

Pursuant to Article 45, Paragraph 1 of the Law on Government (The Official Gazette of the Republic of Serbia, no. 55/05 and 71/05 – correction, 101/07, 65/08, 16/11, 68/12 – of the Constitution of the Republic of Serbia and 72/12),

The Government adopts

THE COMMUNITY POLICING STRATEGY

1. INTRODUCTION

Police of the Republic of Serbia is obliged to conduct its work according to the relevant legislation and with the goal of enabling equal safety to all, with regards to their security rights and freedoms and support to the rule of law.

In its work the Police in the Republic of Serbia is oriented towards achieving the safety and security of citizens, society and the state, reaffirming the individual safety of citizens as the precondition for equal achievement of human and minority rights and quality of life of the society as a whole.

The distinctive features of each society, security and other circumstances (culture, tradition, religion, heritage) create different frameworks and demand the adjustment of the model of police work to the environment and the security needs.

The Strategy provides guidelines in the establishment and development of new forms of cooperation between the police and the citizens, community and the institutions aimed at improvement of personal and collective safety in the Republic of Serbia. The concept of community policing promotes the idea of greater participation of citizens and the community in the police decision making and performance as the modern approach to the safety of citizens, society and the country as a whole. Therefore, this Strategy reaffirms the new concept of the model of organization and functioning of the police in Serbia.

2. GENERAL REMARKS

Contemporary developments in the democratic societies and the influences exerted by crime and other forms of security threats demand reinforcement and advancement of prevention techniques through development of partnerships with the citizens¹ and the community.

The development of police work in the community is founded upon the promotion of the preventive work of the police, police organization and management, police value system and the valuation of police work and affirmation of the role of the community in improving the level of safety.

The concept of community policing promotes the idea of greater participation of citizens and the community in police work as the modern approach to safety of citizens, society and the country as a whole.

Community policing also implies the improvement of awareness, professional culture and police work through proactive work and shown interest for the safety of communities, taking into account the views of the citizens on their personal safety.

Motives for development of community policing

Establishing and developing the community policing concept is based on the intention to promote the cooperation and joint work of the police and the community, which further contributes to the reduction of conflicts, provides easier access to justice and adequate response to safety needs and demands of the citizens obtaining at the same time their support for police work.

The development of community policing reflects the aspiration of the police to achieve consistent protection of acquired level of human and minority rights as defined by the legislation, ratified international conventions and the generally accepted rules of international law, to respect the cultural and other legitimate diversities and identities of individuals and groups, provide responsible and human application of legislation, develop ethical values and positive culture of the organization and its employees, respect the needs and the demands of the citizens and the community and, in agreement with them, to make relevant decisions and act accordingly.

Normative base for development of community policing

The Strategy is based upon the general legal standards (principles and provisions) that are contained in the national and ratified international legislative acts that guarantee human and minority rights and freedoms and oblige the government bodies to provide security and support the rule of law in a democratic society. In that sense, when drafting this Strategy, the following was taken into consideration:

¹ All the words appearing in the Community Policing Strategy, that are grammatically determined by gender, equally refer to both genders.

- 1) provisions of the Constitution of the Republic of Serbia that guarantee the right to personal freedom and safety to all individuals living in the territory of the Republic of Serbia;
- 2) provisions of the Law on Public Administration according to which all the government bodies are obliged to work together on all relevant issues and to exchange information and data relevant to their work;
- 3) provisions of the Law on Police and the Code of Police Ethics pertaining to the duties of serving the citizens; achievement of human and minority rights; non-discrimination when performing police duties; obedience of law and suppression of non-obedience; police cooperation with the relevant bodies of autonomous provinces, local self-government, other bodies and institutions, non-governmental and other organizations, minorities and other organized groups and individuals organized under self-initiative towards the development of partnerships in preventing or solving crimes and finding perpetrators and achievement of other safety and security objectives.

The Strategy is in accordance with the National Programme for Accession of the Republic of Serbia to the European Union that promotes the acceptance of European values and standards, promotion of human and minority rights, police as the service of citizens, etc.

Accordingly, the Strategy represents further elaboration of the MoI Development Strategy. It supports the relevant guidelines of the National Security Strategy and is a support to the other strategic document directed towards solving serious safety challenges, risks and threats.

Further on, the Strategy is based on the national and international police experience and standards defined by the International Pact on Civil and Political Rights (1996), International Pact on Economic, Social and Cultural Rights (1966), Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984), Convention on the Elimination of All Forms of Racial Discrimination (1966), Convention on the Elimination of All Forms of Discrimination Against Women (1979), Convention on the Rights of the Child (1989), Convention on the Rights of Persons with Disabilities (2007), European Convention for Protection of Human Rights and Basic Freedoms, Declaration on Police, European Code of Police Ethics and other international sources of relevance to the democratic work of the police.

The Strategy is also affirmed by the recommendations provided by the Organization for Security and Cooperation in Europe within the documents developed towards the establishment of community policing: Guidebook on Democratic Policing, Recommendations on Policing in Multiethnic Societies, Good Practices in Building Police-Public Partnerships and Action Plan for Improving the Position of Roma and Sinti (Vienna, 2003).

Preparations and initiatives that contributed to the development of the Strategy

Since 2001, the Ministry of Interior of the Republic of Serbia has, in preparation to the introduction of the community policing model, undertaken a series of measures towards the reform of the preventive work of the police, reinforcing the legality of work and protection of human rights and the rights of minorities, developing better communication with the public and cooperation with the citizens and the community,

thus creating the necessary preconditions for improved prevention and development of partnerships with the community.

Within the development of community policing, activities have been and are being undertaken towards the development of communication and trust between the police and the communities, education, establishment and development of partnership between the police and the community and the development of problem oriented work in solving the safety issues.

A series of educational programs are being implemented in the area of contemporary standards of police work, human rights and non-discrimination, community policing, strategic management and problem oriented work of the police.

Citizens have been educated on the safety and security issues in the society (school safety, domestic violence, juvenile delinquency, drug abuse, traffic safety, etc).

Communication with the media has been improved (round tables with the representatives of the media, media support through affirmation of community policing, participation in TV and radio talk shows, media advisories, etc).

Local self-governments have been forming advisory bodies at the level of local communities aimed at greater involvement of relevant community subjects in solving the safety issues. These bodies have, along with the identification of key safety issues relevant to their communities, developed and implemented a series of projects, programmes and activities directed towards improvement of safety at the local level, particularly in prevention of juvenile delinquency, drug addiction, domestic violence, traffic safety, and in the area of developing partnerships with the public, media and other subjects of the community.

Taking into consideration the modern safety challenges and threats to the school children safety, significant efforts have been made (through engagement of police officers and preventive actions) towards achieving their full safety protection in schools and immediate surroundings.

Activities towards improvement of training, communication and cooperation of police with members of minorities', marginalized and socially vulnerable groups have also been undertaken.

Methodology of problem oriented work of the police has been developed and, based on the education conducted, the police stations have realized concrete projects based on the problem oriented approach to solving safety issues.

Also, measures have been undertaken towards prompting the national minorities to apply for police service and towards increased representation of national minorities in the police.

Preconditions for further development of community policing

It will be necessary to provide the relevant educational and communicational capacities within the police service, with citizens and the community in order to begin with the practical application of diverse initiatives and programmes.

Also, relevant management skills will have to be developed so as to achieve the defined objectives.

In order to evaluate the implemented activities, a continuous measurement of achieved results will have to be conducted in relation to defined criteria and indicators. Assessments will have to be done through various evaluation mechanisms in order to promote the work of the police in the community.

Police supervisors working in the field of community policing will require improved conceptual skills (understanding of mutual relations of organizational units of the police and the influence of police activities on the community and the citizens) interpersonal relations skills and technical skills (management of police work by comprehending the methodology of work, specific knowledge and analytical capacities).

Police managers at the key mid-management level (heads of regional police directorates and commanders of police stations) will be trained and engaged in management of projects that will enable sustainable development of community policing.

Project management skills will be especially important for the development of community policing, as an organized way for problem solving in the widest possible sense. Thus observed, a project represents a methodological framework to the questions such as: what the problem is, why it is important to solve it, how the problem should be approached, what the result will be and when it can be expected, the required resources for project implementation, who the relevant stakeholders are, etc.

Subjects of the Strategy

Subjects that create and develop this Strategy are the relevant ministries in charge of internal affairs, human and minority rights, public administration and local self-government, justice, labor and social policy, education, finance, religion, as well as other relevant institutions.

Effective development of community policing in the Republic of Serbia will have to involve the citizens as partners, along with public administration bodies, local self-government, churches and religious communities, minority communities and groups and civil society sector.

The obligation of all partners will be to recognize the need for joint action and accountable participation in solving the safety problems of the communities.

3. BASIC APPROACHES AND DIRECTIONS

Vision, mission, values

Vision – A safe community with accessible, impartial and accountable police service working in partnership with the community and citizens on solving safety issues.

Mission – A professional and ethical development of police service in accordance with democratic values, safety challenges and needs of citizens and the community.

Values of community policing

The police of the Republic of Serbia shall cherish the following values:

- 1) Accountable service to citizens,
- 2) Equal treatment of everyone with consideration for diversity, the community and its needs,
- 3) Involvement of the community in solving safety issues,
- 4) Commitment to ensuring the safety of citizens and of the community.

Strategic goals and leading elements

The development of the police shall be directed at achieving the following strategic goals:

- 1) Contemporary policing standards,
- 2) Strengthening the trust of citizens and of the community in the police,
- 3) Cooperation and partnership between the police and the community,
- 4) Efficient safety prevention,
- 5) Problem oriented approach to safety prevention, and
- 6) Commitment to ethical principles and respect for diversity.

In practice, the strategic goals of community policing shall be achieved through the implementation of four leading elements - key development areas, which serve as a basis for community policing in the Republic of Serbia.

- 1) **Safety prevention** refers to activities aimed at reducing the roots of crime, disorders, fear of violence and other safety threats.

The police shall be more proactive rather than reactive, through cooperation and joint activities with the community.

- 2) **Community oriented policing** is an adequate response to the citizens' priority needs and other needs, as well as to distinctive features of local communities, ethnic, religious and other social groups.

The police shall focus their community policing activities according to the consensuses on safety priorities, with equal treatment and respect for uniqueness and identity of members belonging to various communities.

- 3) **Problem oriented policing** is a method based on sources of information, which are used for identifying patterns of crime and tensions within communities.

Besides reacting to consequences, the police shall focus their activities on roots of crime and on implementing preventive strategies.

- 4) **Safety partnerships** refer to agreed actions of the police and of the community, in safety prevention, in resolving safety issues and developing safety strategies involving representatives and capacities of other state authorities, local self-governments and the civil society.

In fulfilling public interests, the police must develop programmes tailored to specific local communities, since different communities have different problems which cannot be resolved by uniform responses.

Bearing in mind the nature of this concept, as being open to developing new ideas aimed at improving proactive work, this Strategy is more of a rounded framework, rather than a final list of initiatives for its further development.

Namely, this Strategy provides guidelines, but not limitations, to activities based on principles and values of community policing development.

In order to ensure sustained development of community policing, the following approaches should be taken into consideration when implementing activities:

- 1) Problems should be solved where they appear – **local approach**.
- 2) Problems should be solved by analyzing structural causes, by considering all factors and available resources for creating a safe environment, not just those related to traditional policing – **problem oriented approach**.
- 3) Problems should be solved together with others; the police have to cooperate with all individuals, institutions and groups in a community; especially with other agencies and organizations which have greater competency or more appropriate means for resolving particular issues. A comprehensive strategic cooperation is required with others, the community and the citizens – **partnership approach**.
- 4) The police should be perceived as a part of the community – **cooperation approach**.
- 5) The police shall take initiatives and should not limit themselves to reactive measures after a crime has been committed or a call for help received – **proactive approach**.

4. ACTIVITIES OF COMMUNITY POLICING DEVELOPMENT

Practical application of the Strategy will be implemented through activities aimed at achieving strategic goals of community policing.

4.1. Strategic goal: Establishing modern standards in police work

Development of police training

Education of police representatives will be focusing on further development of police culture and professional profile of police officers and their professional development for new tasks within community policing model of functioning. The key component of the new police training in Serbia in the area of community policing, intended both for the citizens and the police organization itself, will be directed towards improving communication and working patterns that were developed so far and towards building better attitude to democratic values in the society.

To a greater extent, attention will be paid to gaining new knowledge on democratic principles of police work, protection and improvement of human and minority rights,

modern standards and techniques of police work, study and analysis of safety issues in the surrounding area, new forms of safety threats, risks and challenges.

The curricula on community policing will be consolidated with requests, needs and challenges that cannot be successfully prevented and controlled without the involvement of, not only other state bodies and institutions, but also the community, civic society and the citizens into the security system.

Besides developing police skills on acting in risk situations, the training programmes will also highlight raising awareness among the police officers on considering the citizens as their partners instead of perceiving them as sources of potential danger.

With regards to the above said, the training programmes will also comprise topics on communication in non-conflict situations.

The police will continuously develop training related to respect for diversities.

The training programmes will also include communication with media.

The trainings will be attended by police officers from all lines of police work depending on the training needs, so as to provide adequate transfer of knowledge and new approaches to all lines of police work.

In developing mid-management training program, managers would be trained not only in management, leadership and command, but also in project management that would enable development of community policing and would secure continuity in maintaining and finding new forms and methods of further development of community policing.

Development of leadership and management in the police service

Community policing applies principles of participatory management involving police officers and representatives of community in decision making and designing the content of police work (managers would motivate team work, problem solving and fact analysis, orientation towards citizens' and communities and their safety needs, enhancement of the system, inciting creativity in the work and providing feedback).

Development of safety culture of citizens and community

Implementing proactive, integrated, and problem oriented approach toward safety of citizens and the community requires better introduction of the representatives of the community, advisory bodies and citizens with the community policing principles and model.

Within the training the emphasis would be put on establishing team approach in improving community safety and learning about cultural and religious differences, development of tolerance between majority and minority communities, communication, partnership, identifying safety needs of the local community, problem oriented work, development of preventive programmes, and the implementation and evaluation of planned activities.

Special attention would be given to safety education for the persons who are frequently exposed to risk: children and youth, groups and individuals, alternative security entities and others.

4.2. Strategic goal: Strengthening public and community trust in the police

Informing community and increasing the trust in the police

Police service will develop professional capacities for media relations through further development of training programme and the performance of police spokespersons, development of material and technical resources, and creating conditions for effective communication with community and media at the local level.

Police service will, through consultative processes, round tables, forums, and other gatherings and meetings with representatives of media, create conditions for a more direct and honest communication, problem solving in joint cooperation, familiarization with safety and information related needs of the community, development of relations with local media and understanding the problems police faces in their work.

Informing police service on facts relevant to police work

In accordance with the community policing principles, it is necessary for police to be familiar with the safety problems of citizens, their attitudes to priorities and the ways of resolving safety problems.

Police service will, in accordance with the Law, apply numerous forms of communication in order to familiarize with the safety problems of community and citizens such as door-to-door activities, holding meetings with the citizens and representatives of community, various forms of cooperation with the local community, learning about the citizens' and community representative's opinions, territorial work of police officers, implementation of preventive programmes, different forms of meetings and socializing between citizens and police, etc.

Partners in the development of community policing would, in an active way, indicate to the police service actions that create risk to the safety of citizens and communities and, through this, enable the information sharing necessary for developing proper actions.

4.3. Strategic goal: Co-operation and partnership between police and community

Partnership establishment and functionality

Police will make local government sensible for solving problems related to the security, it will emphasize common interests and the need that citizens need to have better quality of life, through creation of the appropriate security environment.

Police will take part in the advisory bodies and entities at the level of a city, municipality, local community and neighborhoods and within these bodies police will consider and propose suggestions for the improvement of security of citizens and their property.

In accordance with the local community distinctive features, **advisory bodies** will be composed in such a manner to allow holistic and efficient identification, prioritizing and solving security problems.

In that regard, recommendations for the work of the advisory bodies include: defining security problems in a community, defining action strategies, suggesting, considering and adopting tangible proposals for solving security problems (of preventive nature in particular), defining roles and responsibilities in implementation of activities, establishment of work groups that will be tasked with security problem solving through creation and implementation of specific projects and evaluation of activities.

Problem oriented partnerships will serve as a flexible framework that will allow the police to jointly with other entities solve security problems that have been previously identified in cooperation with the community.

Partners in community policing development will initiate projects that are of joint interest and in their implementation they will engage entities that can contribute to the achievements of goals. In that regard, managers of strategy entities will provide support to the representatives of their institutions for the participation and implementation of joint projects.

4.4. Strategic goal: Establishing effective prevention measures

Preventive functioning

Community policing would focus on control and prevention of crime that puts community safety at risk and creates the feeling of insecurity among citizens.

Police service will in cooperation with other safety partners in the community focus its' activities on the following:

- 1) Developing and implementing preventive action plans;
- 2) Organizing police work with respect to the needs of citizens and community;
- 3) Organizing and functioning of police service adapted to the safety characteristics of the area;
- 4) Strengthening the preventive response and police mobility over 24 hours;
- 5) Establishing good relations with citizens;
- 6) Training the citizens in self-protection skills;
- 7) Developing community partnerships and partnerships with other entities in preventing specific forms of breach of safety.

Programmes and activities targeting the crime prevention would be harmonized with guidelines of the National Strategy for Crime Prevention whose adoption is anticipated based on the already defined initial framework.

Police station and police sub-station managers will delegate preventive tasks to police officers and will define these tasks as integral part of daily activities.

4.5. Strategic goal: Problem oriented approach to protection of security

Methodology of security situation analysis (crime mapping)

Police will develop the methodology of security situation analysis and will direct police services to the territorial/temporal occurrence of crime – geographic profiling.

Crime mapping will allow the police to appropriately curb crime, leading to greater support from citizens and community and resource savings, its restructuring and its efficient utilization.

Gathering, analysis and use of information (intelligence) within community policing development will be carried out in a manner and in accordance with the defined procedures (that will be defined) within the development of the criminal intelligence system of the MoI.

Solving security problems in a community

The implementation of the problem-oriented police work implies undertaking measures for resolving security problems and evaluation of their effects/impacts during defined period of time.

Aiming at the implementation of the problem-oriented measures, the police will create action plans that will define a security problem, short and long term goals, priorities, measures, internal and external resources for its implementation, modalities for co-operation with community entities, timeframes and methods and deadline for evaluation.

In tackling security problems, police will seek and will allow community support through appropriate partnerships.

Implementation of problem oriented measures aimed at a particular situation, perpetrator(s)/ victim(s) and community will allow for holistic approach to security problem solving in contrast to the current traditional (individual) manner of problem solving.

4.6. Strategic objective: Commitment to respect of ethical principles and diversity

Police work respecting diversity

The police will acknowledge and respect diversity and ensure that the rights and freedoms of the minority groups' members are respected in line with the national and international legal norms.

The recommendations of the Organization for Security and Co-operation in Europe (OSCE) on policing in multiethnic society, which refer to the main principles of

policing in multiethnic communities, recruitment and representation, training and professional development of the police, cooperation with ethnic communities, operational work and prevention and conflict management, will serve as guidelines for police work with minority communities.

Along with the development of the training on diversity and non-discrimination, the police will dedicate police officers in regional police districts who will serve as focal points for communication and cooperation with minority communities and groups.

Police work tailored to the needs of the citizens

The police tailors its work and practice to the fulfillment of the security goals and to meeting the security needs of citizens, and, besides the existing methodology of analyzing the security situation, it will in its work make greater use of the public opinion polls on security situation, citizens' and communities' perception of safety and police work.

5. STRATEGY IMPLEMENTATION

Development of community policing requires involvement of all lines of the Ministry of Interior's work in this process, in particular the general uniformed police, crime investigation police and traffic police, of course with different form and contents of development of this concept.

Bearing in mind that the complexity of work not only increases, but it also changes over time, the police work and police training must be in constant motion. The contents and the objectives must change and adjust to the new circumstances and values.

The increase in the volume and complexity of the work imposed on the police and the budgetary restrictions require optimal use of limited resources. It is necessary that the police managers at different levels of hierarchy master modern management skills and techniques in order to be able to lead their organization efficiently, i.e. they need to understand those techniques and skills well. Hence, they particularly need to master the methods of preventive work.

The mission and the goals of the community policing will be fulfilled when the promoted values become accepted, when they become the part of the professional culture of police officers and when the tackling of security problems and challenges involves the citizens, communities, local self-governments, churches and religious communities, civil society and other social stakeholders.

The Action Plan for implementation of this Strategy will be adopted within three months upon publication of the Strategy. The Action Plan for development of community policing will be adopted for a four-year period of time.

The Action Plan will establish and develop in detail: activities for development of community policing; stakeholders – primary focal points for activities; the role of the management in development of community policing; the results; the success indicators; monitoring of implementation; resources; timeframe – deadlines for

implementation of activities; evaluation of community policing development; impact of activities on the implementation of the Strategy; and it will envisage and assess all the possible risks.

6. SOURCES OF FINANCING

The Community Policing Strategy will improve police work in the local community and establish the new concept of interaction among the police, the citizens and the institutions.

An Action Plan for the first two years of Strategy implementation is envisaged. Funds of approximately one million Euros will be provided from the donation of the Norwegian Ministry of Foreign Affairs and they will cover all the activities that require additional expenses. Bearing in mind that all the institutional preconditions for the implementation of this Strategy will be created in this way in the first two years, the new two-year Action Plan will be passed after the expiration of the initial two-year period. The funds for the additional Action Plan will be provided through the regular budget of the Ministry of Interior and will not cause additional financial impact on other levels of the Government. Should the implementation require additional funds, they will be provided through donations from other international organizations.

7. FINAL PROVISION

This Strategy will be published in the Official Gazette of the Republic of Serbia.

05 Number: 021-1082/2013-003
Belgrade, 30 April 2013

T H E G O V E R N M E N T

PRIME MINISTER

Ivica Dacic