This can only be built and maintained when the individual staff of local police units have enough room for regular non-crime related contact and communication with the people living in the area. The police have to be able to play its preventative role in each and every contact with the people whatever the reason for the contact.

9. RECOMMENDATION  
Give the Police Staff Enough Room to Plan Long-term Solutions to Issues Typical of Their Location

Currently, the police put most efforts into such activities of a short-lasting value that can only be evaluated according to the their amount (e.g. revealing five traffic offences is better than revealing one). They fail to solve the issues typical of the locality, and focus on general priorities the fulfilment of which is difficult to evaluate. This needs to be changed – the police must be able to set specific strategic goals for their area and work
towards these goals through such means they think adequate (and which are, naturally, compatible with law). There must be enough time for such activities in their working schedule.

10. RECOMMENDATION
Engage Partners in Solving the Issues Typical of the Community

Naturally, the police staff are unable to pursue these tasks by themselves. On the contrary, it is much better to seek solutions where the issue appeared with those who suffer from it. Therefore, the police should adopt an active role in building and strengthening the partnership among police units, groups of people, or between members of the public and the police in the fight for safety. Though the beginnings may be far from easy and it may be necessary to start again and again in the face of a particular issue, the police must admit that it needs external support for efficient fight against crime. Thus each of the potential partners may hold the key to staving off one of the factors creating a particular trouble that keeps occurring again and again. Also, closer relationships facilitate the day-to-day communication between the police and state authorities, saving time for both parties.

11. RECOMMENDATION
Give the Police the Right Means to Support their Role in the Community

In order to fulfil this role responsibly and to build efficient and long-lasting relationships in the community, the police must have the right means. The local units are seen as a „basis“ for other specialist police activities but the focus on the equipment is often inadequate. Apart from the web pages of each local unit and business cards that all the staff should have and give out to people living in the area, the police must have mobile telephones or a direct line with an answering machine, Internet access and an e-mail address. Currently, mass communication means other than e-mail are unsustainable in the long run.

12. RECOMMENDATION
Include Team Management into the Primary Training Programme

The police must be trained to face the issues resulting from the type of work discussed above. One of them is how to operate the modern means of communication that the police will be given, but what is more important are the basic team skills. The police must be trained to organise work, to set goals and be able to make them and their partners achieve the goals without delay, to know how to evaluate their activities. These skills can be taught in the primary training programme.

STRUCTURE AND ORGANISATION

The current management and organisation structure of the Czech Police is not really efficient, far from open to changes, and what is worse, the police does not seem to have any internal future policies. Instead, the structure looks like a number of unrelated islands that only deal with what they think needs solving without delay. We could even say that the organisation structure of the police – which was established as a most efficient tool to attain safety objectives – has become an objective itself and works only in order to survive.

13. RECOMMENDATION
Motivate the Police to Identify the Causes of Trouble and to Work Towards Averting Them

From the viewpoint of the police, crime is currently something that can be successfully fought by penalising those who commit it. What is much more efficient (though more difficult at the start) is to see it as an issue which can be solved by identifying and eliminating its causes. The police have ample valuable information in this respect. But as most crime-related issues are very
complex there is no doubt that the police is unable to solve such issues on their own. Initiative is there, however, and it should remain on the part of the police, as well. It is only the activity of the police that can launch and support an efficient process of eliminating the germs of crime rather than symptoms.

14. RECOMMENDATION

Include Non-crime Related Contact Between the Police and the Public into Performance Evaluation

In order to play an active role in safety and security, the police must be sure that such efforts will be given due reward, not only financial, but also professional. Therefore, it is no longer possible to put up with an environment where the police is supposed to meet all the plans and deadlines of various administrative tasks – these should be one of the means, rather than the sole objective of police work. Only when the public has some experience with the police other than from situations related to crime or offences (be it in the role of victims or perpetrators), the police will be seen in the positive light. Until the public feel that the police are interested in their troubles and security rather than in ticking off their own administrative duties, there will be no confidence between the police and the public; only such confidence could result in closer cooperation in the long-term process of solving security issues.

15. RECOMMENDATION

Introduce Performance Evaluation Based on How Long-term Goals are Achieved Rather than on Administrative Efficiency; Promote Planning

If the police are convinced that the measures they want to adopt are right, they must have enough room for evaluation. We have said already that the police must be able to make long-term plans of their activities and to set the goals which they want to achieve in the long-term horizon. Also, there have to be evaluation instruments able to take into consideration and respect the new solution methods.

16. RECOMMENDATION

Once and for All Cancel the Old Evaluation System Evaluating the Quantity of Tasks Fulfilled in Crime Investigation

Short-term tasks with no clear link to realistic goals – in each and every institution, including the police – necessarily make those responsible for carrying them out unable to see over their horizons. They will gradually stop thinking independently and will avoid making decisions, and instead adopt only an administrative approach to their goals; thus, their performance will lose its initial sense. Applying too much administration in the police work may lead to widespread apathy. The only way of tackling it is to use different evaluation criteria – ones based on quality rather than on quantity, supporting initiative instead of the „no doing no spoiling” philosophy. Currently, with the new evaluation instructions existing officially for almost four years, though normally the old one is still being given preference, it becomes clear that formal changes to evaluation methods will not do: it has to be given active and long-term support by the police top management.

17. RECOMMENDATION

Harmonise the Tasks of the police and the relevant methods through auditing the internal acts of management

Police work is regulated by a number of internal rules – internal acts of management. Although their first objective is to give the police such instructions the fulfilment of which will protect them from mistakes and penalisations, the result is mostly counter-productive. The police staff sometimes like to act in opposition to their personal feeling in order to avoid disagreements with very detailed requirements laid
down in regulations, or to avoid the excessive red tape that would result from the decision they would otherwise prefer. In order to adopt an active approach to issues related to crime, the police must have the relevant support in the internal organisation regulations. This can be done by linking and abolishing duplicities or disagreements in various regulations and by establishing the framework of „preferable performance” which the newly adopted regulations will cover. What could serve as the basis for such a framework could be the Code of Ethics of the Czech Police which is currently overlooked.

18. RECOMMENDATION
Define Police Work Methods Strategically Rather Than Technically

Instead of being a hint to guide the police staff when in doubt, the internal acts of management tend to be a detailed instruction for tackling everyday situations. The technical details of how to carry out a task are useful for analysing and improving the methods used. In order to work in the day-to-day police work, they have to be defined in strategic points not just technically. The more the staff can learn about tasks from careful strategic training, the less they will need a thorough knowledge of the technical details.

19. RECOMMENDATION
Establish an Internal Structure in the Police That Would Promote Innovation and Reject Inefficient Working Methods

The recent years have seen a boom in discussion boards on the intranet of the individual local units, and open discussions are going on about the performance and organisation of police work. The low transparency of the internal acts of management - which has been one of the most notorious issues of the recent decade – shows, however, that the conclusions made at such discussions are hardly implemented if it should lead to a profound change to the style of work. The police clearly lacks structures that could efficiently collect and evaluate the details about insufficiencies, stereotypes and duplicities in the police work, and that could implement these details into the everyday work by modifying the internal acts of management and all the relevant working methods.

LEGISLATION

Although amended several times, the Czech Police Act has been there for fifteen years. This is not to say it is a wrong law, nor do we think laws should be modified on a regular basis. Yet, it has become clear that the current form of the Act makes it impossible for the police to work as it is supposed to at the start of the 21st century. We are not talking about the technological changes or the new balance of security forces in both Europe and the world in general (though these are no minor issues either) which have occurred in the past fifteen years. In particular, it is the changing democratic societies with a new emphasis placed on information and performance transparency and thus a crisis of legitimacy of the police in today’s world that call for law amendments.

20. RECOMMENDATION
Redefine the Role of the Police in Society in the Police Act with Formulations That Include Practical Points Coming from Everyday Work

The police of every democratic society must be as open as possible, taking care of people’s comfort and security rather than forever catching all the different criminals. The police must define its role in relation to those whom they serve in points which come from everyday work. The Code of Ethics of the Czech Police may help define the role: points such as communication, confidence, prevention, or responsibility must be included in the Police Act, instead of being laid down in supplementary regulations which are hard to adopt.
21. RECOMMENDATION

**Define Partnership Cooperation in Tackling Security Issues Locally as One of the Primary Working Methods of Czech Police Local Units**

By law the police must be given part of the responsibility for establishing the conditions that produce crime. The passive protection of law and order and offence and crime investigation and solving are still stipulated in insensible regulations. By contrast, active attempts at identifying security issues and their potential sources, search for solutions and partners are still subject to contempt (apart from some exceptions, which are fortunately on the increase). Therefore, it is necessary to prevent the excess of formal contacts between the police and other institutions, and focus on highlighting in the primary police regulations the benefits of tackling issues locally.
Talsi population survey performed at the beginning of the project implementation revealed that the population deems the pedestrian tunnel under Dundaga Street as the most unsafe place in town. According to the information and statistical data available to police this place was not considered unsafe or dangerous. The results of the survey made the police and the municipality listen to the opinion of the population and think about the improvement of this place: renewing the floor cover and the walls as well as installing the lighting. In collaboration with the municipality, police, Talsi Municipality Children and Youth Centre and Talsi School of Arts the work of the tunnel improvement was completed by joint effort. The tunnel was painted by youths based on sketches approved by the City Council, and it is still making the population happy.

This positive example proves that the police do not always have to solve security problems alone; it may be done in joint effort by successfully involving cooperation partners.

The project team wishes our colleagues in other regions to listen to the opinion of the population and look for similar solutions in dealing with the unsafe areas!