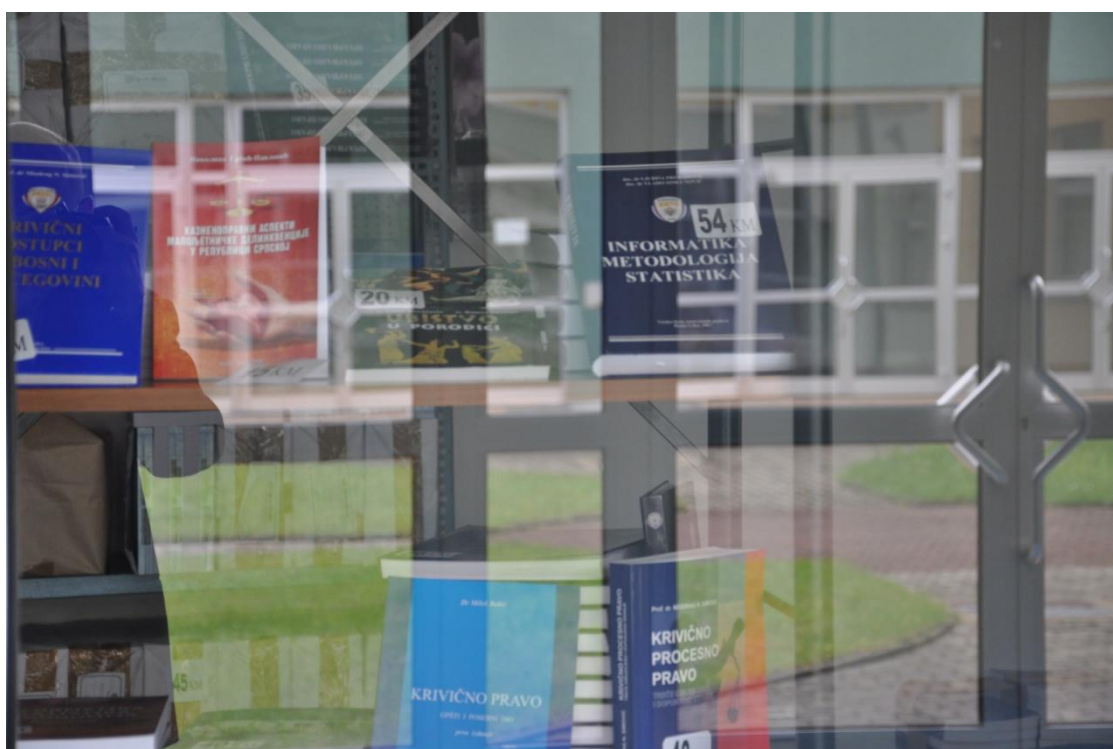


# External Review of the Community Policing Project of the Swiss Agency for Development and Cooperation

## Final Report

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Bookshelves in the bookshop of the Police Academy in Banja Luka, June 2010

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## List of acronyms

BiH	Bosnia and Herzegovina
CP	Community Policing
Dfid	Department for International Development
EU	European Union
EUPM	European Union Police Mission
IPA	Instrument for Pre-Accession Assistance
IPTF	International Police Task Force
PSC	Police Security Center
RS	Republika Srpska
SDC	Swiss Agency for Development and Cooperation
TA	Transaction Analysis
UK	United Kingdom
UNDP	United Nations Development Program

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## **1. Introduction**

### **1.1 Objectives and scope of the evaluation**

The external review team has been tasked to assess the Community Policing Project (thereafter the “Project”) that entered its second and concluding phase (15.11.2007 to 31.12.2010). An internal review of the Swiss Cooperation Office in Sarajevo had already established that the Project needed a consolidation phase for community policing to reach more robust sustainability in Bosnia and Herzegovina. The external reviewers were asked to assess the need of a short and consistent consolidation phase and identify possible activities to conclude the Project. Three objectives were set for the review team: 1) evaluation of the overall achievement of the project objectives and the quality of performance and management; 2) assess the local ownership and the sustainability of the project investments; and 3) recommend activity lines and an institutional set-up structure in case of an identified need.

### **1.2 Method and timing of the Review**

The evaluation took place in June 2010, six months before the official end of the second phase of the Project. The evaluation has relied on the extensive documentation furnished by the Project team and semi-structured interviews conducted in a selection of Project locations (Sarajevo, Prijedor, Banja Luka, Bihac), with different stakeholders (Ministry of Safety and Community Policing Implementation Team, Police academies, Police commissioners of Sarajevo and Una Sana canton, Community Policing officers and Coordinators in several locations, school principals, community safety board) as well as international stakeholders (EUPM and UNDP). The Project management team was extensively interviewed. A complete list is available in the annexes. All interviews took place during a visit to Project sites by the Review team in Bosnia and Herzegovina during the week of June 21 to 25.

### **1.3 Context of the Project**

Although Community Policing initiatives in BiH have sporadically taken place before (IPTF and ICITAP had some locally based pilot initiatives), more robust focus on this segment of police work started in 2003. In 2003, DFID has launched its three-year Access to Justice program. For the first two years, the

project worked in the pilot municipalities Zepce in the Federation of BiH and Prijedor in the Republika Srpska. Apart from implementing specific programs with local police forces and Community Safety Forums, DFID project has managed to establish strategic advisory boards at the level of ministries of interior, helping not only to keep local top management informed of progress made but also to ensure the much needed institutional visibility and commitment for further development of this concept.

The SDC funded community policing Project, which has operated in Zenica Canton at the time, established at the very early stages of its implementation a very close cooperation with the DFID project. This early cooperation of two relatively large complementary initiatives created a wide web of community policing practitioners within the country, which proved to be an effective factor in taking the overall concept forward. The cooperation of two large international projects coupled with strong domestic support resulted in the creation of the National Working Group tasked with the development of the National Community Policing Strategy, which was later adopted by the Council of Ministers of BiH in 2008, ensuring the political support from the highest level of Bosnian government.

Ever since its establishment, the National Working group became a central coordinating point for all initiatives in this field. Supplementing the Swiss and British support, UNDP has started its own assistance programme to community policing in 2009. This programme, in the years to come, will become more significant. At this moment, the Evaluators believe that the Community Policing in Bosnia and Herzegovina is on an irreversible path.

## **2. Review of the Project Elements**

While the community policing approach pursued by the Project has been pragmatic, centred on the micro-level of a few neighbourhood policing officers in police stations, there have been less visible implications for the organization. The Project has captured these two dimensions by speaking of a bottom-up approach (neighbourhood officers) and a top-down approach (chiefs but also Organization). In fact, many “processes” of the organization needed to be revisited and remodelled to play their role as enabling factors for the visible and

human face of community policing – the neighbourhood officers – to operate according to quality standards and in a favourable working environment. No matter how pragmatic the approach is, introducing community policing requires a holistic approach to the organization. For the purpose of presentation in this section, we have reorganized the activities conducted by the Project according to “key elements” of the reorganization that has been actively promoted by the Project: 1) doctrine and regulations, 2) processes and organization, 3) training and 4) human resources.

## **2.1 Regulations, doctrine and manual**

### **2.11 The strategy of Community-based Policing for Bosnia and Herzegovina and the coming new three-year implementation plan**

Adopted by the Council of Ministers in 2008, a national Community-Based Policing Strategy establishes the consensual framework under which existing local community policing projects take place in Bosnia and Herzegovina. Political in nature, the document serves several purposes: harmonization of community policing across entities and cantons, provision of guidelines to local initiatives, and resource mobilization instrument to obtain technical assistance from the international community. In cooperation with DFID, the Project had provided technical assistance to the Working Group tasked with drafting the national strategy and the correlative Implementation Plan during the previous first phase of the Project. The implementation plan is designed for a period of three years (2008-2010). At the National Implementation Team set up to follow-up with the strategy, there are currently arrangements made to review the strategy and its implementation and to design a new three-year implementation plan. UNDP has expressed its readiness to deploy a consultant to the Implementation Team to assist with the process. The new strategic document will be a key for accessing new funding through the IPA mechanism in 2012.

To ensure continuity, provide inputs based on the project lessons learned, and respond to a wish for cooperation expressed during our visit to the Ministry of Security of BiH, the Project may consider providing inputs to the Working Group in 2011, perhaps through its local project managers with punctual assistance from international technical advisers that will conduct the strategy

revision. This would allow a smooth transition towards new donors and the second three-year implementation plan.

### **2.12 Prospects for legal institutionalization of Community Policing: Early risers and the incremental approach**

Given the confederal power structure in BiH, constitutional competencies for regulating police organization are a cantonal prerogative in the Federation; in the centralized Republika Srpska, this competency lies at Entity level while in Brcko it lies at District level. Police organization, terms of references of all positions in the organization, and number of officers are regulated in a single bylaw called Book of Rules in Bosnia and Herzegovina; book of rules are defined and adopted individually by the respective governments according to the constitutional features just described. Zenica-Doboj canton has been the first and only jurisdiction in BiH to amend its Book of Rules so as to streamline its organization with the community policing. Several other cantons (Mostar, Una Sana canton and Sarajevo) have made preparatory steps towards a similar regulatory revision. The coming election period may temporarily slow down the process of adoption that, however, seems on good track. While the lack of an adequate regulatory framework is a handicap, it should be reminded that many cantons are still experimenting the new community policing approach and implement the concept since September 2009 only; consolidating these experience may need another year to arrive at a mature stage for an appropriate legislation.

Considering the nature of the administration in BiH, the adoption of the aforementioned bylaw is a requirement for ensuring that CP stabilizes completely: currently, its implementation depends heavily on the police management good will. Necessary amendments to the exiting book of rules should however be relatively modest given that community policing introduces only few new positions within the organization. Most of these positions can be filled by simple internal transfer of adequate personnel.

While the national strategy is a facilitating political factor, the diffusion process - and subsequent sustainability - of Community Policing in BiH will be mostly a horizontal process modelled on a snow-ball effect. It is critical that a few more local governments in Bosnia and Herzegovina modify their books of rules to accelerate the movement of adoption. Rather than working a draft model

bylaw at the National Implementation Committee or one national Working Group established for that purpose, the Project would prefer working more pragmatically and intensively with the few “early risers” or cantons/entities that present the best conditions for an early adoption. Una Sana canton and Sarajevo canton might be good candidates.

### **2.13 A new Manual for Community Policing and a sharing center on best practice**

At the lowest level of the doctrine, a Manual on Community Policing has been drafted by a dedicated Working Group assisted by the Project. This document should be seen as a major step in view of consolidation of community policing at the practice level.

The Working Group had a large representation of police forces across Bosnia and Herzegovina and involved also the police academies. About 5’500 copies of the 86-page Manual have been printed and distributed across police agencies in Bosnia and Herzegovina. The Manual will serve as

#### **Textbox 1. Knowledge Centers on Community Policing**

- As illustrations, the following knowledge centers can be consulted on the web: General Secretary of the Inter-Ministries Committee for the Prevention of Delinquency (France), [http://www.sgcipd.interieur.gouv.fr/prevention\\_de\\_la\\_delinquance-h38.html](http://www.sgcipd.interieur.gouv.fr/prevention_de_la_delinquance-h38.html)
- Crime Reduction Website, Home Office (UK), <http://www.crimereduction.homeoffice.gov.uk/>
- Standing Secretary of Policy of Prevention (Belgium), <http://www.vps.fgov.be/>
- European Crime Prevention Network (EU), <http://www.eucpn.org/funding/index.asp>
- European Forum for Urban Safety, <http://www.urbansecurity.org/index.php?id=4>
- Network of Community Safety Officers (UK), <http://www.community-safety.net/about.htm>

a handy resource for CP specialists in police stations, for CP coordinators, as well for trainers of the police academies in Banja Luka and Sarajevo and all cantonal training centers. As CP just starts being rolled out in police stations throughout BiH, further consolidation steps might be considered. The Project had envisioned assisting to organize so-called “best practice meetings”. Two of six planned meetings were organized successfully. Given that the number of CP officers will increase rapidly (some police stations have 4 CP officers already) and local best practices will quickly start emerging, the Project might consider complementing the envisioned practitioners meetings with a small knowledge

center. Local best practices should be identified, documented and shared within the community of practitioners. National police around the world have often accompanied the introduction of CP with a small dedicated knowledge center in charge of collecting; analyzing; and diffusing best practices (see Textbox 1 on the previous page). CP being local and micro by nature, sharing is essential. The center would not only allow information on best practices to circulate but would significantly improve the quality of community policing at local level. The idea emerged during the discussions conducted by the Evaluators with local stakeholders and anchoring the center at the newly established Directorate for Cooperation in the Ministry of Safety was evoked. Practically, however, the Evaluation Team considers that it should initially be conducted at Project level in 2011 in the form of a small Community Policing website allowing sharing and managing information on local CP initiatives, new regulations, micro and macro projects of problem-solving, and projects run by Community Safety Boards. The project would then be handed over to the BiH authorities at a level of government of their choice. This activity should be conducted in close cooperation with partners and the Project should explore in particular collaboration with UNDP who is also studying the possibility to support a community of practice in the field of community policing.

## **2.2 The organizational level of Community Policing**

### **2.21 Partnership policing in the police station**

In line with the national Community-Based Strategy, the Project provided a technical assistance based on a combined vision of community policing. On the one hand, CP is viewed as a philosophy to be adopted by everybody (new attitudes, new relation to the public, new ways of communicating, etc.) and, on the other hand, it is a matter of specialists within the police organization, namely the so-called neighbourhood officers, *îlotiers*, or CP specialists, as they are called by the Project. While neighbourhood officers respond operationally to commanders of local police stations, they are supervised by a Community Policing Coordinator as far as quality is concerned. Each canton or (Federation) and Police Security Center (Republika Srpska) has one CP Coordinator. This type of matrix organization (operational command by quality standards) is widely accepted internationally. At entity level, there is also both in the RS and the Federation a general entity-level coordinator.

In a later section, we will report on the profile of the neighbourhood officers met during the Evaluation. In terms of practices, we gained the impression that neighbourhood officers adopted a “responsive” approach, concentrated their efforts based on results obtained from public opinion surveys conducted by the Project, their views/the police view on the main safety concerns in the neighbourhood, or reacting to requests of informal partners (such as schools) to solve problems. In Novi Grad, for instance, one of the most sensitive, poor, suburb of Sarajevo, we visited the local primary school whose director praised the collaboration with neighbourhood officers of the Novi Grad police station and mentioned in particular the collaboration to curb children absenteeism; in another location (Bihac), neighbourhood officers mentioned their work to curb domestic violence; in Banja Luka central station, community policing officers play an active role among others in providing residents and shop owners with information on measures to prevent burglaries. Micro partnership policing appeared to the Evaluators to be at its best in all these locations. Community policing officers mentioned however that the absence of a “community policing” budget line to support more structured prevention campaigns was a serious handicap. In Novi Grad, for instance, we were told that a prevention campaign designed by community policing officers was abandoned because the 850 KM necessary to print 8000 leaflets could not be obtained through the police administration.

## **2.22 Community policing at the wider municipal level and the micro-macro linkage**

At the more macro and institutional level of partnership, Community Safety Boards have been established in a number of localities across Bosnia and Herzegovina. These Boards are a widely known institution across Europe and, within EU countries, are located at district (UK) or municipal level (France, Belgium). In EU countries, these Boards are a key mechanism doing three things: *strategic horizontal coordination* and *integration* between various actors working on security issues at the local level (strategic plans and local contracts of security), organized *consultation* with the public to allow influence on the local security and prevention agenda, and vertical integration with national prevention issues through access to *community safety funds*. The Evaluators did not focus their research on these Boards in Bosnia and Herzegovina but intended nevertheless to explore and understand how these Boards “interfaced”

with the community policing practices at the police station level. For that purpose, they visited the Prijedor Community Safety Board.

It appeared to the Evaluators that the Prijedor Board is up and running, dedicated, and an inclusive body with representatives from the local administration, the municipal council, the police and civil society. The Board functions essentially and very well as a platform of exchange and informal coordination, but, as it appeared from cursive observations, it would need institutional build-up to become more robust organ. As expressed by Board members themselves, the Board lacks sufficient capacity to draft strategic plans of safety as they do not have a secretariat or are not assisted otherwise. They do also lack access to specific prevention funding that can be then invested in structured consultation and in consensually agreed local prevention projects. This situation mirrored what the Evaluators found at police station level where community policing lacks dedicated funding. It appeared also to the Evaluators that public opinion surveys, as were run by the Project, might find an appropriate institutional location in these Boards as would do Security Marketing methodology (see below).

While it might be argued that parts of the problem faced by the Boards reflect a general problem of budgetary constraints in Bosnia and Herzegovina, the system of Community Safety Boards in Bosnia and Herzegovina is clearly not integrated into a more general mechanism as it is in EU countries. In other words, the Evaluators believe that the efficiency and sustainability of the Boards depend on two initiatives: the first is building up their capacity (a secretariat in the person of a specially trained graduate of university hired on a part-time basis by the Municipality) to assist the chair in preparing integrated strategy and project documents of the Board and the second is identifying a competitive funding mechanism allowing the Board to do proper consultations and finance prevention projects. Being competitive, the later mechanism would be a stimulus to Boards/police to design partnership projects of highest quality standards.

UNDP is currently undertaking consultations to increase their support to a selection of pilot Community Safety Boards. In the past, the UN agency has already supported similar initiatives within its small arms control program and intends to support at least five Boards and streamline this support with the

national community policing strategy. Given the experience of the Project in community policing and the importance to link the micro, police station, perspective of community policing with its macro, community safety boards, dimension, a coordination on concrete projects with UNDP would allow linking up initiatives that have been, in the past, disconnected from each other and would benefit community policing as a whole.

### **2.3. Training in Community Policing**

The Project has invested heavily in people community policing skills, working at various levels of the police hierarchy.

#### **2.31 Transactional analysis**

First of all, the Project combined direct training in communication skills (transactional analysis or TA) and training for trainers in TA for cantonal police and the Republika Srpska police. In 2008, for instance, 120 top managers were trained in TA while 40 trainers were trained in these skills. More trainers attended training sessions organized by the Project in 2009 and the Project considers this type of training completed. In the Una Sana canton, for instance, the Evaluators were told that all police officers including civil servants (1'300 in total) have subsequently been trained in TA. The training has been integrated into the program of the police academies and the local police training centers. The reputation of this training has been such that the Border Guards' management have requested in 2009 to obtain also this training. An extra budget request was agreed by the Swiss Cooperation and the training took place in 2009 and 2010. Today, it seems that the entire police in Bosnia and Herzegovina have been trained in these skills.

#### **2.32 Neighbourhood officers**

Community policing being also the affair of specialists in the organizations (CP coordinators and CP specialists or neighbourhood officers), special training sessions have been conceived, organized, and provided to CP trainers, neighbourhood officers and CP coordinators across Bosnia and Herzegovina. Part of this training has been offered as part of so-called three-week "CP package" (including training, coaching, and small-scale refurbishment projects) that has been rolled out in Sarajevo, Mostar, Tuzla, Brčko, Orašje, Travnik Livno, Ljubuški and Bihać (Federation) and Banja Luka, Prijedor, Bijeljina and

Trebinje (Republika Srpska). Some of the training has been offered jointly with trainers of police academies of Banja Luka and Sarajevo.

The capacity of both police academies to train coordinators and CP neighbourhood officers is perceived by themselves as being sufficient. The Police Academy of Sarajevo has already organized training for neighbourhood officers without any external assistance by the Project and community policing has been integrated into the current two-year training programme for police cadets. The director of the Police Academy of Sarajevo mentioned that the Academy received federal funds for three special education projects in 2010, one of them being community policing. These funds will allow conducting specific courses on community policing this year. In Banja Luka, the Police academy did not require further assistance from the Project as far as neighbourhood officers are concerned.

As illustration of the training need in the near future, we may recall that the Republika Srpska has already trained 31 neighbourhood officers. 14 are in operation in police stations while a new batch of 17 will be deployed in the coming weeks. Having in mind that the ratio of 1 neighbourhood officer for about 10'000 inhabitants seems to be the pattern in the Republika Srpska we may extrapolate that another 30 to 40 CP officers and coordinators will need to be trained to cover urban areas in the Republika Srpska. The Project has nicely equipped a dedicated community policing training cabinet of the Police Academy in Banja Luka (see photograph).

Overall, the Evaluators gained the impression that this training has become self-sustainable in Bosnia and Herzegovina. Consolidated with the Manual of community policing and with quality CP neighbourhood officers gaining field experience everyday, neighbourhood policing is capable of reproducing itself as far as training is concerned without further technical assistance. The quality of training will of course improve over time, as local best practices are identified. It will be essential that the police academies are part of the knowledge management center imagined above, that information circulates, and that CP coordinators and field officers are invited in the police academies to provide inputs during the training sessions (as it is the case today already). The contribution of the Project to training as far as neighbourhood officers are concerned could move from training to monitoring of training even though, the

Evaluators believe, this task could be satisfactorily performed by local CP coordinators.



*The cabinet furnished by SDC Project in the Police Academy of Banja Luka, with, in front, Tomislav Mirošević, the director of the Police Academy*

### **2.33 Security Marketing**

An elaborated, consultative, and project-based methodology called Security Marketing has been included in the CP package delivered across Bosnia and Herzegovina to CP specialists. Security marketing was not taught as such but, rather, participants were sensitized to the methodology which is labelled as the “crown of community policing” by the Project. The Evaluators found debatable whether the method fits the current development of community policing in Bosnia and Herzegovina and are of the opinion that Community Safety Boards are a more appropriate level for the use of the methodology. Security Marketing is not intended to be a micro-level methodology but rather a strategic or macro-level methodology. If Community Safety Boards are strengthened by a Secretariat or a Prevention Officer in the future - as it is the case in other countries having established such organs -, it might be advisable to propose training these Prevention Officers in the methodology rather than invest more in training police in Security Marketing.

### **3.34 Training of Managers**

Manager training is an unsolved issue in the Federation. The police law does not require officers to attend promotion courses as they move to higher positions. While the Republika Srpska has established a training college (at university level) for senior officers that in principle can offer short further training courses for managers, there is no official institutional provider of courses for managers in the Federation. The Project has filled this “institutional gap” by providing direct training in Community Policing-related issues (media relations, CP philosophy, and management skills) but this leaves the sustainability question of the management training open.

### **2.4 Human resources**

Initial experimentation of police agencies with a first generation of community policing officers led to adopt stricter and more adequate selection criteria for community policing officers. The Evaluation Team met with the second generation of CP officers in Sarajevo (Novi Grad), Banja Luka (Central police station) as well as Bihac (Central police station). CP officers met proved highly motivated, articulated, and skilful. They are often, it seems, University graduates. In Novi Grad police station, for instance, two out of four CP officers are graduates from Faculty of Criminology. CP officers are “voluntaries” in the sense that they applied internally for the job. They respond directly to the police station chief (the Commander), are well accepted by their colleagues, and enjoy visibly the multifaceted aspects of their job. A similar diagnostic applies for CP coordinators (cantonal and entity-level) who proved to have the seniority, the skills and knowledge to perform their job convincingly.

Despite all these advances, there are still numerous obstacles for a successful implementation of CP. The status of CP officers has yet to be regularized; there is still unclarity over evaluation criteria of their job and who shall evaluate them; human resource management needs upgrading; CP officers lack minimal equipments.



*From left to right: Neighbourhood officers of the Central Police Station in Banja Luka (officer 1 and 4), CP Coordinator of PSC Banja Luka (officer 2), Evaluation Team member (3) and the chief of the Central Police Station (5).*

#### **2.41 Regularizing the CP police officers status**

The lack of an official status within the organization, with definitive terms of reference, rank, numbers, and associated salary compensation/scheme, is a handicap and is not sustainable in the long run. CP officers mentioned that given the fact that they do not do night shifts anymore, they earn less than in their previous position. Given the fact that they are voluntaries, they may chose better paid positions. Their involvement in CP activities still depends on the good will of the police station chief who might be tempted to request their services for other duties. The Evaluators note however that all police station chiefs met, were highly supportive of their community policing officers. New regulations should ensure that CP officers are not treated as “second class” police officers and that there are enough incentives to keep the best police officers interested in becoming neighbourhood officers. Regularizing their status will not just allow Community Policing as a doctrine to be institutionalized but will also allowing retaining the new generation of motivated, experienced and skilled officers who were trained by the Project. With a too high turn-over of Community Policing officers, the whole philosophy could quickly show poor results and be abandoned eventually.

## **2.42 Modernizing human resource management with CP-sensitive evaluation criteria**

From a human resource perspective, there is also a need to arrive at a shared vision of the future evaluation system against which the CP officers should be assessed. This is work-in-progress in the Project. To date, no canton or entity has approved a system even though models have been discussed individually with some key police commissioners. Agreeing on the criteria for assessment would help individual Community Policing officers structuring even better their work, organizing their routine more efficiently and goal-oriented, and clarifying the rules by which they will advance in their career. The Project management identified human resource management within the police administration as one of the key area for serious development. From a human resource management point of view, the police is still managed with methods that have not been modernized due to lack of exposition to newer methods. Good human resource management being vital for the quality of community policing and policing standards in general, the Project could make a significant contribution to sustain and increase the standards by organizing study professional visits with one-to-one coaching by human resource managers of police agencies in Switzerland. The goal of these study visits would be to gain insight in modern management of human resources and understanding evaluation systems involving community policing. Targets of these visits would be human resource managers in cantonal and entity-level police agencies, CP coordinators and commissioners.

## **2.43 Equipping community police officers**

Besides the issue already mentioned regarding the lack of a budgetary line in the police administration or the Community Safety Boards allowing financing prevention campaigns, CP officers have no specific personal equipment. In the police stations visited in Novi Grad and Bihac, CP officers have been assigned one office with one computer (shared with other officers) and no printer. There is no access to internet. Clearly, CP officers should be able to operate in more adequate conditions given the nature of their job. Perhaps even more handicapping, neighbourhood officers are not equipped with mobile phones. To date, the only mean to reach them is by calling the emergency number 122 which, all CP officers agree, is not an appropriate way to call a neighbourhood officer. Neighbourhood officers should be individually reachable by the public.

To increase the impact and the “demonstrative effect” of community policing, the Project may consider conducting a test in a selection of locations. The idea would be to provide community policing office rooms in the police stations with one computer, internet access and a printer. It should also consider providing a few teams of community policing officers with official individual mobile phones for a year while accompanying the measure with a small-scale information campaign to introduce them in their communities/neighbourhood. Trustful to the bottom-up approach of the Project, the use of these mobile phones by the public would be tested and evaluated in view of making a case for a roll-out of the project. Some commissioners mentioned the distant possibility of BiH mobile phone companies to be eventually interested in providing free mobile phones to the police and a dynamic case for a public-private partnership could be made. In a one-year transitory period, the Project could finance the test phase in a few locations.

### **3. Key aspects of management of the Project**

#### **3.1 The pragmatic, demand-based, incremental approach and the early risers-focused strategy**

Regulations, laws and new organs or institutions were not neglected by the Project but seen as coming second as consolidation of approaches that needed to be tested first and prove empirically their efficiency. In a “legalistic” cultural environment where regulations are sometimes epitomized as condition *sine qua non* of action, this approach relied on progressive leaders and visionary police commissioners and commanders of police stations willing to engage. Similarly, after the adoption of the national guidelines, the Project shifted its emphasis to the local level to achieve empirical results. Indeed, the Project believed in the “demonstrative effect” of micro successes to convince progressively more cantons or entities and eventually result in change of institutions. Incidentally, this incremental, pragmatic and local approach might well be a second nature of the Swiss management team who has the experience in its home country with in confederal system and how institutional change is engineered in such political systems.

Given, on the one hand, the sustainability issues, intensive work to be done in a few sometimes less visible areas of community policing (updating of books of rules, consolidation of community of practice, micro-macro linkages with Community Safety Boards, human resources management, tests of equipping police station neighbourhood officers) and, on the other hand, the strategic knowledge accumulated by the Project with the incremental/demonstrative approach, we recommend that an early riser intensive strategy is even more deliberately pursued for one consolidation year of 2011. Two cantons with the best prospects of achieving results + the Republika Srpska central level should intentionally more intensely be supported during 2011. This early riser-focused strategy would be aimed at completing as much as possible what remains to be done to achieve high levels of sustainability in the early risers' locations according to Project's management.

### **3.2 Permanent flexibility of managing the Project**

To sustain the demand-based, incremental approach, flexibility on the part of the Project management as well as a supporting SDC were necessary. This meant: Orientation and reorientation of activities when and where a demand was expressed, freezing activities until time is ripe (Republika Srpska late demand for roll out), providing an extra budget for a new critical demand (training of border guards in transactional analysis), and, in the latest example, responding positively to the Sarajevo canton request for additional training. The rather unorthodox absence of a chronogram in the Project design and the lack of an analytical budget (budget for each activity) proved to be an advantage to avoid the rigidity and stiffness of a bureaucracy where, from the start, flexibility and responsiveness were the substance of the Project management. Flexibility, in other words, has been the managing pendent of the demand-based and "demonstrative effect" sought by the project in a constitutional context where subnational governments are free political agents.

In the consolidation phase of 2011, the early riser –focused strategy would maintain the demand-based strategy of the Project by identifying the partners with whom the best demonstrative effects can be produced in rounding up/streamlining entirely an organization with community policing.

### 3.3 An emphasis on micro-level of community policing

The project has adopted a micro, police-centred, approach of community policing (neighbourhood officers or *ilottiers*, soft skills of police officers, micro mode of partnership policing, etc.) rather than emphasizing a macro and more institutional approach through local Community Safety Boards. While the micro police-centred and the macro local Boards are not *per se* incompatible, the Project favoured working at micro level.

Reflecting on this approach with a sociological eye, one commissioner commented that given the tradition of authoritarian policing in Bosnia and Herzegovina, the police-centred approach resonates in a culture where the police is expected to take initiatives and engage other actors rather than the contrary. In his views, the Project approach matches a local culture enabling community policing to take quicker roots in Bosnia and Herzegovina. To some extent, however, the linkage between the micro approach and the more macro approach encouraged by Dfid in pilot locations, has been left as a grey area by the Project. The Project had programmed an output and specific activities in this regard but did not pursue them during the project cycle.

To avoid a risk of one initiative to be abandoned at the expense of the other, the linkage should become a topic and practically sought.

### 3.4 Output rather than impact-oriented project

Also relatively unorthodox if one consider newer project designs has been the heavy output–orientation of the Project design. Impact indicators, such as a better image of the police, rising confidence in the police, or 40% mark of public knowledge of community policing, were mentioned in the Project design but did not seem to have been actively studied. As a matter of fact, time was missing to allow measuring impact indicators. The concrete roll out of community policing took place at different speed in different locations and, in general, did not start before September 2009. Impact would have been difficult to measure before 2010 and impact depends often on a variety of factors never entirely controlled by one Project.

Two waves of public opinion surveys were conducted in 2008 and 2009, but were not used to measure Project impact. They served more as useful

illustrations on modalities of consultation with the public, to understand better locally public expectations regarding policing services, and to work with the police on the principle of adapting their services to the public demand. Samples in specific locations were small (200 respondents at best in the second survey) which elicits issues with representativity and significance levels of statistical inferences. The methodology used should be considered more qualitative than strictly quantitative.

For the third wave of survey that the Project intends to conduct, the Project may consider focusing on two cantons/localities (early risers) having made progress in community policing and use representative samples (600 respondents minimum by unit of analysis) to analyse the public demand if the survey methodology is believed further to be appropriate. Surveys, we note, are “expensive” and may not be sustainable after the Project’s end. Community Safety Boards might also be an appropriate institutional location for conducting them as these surveys are strategical in nature and should help designing partnership prevention projects as well.

### **3.5 Donor coordination**

Regarding donor coordination, there has been clearly an organized division of labour between agencies and, for strategic initiatives, joint work. During the first phase of the Project, the Project and Dfid assisted jointly the Working Group tasked to design the national strategy on community policing and its three-year implementation plan. During the implementation phase, the SDC and Dfid projects worked rather practically independently in different locations (territorial division) and concentrating on different institutions (institutional division). The SDC project, as mentioned above, concentrated on a police-centred approach of community policing while Dfid’s emphasis was on the Community Safety Boards and prevention campaigns. Formal meetings of coordination took place on a regular basis through the platform of the National Implementation Team. More recently, with UNDP new engagement, the coordination labelled by UNDP as “excellent” is taking place with the Project.

For the consolidation phase, the principle of joint implementation with UNDP should be pursued for initiatives that will take place with Local Safety Boards and the new Implementation Plan

### 3.6 Local versus international

The Project has a two-level management organization. The Strategic Project management is international while two permanent local management units have been established, one for the Federation and one for the Republika Srpska. The two local managers played simultaneously an advisory role in the respective entities. Otherwise, all trainers and advisors have been international. To a large extent, the project has also relied on study tour in Switzerland conceived as intensive coaching sessions based on Swiss best practices. Given the robust program of train the trainers that has taken place in 2008 and 2009, the Evaluation Team believes that the situation is ripe for the balance to shift more and more to local trainers when new training is considered. The project has started to conduct joint training sessions, which is also an interesting intermediate model that encourages initiatives, dynamism, and self-confidence of the local institutions. The reliance on local trainers could have already taken place in the Border Guards training in Transactional Analysis.

Reliance on local trainers should be the rule for the coming training of trainers of the Training Center of the canton of Sarajevo. International trainers should become the exception and intervene only when strictly necessary.

The Evaluation Team believes that the train the trainers program of the Project should be considered successful and have reached sustainability. Such a model was not used for managers by the Project. There are opportunity and structural reasons that have been explored above (first section) and can explain why the Project has favoured direct training to managers.

However, the Evaluation Team encourage the Project to identify at the Police College in Banja Luka and an educational institution (for instance the Criminology Faculty) in the Federation the possibility to transfer knowledge in a way that can be reproduced independently later on by these institutions once the Project ends.



*The local Project managers of the SDC Project, Zoran Petrovic and Elmir Nalic*

## **4. Opportunities and Risks**

### **4.1 The 2011 gap in the community policing assistance and the perspective of a new cycle of IPA funding**

Given the issues of sustainability highlighted in the preceding sections, the possibility of a gap of technical assistance that may open in 2011 is highly relevant. Following the initial work of IPTF, the European Union Police Mission (EUPM) retreated from local policing issues in 2007-2008 and reoriented its strategy towards other policing topics such as organized crime, border management and corruption. DFID long-term engagement in community policing within the framework of its Access to Justice Program was also discontinued at the end of the program cycle. The same is true for a small-scale community policing project conducted under the auspices of Saferworld and Center for Security Studies in Sarajevo. In effect, SDC is the only remaining cooperation agency with a standing technical assistance team cooperating on a permanent basis with the authorities of Bosnia and Herzegovina for the implementation of the national strategy.



*Evaluation Team with UNDP Small Arms Control Project Manager (right) in Sarajevo*

UNDP has stepped in recently, providing computer equipments for the National Implementation Team, and manifested its intention to deploy a consultant to this Team to support the new cycle of revising the national Community-Based Strategy and drafting the correlative new three-year Implementation Plan. UNDP is also making preparation to program a “Safer Community Project” with the authorities. To facilitate internally this process, UNDP is currently exploring the opportunity to dissociate this new engagement from the Small Arms Control program under which past support to community safety has been conducted and establish a brand-new independent program team. Being at the planning phase, a concrete project might take some time to materialize concretely and, in the meantime, possibly for the whole of 2011, international technical assistance might be entirely missing if the Project ends at the end of 2010.

Discontinuing the SDC assistance end of 2010 could leave a gap open at the wrong moment. 2011 will be, as mentioned earlier, a year of revising the Strategy and its Implementation Plan which will be a critical instrument to access new funding via the IPA mechanism. To access new IPA funding for community policing, as envisioned and planned by Bosnia and Herzegovina, the new Implementation Strategy will be needed by 2012. While UNDP might

deploy an experienced consultant to the National Implementation Team for that purpose, the Project should ensure that no gap occur and provide the necessary resource to allow continuity in this process. The accumulated knowledge by the Project could prove a critical resource to the Implementation Team.

## **5. Looking forward: Synthesis and systematization of the recommendations**

### **5.1 Strategy**

#### **Extension in 2011**

To avoid the technical “assistance” gap, avoid missing the window of opportunity for programming additional funding (IPA cycle), and reach higher levels of sustainability, the technical assistance should be extended for one more final year in 2011.

#### **Early riser-focus approach**

The Project may adopt an intensive early risers-focused strategy during this final year and invest in a few (two) responsive cantons + the central level of the Republika Srpska to finalize key components of community policing that will allow achieving high levels of sustainability. This follows a pattern of institutional change in confederal countries where change occur horizontally, through local success and the demonstration of impact.

#### **Strong donor coordination**

The final year of assistance by the Project should be pursued with a high degree of cooperation/integration with UNDP programming, as UNDP has expressed its interest to enter the field with a robust programming. Joint activities should not be limited to support the National Implementation Team but should take place for work with local Community Safety Boards in particular. This coordination will allow avoiding overlap but also ensure transfer of knowledge accumulated by the Project.

#### **A shift of activity focus to streamlining the organization**

A shift in focus of activities should also take place as the Project moves into the consolidation phase. While high degree of sustainability has been achieved with

the CP training for practitioners or those directly involved with community policing (trainers trained, manual exists, integration in police academies curriculum finalized, specialized courses proposed), the shift should focus on streamlining the regulation, organization, and human resources to the community policing approach.

### **A shift to local implementation**

As a general rule and when possible, a robust shift to local implementation should take place in the general management of the project. International technical advisors should be called in only when strictly necessary. The successful train the trainers program should translate in using more local trainers for future training assistance. The Project is encouraged to identify and engage BiH training institutions (Police College in Banja Luka and perhaps the Criminology Faculty of the University of Sarajevo) to ensure sustainability in the remaining training of managers, chiefs, and direction of human resource in particular.

## **5.2 Output Plan**

Based on the discussion in section 2, the Evaluators propose the following output plan (see next page). The first 7 outputs are essential to achieve sustainability.

### SDC Community Policing Project in BiH: Proposal of a Program for 2011

Component	Outputs	Output Indicator	Resources of Project	Partners	Expectations of Local Stakeholders	
<b>Doctrine and regulations</b>	output 1	a revisited strategy/new 3-year implementation plan drafted	document drafted/adopted by Council of Ministers	local project manager with punctual support by one international advisor	National Implementation team + UNDP	demand/expectation of assistance expressed by Ministry of Security; demand for coordination with UNDP
	output 2	a small knowledge center for community policing conceived and managed	website with best practice documents	outsourced to web company + local project manager	CP coordinators	idea discussed with all interviewees and welcome during Evaluation
	output 3	individual Commissioners/ministers coached for upgrading the book of rule	Sarajevo, Una Sana, Banja Luka approved new books of rules	one international advisor punctually	The Project, especially in Sarajevo, Banja Luka and Una Sana canton	stakeholders aware of necessity to amend book of rules; only light coaching/lobbying necessary; possibly the adoption will take place already by end of 2010
<b>Training</b>	output 4	a module for sensitizing senior police officers (commissioners, assistant commissioners, commanders of police station) in community policing conceived with local training institutions and local professors assisted by Project	Training module with material exists and local providers capable of implementing the training	A series of workshops (3 to 4) in Banja Luka and in Sarajevo conducted jointly by small group of int. Experts and CP coordinators	Police College in Banja Luka and possibly Faculty of Criminology of Sarajevo/or Police academy + CP coordinators	idea discussed with local project managers who are currently exploring possibilities with local institutions

<b>Human resources</b>	output 5	Human resources departments in police organizations are sensitized in modern human resource management via one-to-one coaching during study tour in Switzerland + individual coaching	shift system/week plan adapted and management modernized	Individual coaching by one international expert and one or two visits to Switzerland	Human resource department of early risers cantons/Banja Luka, Commissioners	idea not discussed during Evaluation with local partners, but need identified by Project
	output 6	Regulation regarding status of CP officers and assessment of individual performance of CP officers designed and applied	new internal regulation issued	Local Project manager, with punctual support of one international expert	Commissioners/Human resources department/Internal inspectorates	Awareness of commissioners/CP coordinators of need of change; this output could be finalized by end of 2010; if not, light coaching expected and useful
<b>Equipments</b>	output 7	As part of information campaign introducing community policing in early risers cantons/Banja Luka, a maximum of 6 pilot stations CP officers are equipped with mobile phone/one year + one CP office in each location equipped with one computer/printer and internet access	6 offices equipped + a maximum of 24 mobile phones provided and information campaign takes place	Procurement by Project	early risers cantons + Banja Luka	expectations of local stakeholders high

### Optional/conditional additional output

<b>Organization</b>	output 8	In two locations, the linkages between the Community Safety Boards and the community policing approach at police station level are formalized by the Project and a		mostly local Project manager	Two Boards + UNDP	This output needs <u>preparatory work and joint planning</u> with UNDP
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	process linking the two initiatives is designed	
<i>activities for Output 8</i>	<i>in the two locations, assistance is provided to Local Security Boards to conceive funding mechanism for prevention projects and two projects are financed by Project</i>	expectations high from Boards
	<i>in the two locations, the secretariats of the Boards are trained by Project in Security Marketing</i>	Boards have no secretariat and establishment of secretariat to be agreed/financed by UNDP
	<i>in the two locations, the public opinion surveys planned for 2010 are run by Project in 2011</i>	

## **Doctrine, regulations**

- Output 1. Provide technical assistance to the National Implementation Team in order to ensure that the knowledge accumulated by the Project is available to the Team tasked to revise the strategy/three-year implementation plan of community policing in 2011; this will put BiH in a position to access IPA funding for strengthening community policing in the coming years.
- Output 2. The Project should consolidate the development of a doctrine of Community Policing by supporting the knowledge-sharing, identification of best practices, and diffusion of information on the development of community policing across Bosnia and Herzegovina; this could take place in the form of a website conceived as resource center to be operated by the Project during 2011.
- Output 3. In early risers canton/entity, the Project should assist technically, on a need basis, in upgrading the books of rules to streamline community policing. This activity needs only light coaching given the fact that amendments are modest, rather clear, and given that this is already work-in-progress in the Project. If pursued already in the second semester of 2010, as planned, results might be achieved before 2011 already.

## **Training**

- Output4. Identify a service provider for managerial courses in the Federation and explore the possibility of supporting the provider with assistance to organize a short training course on community policing for managers. The Faculty for Criminology or a business school might be relevant institutions. Given that many graduates of the Faculty of Criminology after a six-month practical training at the police academy operate as police officers in the police in the Federation, it might be appropriate to explore especially with this institution how community policing

management training could be developed as one of their training modules.

### **Human resources**

Output 5. Organize one or two visits with one-to-one coaching of human resource managers, commissioners, and CP coordinators from early risers in Bosnia and Herzegovina in one Swiss cantonal police in view of upgrading the local knowledge on newer and community policing adapted methods of human resources management.

Output 6. Via direct coaching or small workshops, support technically the drafting in the early risers cantons/entities of evaluation schemes for individual officers. In doing, so it is important to develop schemes that takes into account the current maturity level of the community policing specialization in BiH.

### **Equipments**

Output 7. Consider equipping a small selection of CP offices in early risers cantons with laptop/printer/internet access and granting mobile phones and business cards to limited number of CP officers in selected jurisdiction in order to evaluate increase of confidence of public in local CP officers. Number of registered phone calls by the public may be used as argument for future negotiations of police service with local BiH mobile companies.

### **Organization (micro-macro linkages)**

Output 8. For the two planned prevention campaigns, design and apply a mechanism where police/Community Safety Boards apply for the funding with project proposals. This could be a show case of how a funding mechanism is likely to increase the quality of partnership projects. Given the current programming of UNDP in assisting local Community Safety Boards, by working closely with UNDP the Project has an opportunity to link up the micro, police station, perspective of community policing with its more macro, Community Safety Boards,

dimension. It would also link up initiatives that have been, in the past, disconnected from each other; this would allow useful clarification and benefit community policing as a whole. If secretariats of Boards are a feature to be adopted by Community Safety Boards, run the last survey via the Boards and train the secretariat in Security Marketing methods

### **5.3 Management**

To implement the consolidation year, the management structure of the Project needs only slight revision for 2011. The two-level management structure has proved very efficient and should remain intact during 2011.

The international Project manager is a key to the Project and is expected to provide continuous assistance through (a) guidance of the Project, (b) regular visits for coaching and follow-up, and (c) organization of one to two visits in Switzerland. The international staff of the Project however can be reduced. For two outputs, the international Project manager might need additional expertise through short-term experts (human resource and capacity-building for the design of a manager short course). The Project manager must decide whether this expertise can be obtained locally or international experts are required.

The permanent local management of the Project is a guarantee of continuous interaction, follow-up, responsiveness, and coaching. Local managers have gained local recognition, have proved a successful team, and we recommend that, for a consolidation year, the team remains unchanged.

## About the authors

Dominique Wisler (1960), PhD, has been trained at Universities in Switzerland, Germany, and the United States. A full-time consultant, founder and director at a Swiss-based NGO (coginta.org) dedicated to police reforms, he has managed, evaluated, or designed police and Ministry of Interior restructuring programs in transitional countries, including Sudan, Iraq, Turkey, Mozambique, Haiti, Bosnia and Herzegovina, and the Democratic Republic of Congo. He is a standing member of security sector reform expert groups of the United Nations Development Program (BCPR/UNDP), the Department of Peacekeeping Operations of the United Nations (Security Sector Reform), and the Swiss Foreign Office. A former professor in political sociology at the University of Geneva, he has widely published on civilian oversight, community policing, protest policing, among others. His latest book is a co-edited volume on comparative community policing with case studies in Africa, Asia, Europe and the Americas (CRC Press, London, 2009). He is a member of advisory committees of academic associations (South Asia Association of Criminology), academic journals (Police Practice and Research), and Editor-in-Chief of a Working Paper Series for the International Police Executive Symposium.

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