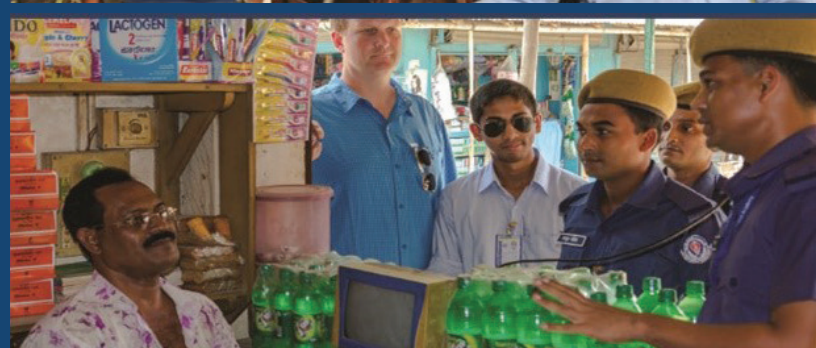


I C I T A P

Using Community-focused Policing to Combat Terrorism and Counter Violent Extremism

A Law Enforcement Toolkit

by David Snodgrass



**International Criminal Investigative Training Assistance Program
Strategic Partnerships and Training Unit**



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Police officer giving out personal protection supplies to residents amid COVID-19 pandemic in Indonesia.



Police officer helping out a child in the Dominican Republic.

Introduction

Terrorism, by its very mention, arouses fear. The Pew Research Center found that globally, 41 percent of people identified ISIS as one of their primary fears.¹ Police agencies must counter those fears by partnering with communities to help reduce the conditions that foster extremist behavior and political violence. They must also be prepared to respond in a systematic way to any aspect of terrorism that can affect a community and communicate that readiness effectively.

A proactive Prevention, Response, and Recovery model focuses on preventing terrorist events from occurring, responding to ongoing threats, and recovering from terrorist events. These activities permeate all three phases and are inseparably linked—during the response and recovery stages to a terrorist event, responders should already be identifying lessons learned and good practices for planning how to prevent subsequent events.

Some elements of this model include:

- Local perspective
- Proactive outreach
- Focus on public concerns and perceptions
- Establishment of trust
- Development of strategic partnerships
- Prioritization of public safety
- Genuine care
- Ownership of the community
- Transparency
- Availability of wraparound responses to community needs

Policing for countering violent extremism (CVE) thus manifests as the choice to incorporate a focus on community wellness and resilience into the process of mitigating violent extremist influences and responding to terrorism, rather than getting caught up in a cycle of fear and repression.

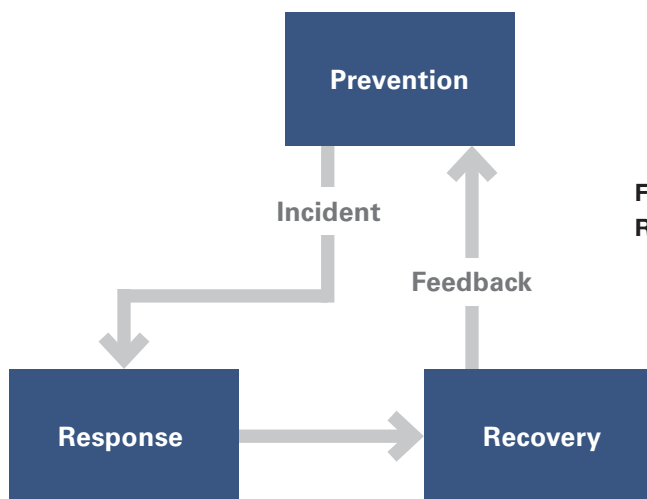


Figure 1. Prevention, Response, and Recovery model of counterterrorism

1. Jill Carle, "Climate Change Seen as Top Global Threat," Global Attitudes Project, Pew Research Center, January 17, 2019, <https://www.pewresearch.org/global/2015/07/14/climate-change-seen-as-top-global-threat/>.



Children learning to ride horses at Police Summer Camp for Children in Pakistan.



Police officer and citizen in East Timor share a laugh.

Prevention

Prevention programs should be host country–focused and employ community-focused policing, an outgrowth of community policing. Community policing “is, in essence, a collaboration between the police and the community that identifies and solves community problems. With the police no longer the sole guardians of law and order, all members of the community become active allies in the effort to enhance the safety and quality of neighborhoods.”² Community-focused policing takes this approach a step further by encompassing all of the tenets of community policing, but with an increased focus on the community, rather than on offenders. To this end, community-focused policing promotes good governance by making heavy use of multiagency partnerships, wraparound services, the Standardized Incident Management System (SIMS), and the enterprise theory of investigation practices.

The obvious priority of any counterterrorism (CT) or CVE program should be the prevention of terrorist attacks. As such, ICITAP’s Prevention, Response, and Recovery model for CT/CVE focuses on preventing these activities.

There is no set profile for individuals who are radicalized, nor a specific path to radicalization or terrorist acts.³ For the purposes of this toolkit, violent extremism is defined as “the outcome of radicalization and the adoption of a particular

ideology with the intention to use violence encouraging, condoning, justifying, or supporting the commission of a violent act to achieve political, ideological, religious, social, or economic goals. It is important to remember that radicalization does not always lead to violence and most violent extremists



Having a strong Crisis Communication Plan helps address the overwhelming media attention following a major incident.

never become terrorists.”⁴ While some studies have claimed that individuals involved in political violence have a tendency towards specific traits, more recent research suggests that the “initial concept of radicalization isn’t as helpful” as once thought and there is a need to rethink some of the prevailing assumptions regarding how people become involved in terroristic activities or become radicalized.⁵ Research has also

2. Bureau of Justice Assistance, *Understanding Community Policing*, NCJ 148457 (Washington, DC: Bureau of Justice Assistance, 1994), <https://www.ncjrs.gov/pdffiles/commpp.pdf>.

3. Horgan, John, Interview by Audrey Hamilton, *Speaking of Psychology* episode 3, “Getting into a Terrorist’s Mind.” Podcast, American Psychological Association, November 2013, <https://www.apa.org/research/action/speaking-of-psychology/terrorist-mind>.

4. Chris Mitrevski, Erika Emmanuel, Kaithlyn Robertson, Morgan Lowe, Rachael Fugardi, and Silke Schoch, *ICITAP Capstone Project: Community Engagement-Based Policing*, (Washington, DC: American University, 2017).

5. Horgan, Interview by Audrey Hamilton (see note 3).

shown that “grievances linked to state and security force abuses, perceptions of marginalization and injustice, relative economic and social deprivation, and desire for justice and purpose most consistently underpin mobilization to extremist violence.”⁶ While preventing extremist ideas is neither possible nor ethical, the aim should be to prevent the conditions that contribute to the above-identified causal factors and the use of violence as an expression of those grievances.

Community-focused engagement process

ICITAP contends that police-community engagement is essential for the identification of persons likely to be involved in terrorist acts. Community engagement is, however, difficult when trust between the police and community is already strained, such as in post-conflict states or emerging democracies in which police have historically functioned as the enforcement arm of the government with no focus on public protection. To create trust, civic education must work hand-in-hand with community engagement. Civic education initiatives are also a good way of intervening with individuals vulnerable to radicalization. In general, civic education is a core principle supporting good governance, because people cannot hold their governments accountable if they have no idea what those governments should be doing.

Adopting a community-focused policing philosophy is a way for police to reduce mistrust and create partnerships with members of the public to reduce factors that foster violent extremism. Research suggests that “when people are actively involved in the community problem-solving process and have some control over their own destiny, they will respond positively and effectively to the implementation of community development programs.”⁷



Indonesian Kindergarteners try out a police motorcycle.

The steps necessary to move to a community-focused policing business model include the following:

- Political will
- Host country and organization evaluation using ICITAP’s Sustainable Institutional Law Enforcement Development Model (SILED), which includes four analyses
- Organizational culture shift to community-focused policing philosophy
- Organizational training to institutionalize community-focused policing
- Civic education in community-focused policing and CVE
- Implementation of community engagement activities
- Mitigation activities

6. Emily Myers and Elizabeth Hume, “Peacebuilding Approaches to Preventing and Countering Violent Extremism.” Alliance for Peacebuilding, April 2018. <http://www.allianceforpeacebuilding.org/wp-content/uploads/2018/04/CVE-SSR-1.pdf>.

7. Robert C. Trojanowicz, “Police-Community Relations: Problems and Process,” *Criminology* 9 (February 1972): 401–23.

It should be noted that once political will is established, the remaining steps will in most cases run concurrently. Although it may appear that some steps must be completed prior to the next step being initiated, this is not the case. For example, waiting to begin the process of community engagement until the entire agency has attended training and fully embraced the philosophical shift can have a negative impact on building trust relationships. Additionally, community engagement activities by police and mitigation activities are intertwined and provide support for one another. Community engagement can be pursued at any time in a police department's development—either before or after the philosophy of community-focused policing has been adopted by the entire department.

Political will

Political will, or buy-in, is critical to the success of any international development project. Buy-in must begin with the head of the organization. In many police organizations, decision-making is strictly centralized; agency personnel are not generally involved in the decision-making process and must receive permission from their supervisors before taking action, especially if it falls outside of established procedures. Therefore, working at the strategic and political level to obtain buy-in is essential to move any organizational change project forward. Buy-in will not, however, necessarily be achieved all at once, before a project begins implementation. Buy-in might be obtained, then lost due to a miscommunication, and regained again. Buy-in can be gained under one police administration, lost under a new one, and then regained later under that new administration. Obtaining buy-in and support at the correct levels is essential for a program to succeed, but buy-in can wax and wane throughout the life of a program.

ICITAP has found that the key to obtaining buy-in is the use of embedded advisors who develop long-term trust relationships with host country leaders. ICITAP embedded advisors stress to their host country counterparts the importance of building good relationships between police and citizens, and they help their counterparts develop strategies to achieve that. Finding host country champions in the police and the public who will embrace the program and its activities and philosophies is the only way to promote an initiative's sustainability. CT and CVE project development should always include a focus on handing the project over to the host country, with a commitment to ensure the programs continue to run when U.S. Government assistance ends. Sustainability is the most difficult element to achieve in international law enforcement development.

Host Country and Organizational Evaluation – SILED

In February 2018, ICITAP put forward an aspirational analytical framework for Sustainable Institutional Law Enforcement Development (SILED): a means of “providing technical assistance, mentoring, training, and internships that enable host country law enforcement organizations to improve their capacity and efficiency of operations, their ability to effectively serve citizens, their respect for human rights and human dignity, and their professional standards.”⁸ ICITAP contends that using a highly organized approach, one that stresses deep-level analyses to develop a uniform program design and monitoring and evaluation framework, increases the chances for success in promoting sustainable institutional development and embodies the best principles of good governance.

8. ICITAP, *Promoting Sustainable Institutional Law Enforcement Development: The International Criminal Investigative Training Assistance Program* (Washington, DC: Office of Community Oriented Policing Services, 2017) <https://www.justice.gov/criminal-icitap/file/1037131/download>.

To foster close, long-term relationships between embedded advisors and host country officials, the SILED analytical framework relies on significant work done in conjunction with the host country prior to the implementation of development efforts. This work includes the following steps (see figure 2; see figure 3 on page 7):

- Conducting desk studies that analyze the host country’s criminal justice system, history, culture, government and politics, and socio-economic situation.
- Using information from the desk studies to create and distribute questionnaires that focus on primary crime threats; capabilities of and needed reform in law enforcement agencies; resource issues; training needs; the role of law enforcement agencies in the host country internal security system; and the relationship between the citizenry and police, other criminal justice officials, government officials, citizens, and civil society members.
- Holding discussions with host country officials regarding the data gathered from the questionnaires.
- Conducting an on-ground assessment with hand-picked subject matter experts.

ICITAP realizes it will not be possible in all cases to follow the entire SILED process in order because law enforcement development, like all types of international development assistance, is complicated and unpredictable. Therefore, if circumstances prevent the use of the entire model, ICITAP recommends focusing on the heart of the model:

- Conducting a crime-threat/problem threat analysis in the host country.
- Conducting a job task analysis to determine how police are organized and what their prescribed job duties are.

Figure 2. Traditional International Law Enforcement Development

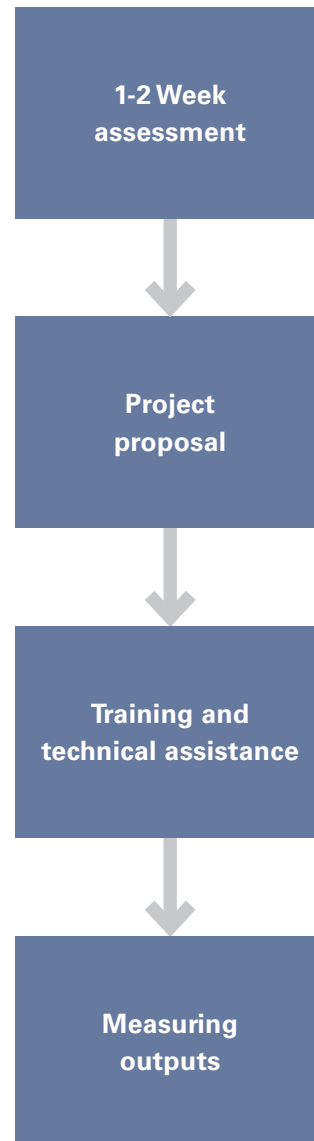
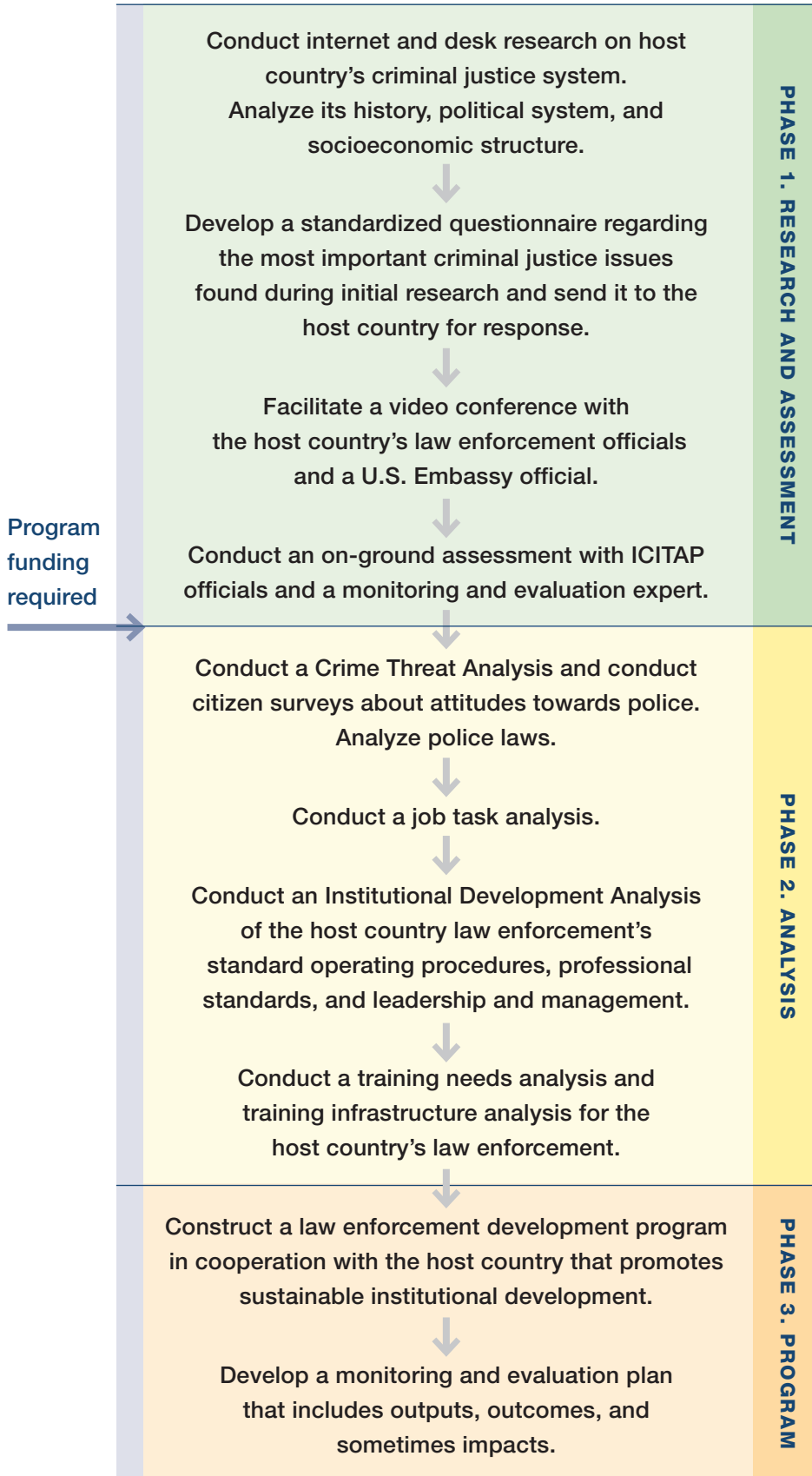


Figure 3. Sustainable Institutional Law Enforcement Development



- Conducting an institutional development analysis of police, focusing on structure, policies, procedures, standards and practices, and the governance of the institutions.
- Conducting a training needs analysis to look at the types of training police personnel currently receive and what additional training is needed, based on the results of the other three analyses.

All of these analyses should include a focus on the agency's current efforts and competencies in regard to CT/CVE and on the steps necessary to adopt the community-focused policing model through community engagement.

Organizational culture shift

Community-focused policing should by its nature be an overall operational model for how all activities of a police agency are conducted. This overall philosophy should provide guidance to every member of the agency, with the goal of producing positive interactions between the police and public and assisting in addressing public concerns about crime and quality-of-life issues. Every member of the agency should be encouraged and provided the freedom to help solve issues brought forward by the community; often, this requires police to coordinate with and organize other government agencies, NGO stakeholders, and other community resources.

To achieve this new outward, public-focused approach to policing, most agencies must undertake a fundamental shift in how operational practices are conducted. This is especially difficult in emerging democracies and post-conflict countries where the police may have simply served as government enforcers.

ICITAP's experience in community-focused policing has revealed that developing specialized police units to conduct community policing activities is insufficient for making this organizational change. It fails



ICITAP instructor working with police officers from Cote d'Ivoire during an anti-terrorism investigation training scenario.

to foster the institution-wide long-term trust relationships necessary to create police-public partnerships capable of addressing matters of mutual concern and interest. In fact, it can create confusion for members of the public as they realize a closer relationship with some members of the department and not others. For example, citizens will develop personal relationships with officers who attend community meetings—a non-confrontational setting where officers and community are likely to have positive interactions. Contact during incidents with officers they do not know, and who are dealing with more stressful circumstances, may be very different. These specialized units can also create friction within the police agency itself, as officers not engaged in community-focused policing activities tend to see those who are as soft on crime or not involved in “real” police work. Therefore, community-focused policing must be fully integrated in all policies and procedures, as well as in hiring, retention, promotion, assignment, and training, and be truly embraced by all agency personnel.

To do this, the agency must redefine how it measures success. Traditional policing focuses on offenders, via arrests, citations, and police contacts. New evaluation

criteria must be developed which provide incentives and rewards for those officers who embrace and commit to the new philosophy. This shift in philosophy changes the essence of police work for an organization: it moves the focus from law enforcement to public safety and the mitigation of emerging problems. While there will always be a need for police to enforce the law and investigate crime, community-focused policing prioritizes addressing the root causes of crime, rather than simply responding to crime after it occurs. In essence, it shifts the focus of police activities to protection and caretaking.

Agencies that adopt community-focused policing benefit from increased community support and cooperation when dealing with crime. Individual officers also benefit. In traditional policing, the majority of officer interactions with the public occur when people are in crisis and at their most stressed. This leads to a culture of cynicism and detachment. Community-focused policing reminds officers that they are public servants and that their duty is to serve and protect community members. They tend to take ownership of the areas in which they work, resulting in both increased job satisfaction and a mission-focused approach to protecting what they see as their communities. These positive interactions make the community safer for both the police and the public. Community members develop relationships with individual officers who they feel listen to their concerns and work with them to address them, fostering trust and public support in the police. This is a fundamental shift from the way police agencies have operated in the past and will require courageous leadership, changes to agency policy, and time to accomplish. However, the rewards to both the police and the public far outweigh the discomfort of implementing change.

Many police professionals argue that community policing can only be realistically undertaken in countries that have professional police organizations. This position holds that it makes little sense to

improve the relationship between police and citizens if the police are corrupt or are unable to perform even the most basic of police functions. ICITAP maintains that because the development process is long and difficult, it is unrealistic to wait until a police department in a developing country becomes completely “professionalized” before pursuing the principles of trust-building at the core of community-focused policing efforts—in fact, the police will tend to professionalize more rapidly if they have developed a strong trust relationship with the communities they serve. Additionally, fostering good relations between the police and community makes citizens more apt to hold the police accountable for unprofessional behavior. For these reasons, ICITAP uses community-focused policing as an essential mechanism to promote good governance, while simultaneously working to help increase professionalism in other countries’ police agencies.

Organizational training to implement community-focused policing

As part of the ongoing SILED process and its four component analyses, advisors should conduct a training needs assessment to identify the appropriate amount and types of training required by the organization. Training should be conducted at every level of the organization and for all members, including civilian employees. Any new policies and procedures should be adopted prior to the training and used as part of the training process. The training should stress not only that the agency is moving to a different operational model, but also that all future decisions regarding, recruitment, selection, retention, assignment, and promotion will use the community-focused policing philosophy as a major factor in selection. All supervisory practices should also incorporate this philosophy. By the end of the training, all members of the police agency should comprehend the agency’s new direction and have a complete understanding of their duties.

Future training for all police personnel should also focus on community engagement skills, with an emphasis on customer service, communication, and problem identification and mitigation. Specific training should also be developed for all levels of the organization that focuses on how community-focused police training will help counter violent extremism and terrorism. Organizational restructuring may also be deemed necessary.

Civic education in community-focused policing and CVE

Police-community engagement is not merely a set of community activities that bring police and the community together. In order to be successful, police-community engagement must be understood by both the police and society as an attempt to solve social problems. A major part of the police-community engagement process must include civic education to provide transparency to the community about the changes to policing philosophy and what the public can expect from its police.

One of the best ways to perform this function is to institute regular educational activities into all engagement efforts. One such activity is micro-training: 15–20 minute lesson plans on police topics. While the content is limited only by one's imagination, these lessons should include the same material that was used to train agency representatives about the transition to community-focused policing. These trainings can be done as part of regular community meetings, Community Safety Action Team (CSAT) meetings, Citizen Police Academies, by School Resource Officers, and as standalone sessions to educate the public on the new community-focused philosophy. This outreach will help the community to begin positive interactions with the police, help them manage their expectations of the police, and increase police accountability. Civic education also benefits community members, as they



Police officer hands out police flags to students in Kosovo as part of a Community Safety Action Team (CSAT) project.

can be trained to identify and report suspicious activity, potentially reducing radicalization and preventing terrorist events.

Implementation of community engagement activities

Police-community engagement activities should begin within the police agency. While some international law enforcement development practitioners have attempted to solely use NGOs as conduits between police and the public because the public does not trust the police and vice versa, this practice contravenes the entire philosophy of community-focused policing. This separation can actually create a barrier between the police and the public they serve.

The police should begin community engagement activities by identifying community leaders and stakeholders and inviting these individuals to specific community focus-group meetings to discuss their concerns. One example of a successful model is for the police to invite community leaders and persons of influence to a facilitated meeting where the police advise them of the police agency's move towards community-focused policing. The police should explain the principles of community-focused policing and what community members should begin to expect during their interaction with officers. The police should ask participants questions about their concerns regarding crime and quality of life issues and their expectations of the police agency. They should advise community members that the police will compile this information and then report the findings to the community and partner with community members on how to address specific issues. This should be the first of several meetings as officers respond to the issues identified by specific communities.

Police should then begin other community engagement activities that develop partnerships on matters of mutual concern. The community leaders, who have become part of the process already, then become a much-needed driving force within the community itself.

Police and community members should work cooperatively to decide which community engagement activities will be most successful and prioritize which ones to initiate first. The community should establish these priorities and choose activities the community believes will have the most initial impact. Police should then expand these activities as individual projects become fully operational. They can be modified as appropriate to be consistent within the cultures and conditions of the host country.

These community engagement activities are the foundation of long-term trust relationships. In turn, that trust is necessary for the partnerships that build

community resiliency and counter violent extremist and terrorist narratives. In the early stages of community engagement, trust can be fragile; to strengthen it, the public must see action on the part of the police to address their concerns. Although the police cannot alleviate all of the conditions which may lead to grievances, they should work together with the community to address them. It is important to remember, however, that, there is no direct correlation between community grievances and terrorist violence. Addressing quality-of-life issues and building public trust, though foundational tools for combating radicalization and preventing terrorism, are valuable for their own sakes.

Agencies must be aware that conducting these activities for the sole purpose of gathering actionable intelligence regarding CT/CVE operations will not only be counterproductive but will likely damage any future attempts by the police to interact with the public in a positive and mutually beneficial manner. Trust, once broken is very difficult to repair, especially between the police and the public. Information-sharing by the public is a natural byproduct of community-focused policing, but it cannot and should not be the only reason for engaging in these activities. The police should be transparent in interactions with the public and openly request assistance on matters of mutual concern, including thwarting terrorism and countering violent extremism. Simply put, community-focused policing is the right way to conduct police activities and should be adopted as the right thing to do.

Community engagement activities

Community engagement can take many forms. The engagement activities described in this section are only a few of the techniques agencies can use to reach out to their communities and build trust relationships.



Police in Bosnia-Herzegovina staff a booth at a local mall allowing the public to interact with them in a casual setting.



Body-worn cameras in North Macedonia are implemented as part of anti-corruption/police accountability project.

Public appearances

What: Officers set up kiosks in shopping malls and public walkways to place them in direct contact with members of the public. Information about the police and small inexpensive gifts such as stickers and posters are given to the public free of charge. This has been used effectively by ICITAP in Kosovo and Bosnia-Herzegovina.

Why: Making officers accessible in informal, non-confrontational public settings provides opportunities for positive police-public interactions. Citizens who may have been afraid to speak to an officer before may feel more comfortable in this setting. Officers can use these as opportunities to discuss the agency's new philosophy.

Billboards and public relations outreach

What: Advertising campaigns to promote community-focused policing and opportunities for the public to reach out to police for interaction. ICITAP helped

Bosnia-Herzegovina officers and volunteers set up 51 anti-domestic violence, 12 anticorruption, and seven anti-graffiti public outreach campaigns to interact with members of the community. ICITAP's body-worn camera program in North Macedonia created public awareness via the use of billboards.

Why: To inform the general public about high profile anti-corruption and community engagement efforts.

Call-in shows

What: Working with local media to create opportunities for the public to call in and ask questions of police. This can be done through social media live programs or local television and radio. ICITAP-Bangladesh has participated in a number of online and television programs as part of community engagement efforts. This has also been used successfully in the United States, particularly in live podcasts or streaming videos where police make themselves available for questions from the public.

Why: Allows the public access to interact with the police during non-crisis situations. It develops relationships, promotes transparency, and humanizes law enforcement officers.



Indonesian police engage with the public using community radio.

Coffee with a Cop

What: This is a program that has been effective in any number of jurisdictions in the United States, where police officers sit down over a cup of coffee and discuss informally the roles of the police in the community and any issues the community is concerned about. It can be adapted to any country and provides informal, relaxed communication and relationship-building opportunities. ICITAP successfully modified this into the “Just Say Hi” project in Bangladesh to help officers develop positive interactions with the public.

Why: Making officers accessible in public, non-confrontational settings provides opportunities for positive police-public interactions. Officers can use these as opportunities to discuss the agency’s new philosophy. In the “Just Say Hi” project in Bangladesh, one police commander developed a positive relationship with members of the highly persecuted LGBTI community in the capital of Dhaka. It is very difficult for members of the LGBTI community in Bangladesh to find employment opportunities, but with the police commander providing a good reference, several of them were hired as guards by a local security firm.

Police mentoring

What: ICITAP encourages members of host country police agencies to act as leaders in their community by taking an active role in community, educational, and civic organizations. Officers are also encouraged to act as leaders and mentors in their police agencies, to enhance fellow officers’ commitment to the community and the community-focused policing ethos. ICITAP has modeled this activity in its use of long-term embedded attachés and advisors, which has long been the key to building long-term trust

relationships with international partners. This has been used very successfully in Mexico in ICITAP’s forensics programs.

Why: Rather than simply training law enforcement, ICITAP advisors select talented law enforcement leaders to develop in their careers through one-on-one guidance.

Youth mentoring

What: Police and community partners identify individuals in both the police and community to act as mentors for at-risk individuals. This can be in a Big Brothers/Big Sisters type of program, or even in apprenticeship relationships where job skills are taught.

Why: It provides opportunity for positive interaction to benefit the community and provides opportunities for at-risk individuals.

Sports

What: Programs such as Midnight Basketball and the Police Athletic League provide organized sports activities, where healthy competition, teamwork, and sportsmanship are emphasized. Police and community mentors act as coaches and mentor players. These types of programs can also be adapted to local needs and provide at-risk individuals with positive role models and mentors. ICITAP has successfully partnered with the Islamabad Police to conduct sports programs for children in Pakistan.

Why: Much like the mentoring program, these police-public partnerships help to provide activities for at-risk individuals where they can have positive interaction with police and public partners.



Children learning basic first aid at Police Summer Camp for Children in Pakistan.

Summer camps

What: Students engage in fun and educational activities, and both the students and their parents develop lasting trust-based relationships with the police officers assigned as instructors to the camps. As with sports programs, ICITAP has successfully partnered with the Islamabad Police to conduct summer camps. The children interact with police officers, who act as sponsors, mentors, and teachers.

Why: Positive public perception of the police in Islamabad has risen dramatically since the camp sessions began, and many police officers who at first were reluctant to participate have since asked to be involved in all future sessions.

Community meetings

What: Holding regular community meetings with the police assigned to a specific geographic area helps with identifying and addressing public concerns and working together to solve issues of mutual concern. ICITAP has successfully conducted these programs in a number of countries, such as the Election Security program in Sierra Leone and Indonesia's Community Engagement Development Project.

Why: Having local officers attend these meetings helps members of the public establish familiarity and long-term trust relationships with specific officers. For the officers, it helps to generate a sense of ownership for the specific community they serve and a sense of responsibility for keeping the community and its residents safe.

Community meetings can also be used to provide micro-trainings on the philosophy of community-focused policing to give citizens a strong understanding of how the new philosophy should affect their interactions with police and what to expect from them. Teaching the public the same material as the police helps the public hold the police accountable for adhering to the new philosophy.

Community Safety Action Teams (CSATs)

What: A voluntary forum which aims to promote interaction and involvement between police and the community, with the goal of reducing crime and increasing community livability and safety. ICITAP-Kosovo has done this successfully for many years now; CSATs are in fact the only government entity where Kosovo-Serbians and Kosovo-Albanians actually work across ethnic lines to promote good governance and positive interaction between government and members of the public.



ICITAP works with local Community Safety Action Team (CSAT) to establish Community Watch (Vrojtuesit E Lagjes) in Kosovo.

Why: CSATs allow the community, police, local government and other stakeholders to discuss and find solutions for local problems, which ensures that these concerns are addressed by the police or municipal authorities in a timely and appropriate manner. They are a formalized, open, and consultative body which is accountable to the community and obliged to respect inhabitants' views and concerns regarding all the problems that may affect their safety. CSATs have been very effective for a number of years in Kosovo.

CSATs are an effective tool for crisis mitigation as well as for engagement; see further discussion on page 19.

Neighborhood Watch

What: A less formalized version of the CSAT, Neighborhood Watch groups hold regular meetings with community members in specific neighborhoods or villages and provide information regarding ongoing issues of concern. This is especially good for building a sense of community in specific areas and building bridges between neighbors and the police.

Why: Participants take on the role of watching for suspicious behavior and assume a caretaking function for their neighbors.

School Resource Officer program

What: A school resource officer (SRO) is a career law enforcement officer with sworn authority who is deployed by an employing police department or agency in a community-oriented policing assignment to work in collaboration with one or more schools.⁹

Why: The goals of well-founded SRO programs include providing safe learning environments in schools, providing valuable resources to school staff members, fostering positive relationships with youth, developing strategies to resolve problems affecting youth, and protecting all students, so that they can reach their full potential. The National Association for School Resource Officers (NASRO) considers it a best practice to use a “triad concept” to define the three main roles of school resource officers: educator (i.e. guest lecturer), informal counselor/mentor, and law enforcement officer.¹⁰

National Night Out

What: National Night Out is an annual community-building campaign that promotes police-community partnerships and neighborhood camaraderie to make neighborhoods safer, more caring places to live. Neighborhoods host block parties, festivals, parades, cookouts and various other community events with safety demonstrations, seminars, youth events, visits from first responders, exhibits, and more.¹¹ ICITAP-Serbia has an annual Police Day where police demonstrate their capabilities to the public.

Why: National Night Out enhances the relationship between neighbors and law enforcement while bringing back a true sense of community. Furthermore, it provides a great opportunity to bring police and neighbors together under positive circumstances.¹²

9. National Association of School Resource Officers (NASRO), “Frequently Asked Questions,” Accessed November 10, 2019, <https://nasro.org/frequently-asked-questions/>.

10. NASRO, “Frequently Asked Questions” (see note 9).

11. National Night Out, “About: National Night Out,” Accessed November 10, 2019. <https://natw.org/about/>.

12. National Night Out, “About” (see note 11).

Community surveys

What: Officers survey the community about their perceptions of the police, crime, and quality of life issues of mutual concern. ICITAP-Indonesia conducted a successful restructuring of the National Police using this as a strategic planning tool.

Why: Community surveys are an excellent opportunity for police to interact with members of the public and draw out information on issues of concern. Since officers go to every house in a specific geographical area, the interaction does not feel forced and begins the process of communication as both parties begin to know one another. If done on a regular basis, these relationships tend to grow as officers get to know the community members and initial barriers begin to come down. They are also very useful in determining crime trends and progress, as attitudes of the public towards the police can be monitored.

This is an excellent opportunity to partner with local universities for help designing, tabulating, and evaluating survey results.

Media day

What: Media day allows the police to interact with the members of the local media in a non-threatening setting. Police and media can discuss what is needed and can be expected when covering major events.

Why: These meetings help foster transparency on the part of the police and the media and manage expectations for both entities.

Citizen's Police Academy

What: A Citizen's Police Academy is a program designed to acquaint community members with the activities and responsibilities of their local police department. The goal is to educate the public about the police and to increase the rapport between citizens and police officers.

Why: The academy is designed to help participants have a better understanding of what a police officer and other members of a police department do on a daily basis, what some of their training requirements, are and what resources are available to assist each agency. These can also be completed using a series of micro-trainings to allow the community to have more flexibility in receiving the training.

Silent Witness

What: Silent Witness shares information on unsolved serious criminal cases in the local media, including television, radio, Facebook, Twitter, Instagram, LinkedIn, and YouTube, and provides a means by which people can provide information anonymously.

Why: When citizens provide tips, they receive corresponding tip numbers. All communication is conducted using the tip number to ensure the anonymity of the tipster. Guaranteeing tipsters' anonymity allows them to provide information without concern of retribution. Cash rewards are offered for information that leads to indictments or arrests. The program encourages otherwise reluctant or fearful callers to provide information. Rewards are distributed in a private, anonymous manner to the tipster through a third party.¹³

Trust is developed, as people who are afraid are able to express their concerns while remaining anonymous.

13. Silent Witness, "About," Accessed November 10, 2019, <http://www.silentwitness.org/about/>.

Rural community outreach programs

What: As crime rates are generally lower in rural areas, police can often focus on more quality of life issues with rural residents. Additionally, police can act as the primary arm of good governance by making a strong effort to reach out to at-risk populations through both community-focused policing—including enhanced skills such as basic first aid training—and through working with local nongovernmental organizations in additional outreach programs such as water purification efforts. ICITAP used community radio in Sierra Leone to reach rural areas as part of its election security program. Community radio is the most accessible and readily affordable medium within rural communities and can play a significant role in the development of rural women. It helps provide information and lends support to educating rural women in financially disadvantaged communities. Furthermore, the programs are cheap enough to be produced locally in a range of languages.¹⁴

Why: In many countries, policing efforts are focused on urban areas due to crime threats and high-density population centers. This leaves rural areas—in some cases, ungoverned rural areas—with little or no support from police or governments in general. As rural and ungoverned areas have been identified as safe havens for terrorists and violent extremists, interacting with the public can help counteract them.

Strategic planning

What: Former ICITAP Attaché Jerry Heuett developed a unique community engagement and agency strategic planning model which was successfully implemented in Indonesia. It involves community stakeholder meetings where participants are asked structured questions about their fears about crime and quality of life issues and their expectations of the police. This information, along with results from the SILED analyses and citizen surveys, is used by police agencies to formulate strategic plans to address community concerns.

These strategic plans should include a focus on working with the public, and the strategic planning group should include members of the community who can provide a citizen perspective and help police prioritize which issues should be addressed first. Stakeholder meetings provide an excellent opportunity to involve public partners in the effort to address issues of mutual concern, as well as a good first step in determining the agency's commitment to following through on the promise to become community focused.

Why: Publishing the strategic plan is crucial to both transparency and effective implementation. Failure to publish the plan will deal a serious blow to the trust-building process when the strategic plan is implemented.

14. Madeleine C. Fombad and Glenrose Veli Jiyane, "The Role of Community Radios in Information Dissemination to Rural Women in South Africa," *Journal of Librarianship and Information Science* 51, no.1 (September 2016): 47–58, <https://journals.sagepub.com/doi/full/10.1177/0961000616668960>.

Today 07/02/2020: delivering speech before the holy jumma prayer to create public awareness regarding the consequences of drug terrorism and terrorism in the fragrant residential area. I wish the support of all Muslims and public in providing public friendly and corruption free police service. .

Rate this translation



Working together in the fight against Terrorism and Violent Extremism

Social media post from Bangladesh.

Involvement of community members in personnel decisions

What: Community members can be invited to participate as members of interview boards, or a citizen board can help review candidates for selection or special assignment. Police ultimately retain the final decision-making power, but inclusion of the public promotes transparency and allows a different perspective on the traits the public feel are important in police officers. ICITAP-Ukraine was successful in helping to create a new Patrol Police department

with more than 8,000 officers and used members of the public and other non-police professionals as part of the hiring process.

Why: Inviting members of the public to participate in the hiring and promotional processes is an excellent way to encourage interaction and to demonstrate that the agency is committed to listening to the community's opinion on what the composition of the police should be. While the agency retains final say on any personnel actions, input from the community can not only be helpful, but also strengthen the understanding among agency personnel of the new philosophy of community-focused policing.

Outreach to faith-based organizations

What: Law enforcement can establish contact with faith-based organizations through regular meetings, informal talks, or other events as desired.

Why: Having moderate religious leaders provide literacy training and interpret religious texts in a more mainstream way can have a profound impact on reducing radicalization of at-risk individuals in religious groups.

Public-private partnerships

What: Police create strategic partnerships with community leaders and local businesses. This can be part of creating job training and employment opportunities. It may also create partnerships for specific skills training for at-risk individuals or incarcerated persons.

Why: These partnerships can help reduce the issues, such as unemployment and poverty, that push people toward radicalization. They are one facet of broader wraparound services that help people address their grievances.

Gender-Based Violence (GBV) programs

What: Gender-based violence (GBV) is a term used to describe harmful acts perpetrated against a person based on socially-ascribed differences between males and females; it is used to highlight how gender discrimination makes women and girls vulnerable to various forms of violence, including early or forced marriage, female genital mutilation, sexual harassment, dowry and bride price abuse, intimate partner/ domestic violence, deprivation of inheritance and property, sexual assault, and rape.¹⁵

Why: Violent extremists may have a prior history of violence against women. It is vital to promote the rights of all individuals and reduce gender-based violence while mitigating its harmful effects on individuals and communities. Unless cisgender and transgender women, girls, men, boys, and nonbinary persons fully enjoy their human rights and are free from violence, progress toward development will fall short.¹⁶

Mitigation activities

In emergency management, mitigation refers to lessening the impact of disasters—natural or man-made—on life and property. In a CT/CVE framework, mitigation encompasses all activities used to reduce or eliminate the probability of a terrorist event, the impact of any terrorist events that do occur, and the activities that push or pull individuals into violent extremism or terrorist actions. Mitigation activities—even those designed to lessen the impact of terrorist events—are undertaken prior to a terrorist event. Once an incident occurs, subsequent actions are considered response, not mitigation.

For law enforcement agencies, adopting a mitigation strategy places a new emphasis on partnering with the community to address root causes of crime and quality of life issues. One of the tenets often lost in the discussion of community-focused policing is the understanding that enforcing the law is still the primary function of police agencies. This includes traffic enforcement, responding to calls for service, making arrests, and investigating criminal incidents. What changes with community-focused policing is not that police are still required to perform these functions, but rather **how** they perform them and **how** they prioritize these functions.

Enterprise Theory of Investigations

Police agencies can investigate violent extremist groups in the same manner as criminal organizations using the Enterprise Theory of Investigations (ETI). ETI is an intelligence-driven framework that seeks to discover the full scope of a criminal organization. ETI encourages a proactive attack on the structure of the criminal enterprise. Rather than viewing criminal or terrorist acts as isolated crimes, it works to show that individuals are committing these acts to further the interests of a criminal group, gang, or terrorist cell. Investigators attempt to identify members in an effort to determine the full scope of the group's illegal activities and base their investigative strategy on perceived weaknesses of the group's operations.

Investigators often work in a task force model; following the money trail is a common investigative tactic. Terrorist and violent extremist funding often comes from other illegal activities, such as weapons

15. International Medical Corps, "Gender-Based Violence Prevention and Response," accessed April 23, 2020, <https://internationalmedicalcorps.org/program/womens-childrens-health/gender-based-violence-response-prevention/>.

16. USAID, "Preventing and Responding to Gender-Based Violence," accessed April 23, 2020, <https://www.usaid.gov/gbv>.

sales, human trafficking, or narcotics trafficking. Enterprise investigations attempt to disrupt and dismantle the criminal enterprise and ultimately separate it from its economic base.

By using a well-thought-out investigative plan, and focusing on all aspects of how the criminal organization operates, investigators can move from a single terrorist or criminal act to all the members of the organization.¹⁷ An enterprise investigation attempts to identify the membership and hierarchy of an illegal organization and to prosecute the decision-makers and beneficiaries of that criminal enterprise. Investigations conducted under this framework collect valuable information from multiple sources, allowing for information to be corroborated or discounted. ETI facilitates multisubject investigations of significant enterprises involved in criminal activities, instead of concentrating on individuals or separate criminal acts. This approach allows law enforcement to use the best practices of gang prevention programs to intervene with individuals, while using ETI to identify and investigate these organizations themselves.

While this is clearly a legitimate police function based on proven techniques, police agencies should be cautious in these investigations to avoid damaging established relationships with members of the community by the appearance of conducting secret investigations. Investigative activity should focus on the criminal activity of the group. Information-handling guidelines should be strictly followed to ensure the protection of sources. Silent Witness (see page 16) can also be a valuable tool for gathering information in these types of investigations while protecting anonymity.

Pre-planning resources: The Standardized Incident Management System

From an emergency response perspective, pre-planning for an event identifies areas of responsibility and breaks these down into the smallest effective activities. Coordination is key, as there will likely be responses at the national, regional, state, district and local level involving multiple stakeholders, such as medical and social services. The Standardized Incident Management System (SIMS) is a multidisciplinary organizational framework that identifies what resources are available and how to deploy those resources during events which require governmental intervention.

SIMS is a system for interagency coordination in the event of an emergency or incident that requires police intervention or assistance. It can also be used to leverage resources to address grievances or areas of mutual concern during non-critical moments, but it is specifically designed to organize resources and maximize their effectiveness as part of emergency response operations. A SIMS agreement provides an excellent opportunity for police agencies to provide a vital link between the community and the various other responders involved.

SIMS can be applied to more than just terrorist events and can be instrumental as an all-incident management system. It can also be used in response to natural disasters, major events such as sporting events or parades, elections, disease outbreaks, or any incident where multiple agencies will be responding. SIMS is flexible and can be adapted to various situations and the conditions and resources in the host country.

17. Richard A. McFeely, "Enterprise Theory of Investigation," *FBI Law Enforcement Bulletin* 70, no. 5 (May 2001): 19–25, <https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=188588>.

SIMS is primarily an emergency response system; the Response section of this publication treats SIMS emergency response protocol in greater detail (see page 29). However, the process of planning for and implementing an emergency response system puts in place lines of communication and builds partnerships which are equally vital for building community resilience and preventing extremist violence.

Failure to adequately prepare for major events can have severe consequences. For example, the 2004 Aceh tsunami caused more than 230,000 deaths in ten different countries and many more injuries. The regional areas of Aceh and North Sumatra were practically demolished, with near total destruction of public infrastructure and private homes and an estimated \$4.45 billion (USD) in total damages. The Indonesian National Police (INP) conducted an audit of its response in the aftermath of the event. That audit revealed several shortcomings in the INP's ability to respond to major events. Through funding provided by the International Narcotics and Law Enforcement Bureau of the Department of State, ICITAP worked with the Government of Indonesia and the INP to develop training materials and a new emergency management structure that adopted the SIMS model, resulting in the INP taking the national lead on emergency response reform. ICITAP trained INP instructors in SIMS and these instructors trained hundreds of other INP instructors throughout the archipelago. This new emergency management plan was put to the test in 2009, in response to a 7.6 magnitude earthquake off the west coast of Sumatra; within a day, the INP had set up an emergency response center and initiated victim identification. The SIMS model was codified into Indonesian law in 2010.¹⁸

Wraparound services

Wraparound services are a holistic, flexible, all-source, team-based and collaborative approach to addressing community or individual concerns. Wraparound services may be provided by the same entities that provide mitigation activities, such as SIMS stakeholders. Community engagement is a strong component of the SIMS response; within the SIMS framework, police and the community identify members of the public who can assist during an event and disseminate information to the public and partner to train community members to self-rescue—a skill which may be required in an event too severe for existing resources.

Wraparound services may also be provided alongside community engagement activities. This police-community engagement approach can be seen in action in ICITAP's Community Safety Action Team (CSAT) program in Kosovo. Originally implemented in 2003, as an adaptation of a model developed in Oregon, the CSAT model engages community leaders, government officials, and members of the public in discussions about issues of concern and develops collaborative solutions. Each community forms a CSAT group which holds public meetings to talk about community issues and then works collaboratively with available resources to find solutions to these issues. Since the resources used in SIMS are generally the same resources that come together as part of a CSAT, CSATs become an existing mechanism to organize community members in planning and response and inform them of services available during a crisis.

18. Eric Beinhart, "Public Order Management, Election Security and Emergency Management: A Partnership Opportunity for DOD and DOJ/ICITAP," *Peace Stability Journal* Special Edition (November 2018), http://pksoi.armywarcollege.edu/default/assets/File/Peace_Stability_Journal_Special_Edition_Nov_2018_FINAL.pdf.



Kosovo officer talks with a group of students as part of the Community Safety Action Team (CSAT) project.

Additionally, the CSAT model can be a conduit to help members of the community address specific grievances and catalyze the development of wrap-around services. The CSAT model brings together government, community, private business, religious, nongovernmental organizations, and international partner resources to focus on problems at the local level. These partnerships facilitate the leveraging of resources to address community concerns, as community members now have a way to talk directly to the entities that can help address their problems. It also makes communities aware of the various types of resources that are available. Working within this framework, partners can develop programs such as skills training, literacy programs, religious teaching, social work activities, counseling, job placement, and other cooperative opportunities to help mitigate the factors that cause grievances which lead to violent extremism and terrorism.

Intervention projects

While holistic models such as CSATs and the SIMS model can incorporate wraparound services, these services are most commonly focused on intervention programs. These projects provide avenues for at-risk individuals who feel disenfranchised. Working with schools, trade organizations, businesses, mental health care providers, social workers and nongovernmental organizations, law enforcement can form partnerships to provide education, counseling, job skills training, and job opportunities to these individuals to help reduce some of the factors that have been found to pull individuals toward criminal behavior and extremist views. Working with faith-based organizations has proven to be effective in these projects. Students obtain a sense of pride and accomplishment by completing these projects and accessing the employment opportunities they provide. These interventions also allow them the opportunity to interact with others that do not hold extremist views, providing them another viewpoint to consider.

There are a number of similarities between individuals involved in terrorism or violent extremism and those involved in gang activity. It is widely held that gang members tend to be from “high-risk groups. . . [and] experience shockingly high levels of victimization and trauma; that they and their communities have frequently been exposed to profligate and damaging policing and criminal justice practices; and that it is essential to reduce the exercise of state authority as much as possible, to build the legitimacy of the police and other authorities, and to build trust between the authorities and communities.”¹⁹

19. David M. Kennedy, “Response to ‘What Works with Gangs: A Breakthrough,’” *Criminology and Public Policy*, Special Essay, March 24, 2019, <https://onlinelibrary.wiley.com/doi/10.1111/1745-9133.12438>.

Gang prevention programs provide tools to reduce involvement in criminal organizations, as well as prevention and exit strategies for individuals who have become members of crime groups. Some programs that have been successful in preventing people from becoming involved in gang activity or in helping people to escape gang involvement include Group Violence Intervention (GVI), Gang Resistance Education and Training (G.R.E.A.T.), the Cure Violence program, and the Comprehensive Gang Prevention, Intervention, and Suppression Model (CGM).

None of these programs should be considered a solution for terrorism and violent extremism on their own; rather, police and community partners should review the various facets of these programs and determine which activities are likely to have the most significant impact in reducing violence and participation in radicalized and terrorist groups.

Group Violence Intervention Program (GVI)

What: A gang violence prevention program that focuses on the most at-risk groups.

Why: Community distrust of law enforcement, stemming from historical harms, over-enforcement, and disrespect, stands in the way of violence prevention efforts. GVI focuses on the groups at highest risk for violent victimization and offending, with the intention to keep group members alive, safe, and out of prison. The GVI partnership communicates directly with group members by conveying a powerful community message about disapproval for violence and support of community aspirations. It provides concrete opportunities for both immediate

and longer-term assistance and support and gives clear prior notice of the legal risks associated with continued violence. The partnership then delivers swiftly on these commitments.

The GVI strategy is based on a set of core facts: Most people in communities are not at high risk for either victimization or offending. A very small number of identifiable groups drive the violence, and the people in them face extraordinary risk and trauma. However, the most common law enforcement approaches to violence prevention can actually cause communities harm and make violence dynamics worse.

Gang Resistance Education and Training (G.R.E.A.T.)

What: Gang Resistance Education and Training (G.R.E.A.T.) is an evidence-based and effective gang and violence prevention program built around school-based, law enforcement officer-instructed classroom curricula.

Why: The G.R.E.A.T. program is intended as an immunization against delinquency, youth violence, and gang membership for children in the years immediately before the prime ages for introduction into gangs and delinquent behavior.²⁰ The program has been evaluated and proven effective. For example, in a four-year study on the effects of the G.R.E.A.T. curriculum “in which social skills training was emphasized while inculcating negative views of gangs, it reduced odds of gang joining among racially/ethnically diverse groups of youth by 39 percent in the first year and by 24 percent in the four years following training.”²¹

20. Gang Resistance and Education Training, “What Is G.R.E.A.T.?” Accessed November 10, 2019, <https://www.great-online.org/GREAT-Home>.

21. James C. Howell, “What Works With Gangs,” *Criminology and Public Policy* 17, no. 4 (December 18, 2018): 991–99, <https://doi.org/10.1111/1745-9133.12398>.

The Cure Violence Program (CVP)

What: The CVP works to reduce violence among individuals who are high-risk for either using violence or being the victim of it. Individuals from the community many of whom are former gang members, are selected and trained as violence interrupters; they work to mediate conflicts between high-risk individuals and groups.²²

Why: CVP mediators try to address underlying causes of violence and “serve as positive role models for young people, steering them to resources such as job or educational training and needed services.”²³

Comprehensive Gang Prevention, Intervention, and Suppression Model (CGM)

What: Referred to as the Comprehensive Gang Model (CGM), this prevention program targets at-risk individuals and strives to reduce initial gang membership. Intervention programs and strategies provide sanctions and services to those actively involved in gangs to help them leave the gang lifestyle. In suppression strategies, law enforcement agencies target the most violent and criminally active individuals and groups. The CGM identified and integrated the five main gang response strategies that are commonly used in these programs and are viewed favorably by communities:

- **Community Mobilization:** Involvement of local citizens—including former gang youth, community groups, and agencies—and the coordination of programs and staff functions within and across agencies.
- **Opportunities Provision:** The development of a variety of specific education, training, and employment programs targeting gang-involved youth.

- **Social Intervention:** Involving youth-serving agencies, schools, grassroots groups, faith-based organizations, law enforcement, and other juvenile or criminal justice organizations in reaching out to gang-involved youth and their families and linking them with the conventional world and needed services.
- **Suppression:** Formal and informal social control procedures, including close supervision and monitoring of gang-involved youth by agencies of the juvenile/criminal justice system and also by community-based agencies, schools, and grassroots groups.
- **Organizational Change and Development:** Development and implementation of policies and procedures that result in the most effective use of available and potential resources, within and across agencies, to better address the gang problem.²⁴

Why: Formal and informal social control procedures and accountability are essential for public safety. These procedures include close supervision or monitoring by criminal justice system agencies, such as probation, confinement, and parole, and by community-based agencies, schools, and grassroots groups.²⁵

Note: None of these anti-gang programs should be considered a solution for terrorism or violent extremism on their own; rather, police and community partners should build on existing relationships that have been formed through community-focused policing to review the various facets of these programs and determine which activities are likely to have the most significant impact in reducing violence and participation in terrorist and extremist groups.

22. Howell, “What Works With Gangs” (see note 21).

23. Howell, “What Works With Gangs” (see note 21).

24. “Comprehensive Gang Prevention, Intervention, and Suppression Model,” National Gang Center, accessed April 27, 2020, <https://www.nationalgangcenter.gov/spt/Programs/53>.

25. “Comprehensive Gang Prevention” (see note 24).

Organizational restructuring

Organizational change is one of the “necessary elements for successful implementation of community-focused policing practices. Well-designed organizational changes can establish the necessary foundation and structure for success.”²⁶

A movement to a community-focused policing philosophy will require some decentralization of authority. Each officer throughout police organizations will need to become “a thinking professional, utilizing imagination and creativity to identify and solve problems. . . [who] is encouraged to develop

cooperative relationships in the community, guided by values and purpose, rather than constrained by rules and excessive supervision.”²⁷ The changes required will largely be identified during the SILED organizational assessment process, but will likely focus on policy and procedural changes, decentralization of authority, increased officer discretion in decision-making, and a move from statistical to outcome-based measures of success. Additionally, resource deployment will need to change to target specific, small geographic areas without creating specialized community-focused policing units.



Figure 4. Images from the public awareness campaign for body-worn cameras in North Macedonia.

Mobile Camera Recording System to be used for:

- documenting procedures of a police officer when undertaking official action
- ensuring legality of the actions of the police officer
- eliminating possible omissions in the work of the police officer
- control over the work of the police officer
- preventing the occurrence of possible misconduct and corruption
- establishing validity of complaints submitted by the citizens

What do I need to know for the Mobile Camera Recording System:

- a police officer may only use the recording system for official actions
- the recorded material cannot be published at web pages or at social networks
- the police officer cannot use other technical means (mobile phones, cameras etc.) to make video or audio recording different from the Mobile Camera Recording System

IMPORTANT NOTE: When using the Mobile Camera Recording System, the police officer shall be obliged to inform the individuals that the police officers action is being recorded.

26. Adrian Diaz, *Community Policing: A Patrol Officer's Perspective* (Washington, DC: Office of Community Oriented Policing Services), 2019, <https://cops.usdoj.gov/RIC/Publications/cops-w0876-pub.pdf>.

27. Diaz, *Community Policing: A Patrol Officer's Perspective* (see note 26).

Police agencies in developing democracies and post-conflict areas are often plagued with overcoming systemic corruption. As part of the restructuring process, agencies should make a special effort to combat corruption within their ranks. This includes strengthening inspections and internal investigations practices, including potentially establishing a separate enforcement organization to investigate police corruption and criminal activity, such as the Police Inspectorate in Kosovo. Public outreach identifying this initiative should make it clear that the agency is addressing corruption and educating the public how they can help the agency root out such activity, via Silent Witness programs or citizen complaints. A model for this outreach might be the public awareness campaign around the body-worn camera program that ICITAP implemented in the Republic of North Macedonia, which used signage, press conferences, and web-based resources to educate communities on the legal and practical aspects of the new system.

As part of the restructuring process, agencies should put significant effort into diversifying the workforce. “Building Trust and Legitimacy—the [. . .] foundation upon which relationships between law enforcement and the communities they serve begin—requires that departments recruit, hire, and retain officers that reflect the communities they serve.”²⁸ Recruitment should include efforts to increase the number of women officers and to create an ethnic balance that reflects the communities the agency serves. Working with the public, agencies should develop recruitment and retention strategies that “reflect the needs of the community, the principles

of community-focused policing and public service, and a culture of diversity.”²⁹ Working with host country partners, ICITAP has developed several successful recruitment initiatives in various Balkan countries, including a very successful program to recruit women into police service in Kosovo.

Internal organizational restructuring methods

There are many proven techniques for changing the culture of a law enforcement organization to increase transparency and trust.

Body-worn cameras

What: Officers wear cameras that record activities. ICITAP successfully implemented a body-worn camera program in the Republic of North Macedonia. The program included an anticorruption public awareness campaign that centered on bribery issues involving traffic police. Many officers welcomed the devices, as they felt that they were unjustly being accused of corruption due to the actions of a few officers. The public did not offer bribes when stopped for traffic infractions.

Why: While somewhat controversial, a well-designed body-worn camera project can help both the police and public to address such issues as corruption, human rights, excessive force, and abuse of office, thus clearing barriers to mutual trust. While there are still concerns about public surveillance, release of records, storage issues, and cost, these cameras can be a very effective tool in helping to develop accountability and trust between the officers and members of the public.

28. James E. Copple, *Law Enforcement Recruitment in the 21st Century: Forum Proceedings* (Washington, DC: Office of Community Oriented Policing Services, 2017), <https://cops.usdoj.gov/RIC/Publications/cops-w0830-pub.pdf>.

29. Copple, *Law Enforcement Recruitment* (see note 28).

Organizational restructuring

What: Review of an organization's structural functioning and efficiency to include job task and training needs analyses. ICITAP has conducted numerous restructuring programs around the world, including in Mali, the Dominican Republic, Kyrgyzstan, Kosovo, and Indonesia.

Why: Bureaucracy or redundancy may prevent a law enforcement organization from being able to reach out to the community.

Critical thinking training

What: Courses that train police how to use their own judgment and decision-making skills. This training may include tactical decision-making, crime analysis, community policing, the SARA (Scanning, Analysis, Response, Assessment) model, and intelligence led policing.

Why: Critical thinking is a key aspect of problem-solving central to community-focused policing.

Decentralization of authority

What: A movement to a community-focused policing philosophy will require a level of decentralization of authority that must encourage a line level officer to become “a thinking professional, utilizing imagination and creativity to identify and solve problems... (who) is encouraged to develop cooperative relationships in the community, guided by values and purpose, rather than constrained by rules and excessive supervision.”³⁰ The changes identified will largely be identified during the SILED organizational assessment process, but will require a focus on policy and procedural changes, decentralization of authority, increased officer discretion in decision-making, and a fundamental change in how success is measured.

Why: To encourage line officers to take leadership in community-focused policing. Additionally, resource deployment will change to specific, small geographic areas. Avoid creating specialized community-focused policing units, as having only specific units conduct community policing can create different approaches to public concerns.

Anticorruption

What: As part of the restructuring process, agencies should make a special effort to combat corruption within their ranks. The development of policies and procedures to address corruption issues, including inspections, internal investigations, and public awareness campaigns, are all part of these efforts. Providing civic education to the community can also help hold police accountable, because citizens will learn what police behavior is acceptable and what is not. ICITAP has led a number of anticorruption programs in the Balkans and Ukraine.

Why: Agencies in developing democracies and post-conflict areas are often plagued with systemic corruption within existing police organizations.

Inspections

What: Inspections are a proactive way to ensure officers within the police are operating within the limits of policy, acting professionally, and following established procedures. ICITAP has developed successful programs to improve inspections processes in Panama and Belize, among other nations.

Why: Agencies need to ensure that officers are following department policies, procedures and laws. This increases professionalism, reduces corruption, and increases officer accountability. It reinforces the agency mission and commitment to the values and standards set by the law and police leadership.

30. Diaz, *Community Policing: A Patrol Officer's Perspective* (see note 26).

Internal Affairs Units

What: An Internal Affairs investigation is a reactive process that investigates allegations of police misconduct, including criminal incidents after a complaint of misconduct has occurred. Complaints can be either internal or external to the police organization. Enforcement measures can range from internal police discipline to a criminal investigation that results in court adjudication. Internal Affairs reforms may include strengthening internal investigations practices and potentially establishing a separate enforcement organization that investigates police corruption. ICITAP Kosovo helped develop the Police Inspectorate in Kosovo, which is an agency separate from the police with the mandate of investigating criminal misconduct by the police.

Why: Public outreach identifying this initiative should make it clear that the agency is addressing corruption and should educate the public in how they can help the agency root out such activity via silent witness or citizen complaints.

Diverse hiring / Women in policing

What: As part of the restructuring process, agencies should put significant effort into diversifying the workforce. Working with host country partners, ICITAP has developed several successful initiatives in various Balkan countries, including a very successful program to recruit women into police service in Kosovo.

Why: “Building Trust and Legitimacy—the [. . .] foundation upon which relationships between law enforcement and the communities they serve begin—requires that departments recruit, hire, and retain officers who reflect the communities they serve.”³¹ Recruitment efforts should include efforts to increase the number of women officers and make efforts to create an ethnic balance that reflects the communities the agency serves. Working with the public, agencies can develop recruitment and retention strategies that “reflect the needs of the community, the principles of community-focused policing and public service, and a culture of diversity.”³²

Micro-training (MT)

What: Micro-training is a technique where training material is created for delivery in smaller amounts using shorter delivery times. Also known as “Roll-Call Training,” it has been used successfully for many years in law enforcement agencies to deliver critical training without having to remove officers from their regular duties for extended classroom sessions. It is also useful when police conduct civic education programs. ICITAP has used this technique successfully in a number of countries, including Bangladesh, Sierra Leone, and Uganda.

Why: MT is an inexpensive form of training at the station level that eliminates the need to take time away from the job or to pay the costs for transportation and lodging for a central training venue. Three iterations of 20-minute MT training per week adds up to 6.5 full (8-hour) training days over the course of a year.

31. Copple, *Law Enforcement Recruitment* (see note 28).

32. Copple, *Law Enforcement Recruitment* (see note 28).

Response

All of the items in the prevention section become the foundation for a strong response to any terrorist concern—from material support for terrorist organizations to response to an actual terrorist attack. The trust relationships built with the public, the adoption of a community-focused policing philosophy, organizational changes, and the adoption of a standardized incident management system not only help prevent an event from happening in the first place but also help facilitate an effective response by first responders and emergency workers.

Standardized Incident Management System

The Mitigation section of this publication (see page 19) discusses the role implementing SIMS can play in emergency prevention. Here we will discuss the system's primary function, emergency response. "Incident management deals with risk, how to avoid risk, and how to manage risk."³³ Generally, "Incident Management can be thought of as a four-part cycle:

- **Mitigation.** Lessens the chances of an incident or minimizes its potential impacts.
- **Preparedness.** Includes anything people do to be ready for an emergency, major event, or other incident which required police intervention.

- **Response.** Includes all activities that relate to saving lives, containment, and preventing further damage during an incident. This is the first phase that occurs after an incident begins.
- **Recovery.** Includes all activities that help a community and people recover after an incident."³⁴

The Standardized Incident Management System (SIMS) has four basic components that help to address all four phases of the incident management cycle:

- **The Incident Command System (ICS).** A management system designed to enable effective and efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.
- **Multiagency Coordination.** Agencies, NGOs, international organizations, and other disciplines involved at any level of SIMS working together in a coordinated effort to facilitate decisions for overall response activities, including resource sharing and incident prioritization.
- **Mutual Aid Program.** Written agreements between agencies, jurisdictions, or other entities in which they agree to assist one another upon request, by sharing personnel and equipment.

33. Jane A. Bullock and George D. Haddow, *Introduction to Emergency Management*, 2nd ed. (Boston, MA: Elsevier, 2006).

34. Federal Emergency Management Agency (FEMA), *IS-10.A: Animals in Disasters: Awareness and Preparedness*, FEMA Emergency Management Institute, web-based training, October 2, 2015, <https://training.fema.gov/is/courseoverview.aspx?code=IS-10.a>.

- **Operational Areas.** Midsized political subdivisions managed as part of a tiered SIMS response to provide oversight and organization for oversight. Usually a county-sized area of responsibility, the operational area serves as the link between the local regional levels of government for coordinating information and resources.

In essence, the SIMS model brings all stakeholders together and determines what resources are available, then plans how to deploy those resources in the most efficient and effective way during an event.

While originally designed to respond to emergencies, the SIMS model provides an excellent opportunity for police agencies to provide a vital ongoing link between the community and the various responders involved in a SIMS agreement. At the heart of SIMS is cooperation from all entities that have resources to assist the public during incidents. Establishing relationships with other agencies allows the police to act as a conduit between those agencies and the community during non-emergencies, facilitating contact with the services overseeing roads, utilities, education, mental health treatment, family support, etc. Establishing these relationships ahead of time also helps significantly when responding to actual emergencies or other incidents which require police intervention.

SIMS uses the Incident Command management model and divides its work into five primary field functions:

- **Command.** The lead individual or individuals who are directing or controlling resources at an incident by virtue of explicit legal, agency, or delegated authority. In one agency, this person may be the Incident Commander. If more than one agency is involved, then the group of incident commanders is called the Unified Command.

- **Operations.** Responsible for all tactical operations at the incident and for the coordination of operational activities at an Emergency Operations Center. The Operations Section at the SIMS Field Response level can include Branches, Divisions or Groups, Task Forces, Teams, Single Resources, and Staging Areas, all defined by geographical area or operational function at the incident. As an incident gets larger, the span of control will get larger, corresponding to an increasing division of labor.

- **Planning.** Responsible for the collection, evaluation, and dissemination of information related to the incident and for the preparation and documentation of Incident or Emergency Operations Center Action Plans. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

- **Logistics.** The section responsible for providing facilities, services, and materials for the incident or at an Emergency Operations Center.

- **Finance and Administration.** Responsible for all costs and financial considerations.

The SIMS Planning process drives the incident response. It helps the Incident Command evaluate the situation, develop incident objectives, select a strategy, and decide which resources should be used to achieve the objectives in the safest, most efficient, and most cost-effective manner. The incident response plan should take into account not only local resources, but also information regarding specific needs for the local community. While the specifics of the final overall plan may need to be held closely due to operational security concerns, community leaders should be briefed on the general steps that will be taken by responders to produce cooperation, increase

public awareness, and help community members feel more confidence about incident response. In this process, the best practices of strategic communications should be employed before, during, and after any event which requires governmental intervention.

During this planning phase, the focus is on saving lives and property, controlling the situation, and minimizing effects of the event, to include the following operations:

- Protection of lives
- Evacuation and rescue operations
- Medical care operations
- Care and shelter operations
- Dissemination of accurate and timely information and warnings to the public
- Situation analysis
- Perimeter and access control
- Resource allocation and tracking
- Restoration of vital services and utilities
- Protection of property
- Coroner operations³⁵

In an actual terrorist or other human-caused incident, police may also be faced with a criminal investigation to identify who is responsible for the event and bring them to justice. This responsibility introduces other operations which must be planned for, including crime scene security and evidence protection, identifying victims and witnesses, evidence collection, and forensic analysis. All of the activities conducted during the prevention stage to strengthen these trust relationships are invaluable during a crisis. Civic education efforts can become a vital asset

during the investigation, when community members have been trained to be good witnesses or have been taught how to identify and protect evidence. Police will rely on strong trust relationships with the public during the investigation to provide information necessary to identify the perpetrators. Community leaders will be essential in helping to restore order, reduce any civil unrest, and provide outreach to the communities in which they live. But for any of these prevention activities to fully pay off, it is vital to have established lines of communication across the community, and to have developed a strategic communication plan.

Strategic communications

Making a plan

Advancements in communication have changed daily life dramatically for people worldwide over the last two decades. While the public uses new communications tools effectively—as do criminals and extremists—police have been slow to adapt, held back by police culture, government policy, lack of training, and distrust of the media. They miss many opportunities to monitor, share, and guide the truth via social and news media—sometimes with tragic consequences.

In a crisis, these missed opportunities can greatly exacerbate the situation. During rapidly evolving large-scale events, the release of timely and accurate information through a variety of channels helps to alleviate public fears and maintain safety and security.

Strategic communications leverage the use of all forms of communication, particularly social media, to communicate with a broad audience. Strategic communications programs can be helpful when there is a gap between police activities and public perception of what police are doing. They promote transparency and build public confidence that government is taking appropriate actions to resolve the incident.

35. City of Santa Monica, *SEMS/NIMS Multi Hazard Functional Emergency Plan*, (Santa Monica, CA: City of Santa Monica, 2013), <https://www.smgov.net/departments/oem/sems/multi-hazard-functional-emergency-plan.pdf>.

Creating a strategic communications program requires three elements:

- **Political will.** The highest-ranking police executives must have the desire and political will to change and improve communications throughout the police agency. This desire needs to translate into expectations that the entire agency will assist with (or at least not impede) these changes.
- **Dedicated leadership.** Positive, flexible, and consistent police leadership personalities must be placed in charge of communications. These leaders must believe in public safety, reducing unnecessary public fear, and the public's right to know. Community engagement must not be seen as a burden.
- **Resources.** Time, training, and resources must be provided for police communications professionals, to ensure they are properly empowered, staffed, budgeted, supported, and rewarded on an ongoing basis, and have minimal turnover.

By building up a platform to communicate in emergencies, major events, or other incidents that require police intervention, law enforcement agencies do not only provide information: they promote transparency and closer relations with the community. Strategic communications seeks to counter terrorism and violent extremism through improved, targeted communications. News media interviews, news releases, social media posts, public events, and even internal police to police communications regarding terrorism are considered low frequency, but high risk, communications. They are highly charged, political, crisis-oriented, fear-induced, often

life-threatening or international news events that can cause a public response which could involve anything from panic to death. When police don't know what to say to the media either through traditional pathways or social media, they may make regrettable or problematic statements, or say nothing for days after the incident, allowing news media and the public to drive a narrative that is often inaccurate, negative, and unnecessarily dramatic.

To know what to say, write, and do during crisis communications, and to build confidence, police command officers and spokespersons need to first have a well aligned internal police approval system. With proper training, police can learn more about how to amplify their positive community engagement efforts through social media and the news media.

Establishing well-trained and prepared media wings will increase transparency between law enforcement units and their communities and help the police strategically communicate when terrorist incidents are ongoing. Without a strategic communications platform, the police are vulnerable to public criticism and resistance, which could compromise operational effectiveness, result in demoralization of the rank and file, and undermine law enforcement officials' legitimacy in the eyes of the public.

Choosing a communications medium

The use of strategic communications through social media can be used to provide information regarding ongoing events, public information, and act as a single point of contact for community members who have concerns. In many parts of the world, however,

the role played by social media in developed countries is taken up by innovative uses of traditional media. Billions of people around the world do not have access to cell phones, the internet, or television.³⁶

In areas where technology is limited, or rural areas that often have no other access to media, community radio is an excellent resource for providing public information and education. Radio has the ability to help effect changes in knowledge, attitude, and behavior; particularly in conflict-ridden areas where people are often especially receptive to information presented in an entertaining format.³⁷ The content of radio programs is also cheap to create and cheap to consume. This is especially important in countries

with high illiteracy rates where many people do not speak the colonial languages. Neither the creators nor the consumers of radio content need to be able to read or write, due to the oral nature of the radio.³⁸ ICITAP used community radio stations in Sierra Leone to educate people about election security issues related to the November 17, 2012 presidential, parliamentary, municipal, and local elections. The Kosovo Police produced a YouTube recruitment video that substantially increased their number of female applicants.

Agencies should craft communication plans that use the media their communities use, in ways that will bring the most timely and accurate information to the largest number of people.

36. Laura Silver, "Smartphone Ownership is Growing Rapidly Around the World, but Not Always Equally," The Pew Research Center, February 5, 2019, <https://www.pewresearch.org/global/2019/02/05/smartphone-ownership-is-growing-rapidly-around-the-world-but-not-always-equally/>.

37. <https://www.sfcg.org/programmes/afpa/guidebooks.html>.

38. Githaiga, Grace Githaiga, Executive Director of EcoNews Africa, <https://www.un.org/africarenewal/magazine/july-2005/community-radio-voice-poor>.

Recovery

Once the initial response is concluded and the incident scene has been cleared, it is important to begin recovery operations as soon as is practical to restore order and security for the community. Recovery operations in the wake of a terrorist event should aim to assist the community to return to normal life as quickly and effectively as possible. While returning conditions to exactly what they were before the event is likely impossible, helping the community feel safe and secure in its environment is the best way to combat the use of terrorist tactics. Effective response and recovery activities can actually increase communities' trust and confidence in the government; conversely, an inadequate response by the government can exacerbate the incident's root cause. Law enforcement's relationships with first responders, the public, and offenders are all crucial for recovery.

First responders

During an event, first responders will be focused on saving lives, protecting property, scene security, evidence identification and collection, and public order. Once the initial response to the event is completed, first responders will begin the task of investigating the incident and other agency-specific recovery operations. Once the immediacy of the effort begins to subside, there will come a time of mourning for those lost and an eventual return to some form of normalcy.

Individuals have their own timelines for healing from a traumatic incident. Depression, anxiety, post-traumatic stress disorder (PTSD), alcoholism, marital problems, or thoughts of suicide can affect many people associated with a major event, including first responders. Unfortunately, these psychological impacts may not be identified in a timely manner. Many long-term negative outcomes, however, can be mitigated or prevented by “promoting healthy coping strategies, and providing proactive support from mental health professionals.”³⁹ This should be done not only for first responders, but, working within the SIMS framework to identify resources, for the community as well. Critical incident debriefings and other immediate counseling opportunities should be made available to both responders and the community members that were directly affected by the event.

Two promising practices for supporting law enforcement and other first responder are Critical Incident Peer Support and the Vicarious Trauma Toolkit.

Critical Incident Peer Support (CIPS)

- **What.** First responders often fall victim to PTSD in the aftermath of major events where loss of life and serious injury occur. This can cause a distressing, dramatic, or profound change or disruption in their physical or psychological functioning.⁴⁰ A Critical Incident Peer Support system includes

39. Laura Usher, Stefanie Friedhoff, Maj. Sam Cochran, and Anand Pandya, *Preparing for the Unimaginable: How Chiefs Can Safeguard Officer Mental Health Before and After Mass Casualty Events* (Washington, DC: Office of Community Oriented Policing Services, 2016), <https://www.nami.org/About-NAMI/Publications-Reports/Public-Policy-Reports/Preparing-for-the-Unimaginable/Preparing-For-The-Unimaginable.pdf>.

40. Joseph A. Davis, “Critical Incident Stress Debriefing From a Traumatic Event,” Crimes and Misdemeanors blog post, February 12, 2013, <https://www.psychologytoday.com/us/blog/crimes-and-misdemeanors/201302/critical-incident-stress-debriefing-traumatic-event>.

both Critical Incident Debriefings in the immediate aftermath of an event and an extended Employee Assistance Plan that provides professional counselors and well-trained peer counselors, who can help prevent long-term emotional injury and help in the recovery from exposure to trauma.

Why. Peer counseling gives law enforcement officers the opportunity to discuss trauma and stress with someone familiar with the experiences, who will help without passing judgment.

Vicarious Trauma Toolkit

What. The Vicarious Trauma Toolkit (VTT) is a collection of resources from the Office of Justice Programs that can assist law enforcement officials in post-trauma situations. It introduces a new model for examining and conceptualizing the effects of vicarious trauma along a spectrum of reactions to the work-related trauma exposure that victim services providers and first responders experience every day. While individuals respond to this exposure in a number of different ways, a change in their worldview is considered inevitable—people either become more cynical or fearful, or they become more appreciative of what they have.⁴¹

Why: Law enforcement and all first responders' response to vicarious trauma can be negative, neutral, or positive; can change over time; and can vary from case to case, particularly with prolonged exposure.

Public

In the aftermath of an emergency, major event, or incident requiring police intervention, police should establish assistance centers and helplines. After a terrorist event specifically, police will also need to reach out to the public requesting assistance with information to help them identify the perpetrators of the event and bring them to justice.

In addition, through crisis communications and the provision of resources in the immediate aftermath of a terrorist or other major event, law enforcement should convey that they are not only concerned about investigating the crime or restoring order, but also about ensuring that all citizens are safe, secure, and supported after the incident. Police should make special efforts to be visible and available to victims and other members of the public to help address any issues of public concern. They should answer questions and provide information about community-based resources, to help the public feel safe and secure.

The public should be made to feel that the police and first responders are successfully managing the ongoing event and are actively engaged in the prevention of further emergency events. In this way, police can build confidence in the law enforcement agency and other first responders to address the event and lead in the recovery efforts. To accomplish this, law enforcement agencies can use their preexisting relationships and CSAT models to leverage resources for assistance, community support, and investigation.

After an incident, police should begin to attend community and CSAT meetings as soon as practical to provide updates on the current security situation and progress in the investigation, as well as to help address any quality-of-life issues. They should leverage their community partnerships to facilitate efforts to provide post-event counseling to those impacted by the event to help build resiliency in the community. Helping the community feel safe and secure—while also prompting them to be diligent in their awareness of suspicious activity—helps people return to normalcy. This interaction further enforces community members' confidence in the police's commitment to their wellbeing.

41. Vicarious Trauma Toolkit, home page, accessed April 27, 2020, <https://vtt.ovc.ojp.gov/>.

Community meetings should also become a focal point for the public to address long-term solutions for those significantly impacted by the event. Bolstering support for fellow community members who may be in need of basic sustenance or shelter brings communities together, while reducing the load on public agencies. Working in cooperation with private industry to coordinate delivery of these items maximizes response and recovery efforts.

The recovery effort is essential in strengthening existing relationships through prevention activities. The approach is cyclical. Prevention activities lead to a more effective response, which helps recovery. Lessons learned are leveraged to fill gaps and move the community past the event into a stronger prevention mindset.

Offenders

One of the most difficult tasks that communities face in a prevention and recovery model deals with the reintegration of offenders back into society once they have completed incarceration. Contrary to popular belief, research has shown that the old axiom “once a terrorist always a terrorist” is not always true. There is a “fairly steady and regular stream of people who disengage” from terrorist activities.⁴² According to Dr. John Horgan, “It’s not as difficult as we would have once imagined for people to actually leave the orbit of violent extremism and terrorism. People leave for a gamut of reasons. There’s a variety of push and pull factors that contribute to that and this is what our current research is trying to uncover. In particular, we found that disillusionment plays a very, very significant role in individuals’ decision, decisions rather, to want to leave behind terrorism.” Dr. Horgan interviewed more than 140 individuals who were involved in

terrorism and found a number who had disengaged from terrorist activity and wished to help prevent young people from following in the same path they had taken.⁴³ Given this dynamic, these individuals can be a vital tool in deradicalization.

The key to countering terrorist activity and violent extremism is providing a means for people with grievances, reality-based or otherwise, to address them. This requires long-term trust relationships based on mutual respect and cooperation between communities and the institutions that serve them—including law enforcement. These trust relationships can help those involved with terrorism and violent extremism to leave the lifestyle, while the opportunities they provide for communities to address their grievances through non-violent means can help deter people from turning to violence. The tools to develop strong trust relationships can be found in the tenets of community-focused policing. As the police are the most visible and accessible of all branches of government, it falls on them to begin the process of reaching out to build these relationships. To do this will require police agencies to undergo a major shift in agency philosophy—in how they recruit, hire, train, equip, assign, promote, and evaluate their personnel.

These partnerships form the backbone of the CVE model. They help prevent individuals from becoming radicalized and recruited into terrorist activity. They support the investigation of individuals and groups that choose to engage in violent extremism and terrorism. They also aid in the response to any terrorist event by enabling an organized, multi-agency, holistic first response plan—one encompassing contributions not only from traditional first responders but from NGOs, social workers, and mental health professionals. By making support and resources available to all members of the public who

42. Horgan, Interview by Audrey Hamilton (see note 3).

43. Horgan, Interview by Audrey Hamilton (see note 3).

need them, not only those at the scene of the event, such an approach helps accelerate the entire community's return to safety and security.

The tools to reintegrate past offenders or individuals who have been involved in terrorism or violent extremism are largely the same as those used to prevent involvement. Those tools include wrap-around services such as literacy and job training, public-private partnerships for employment, working with faith-based organizations, counseling, and education. Programs such as Thinking for Change, which uses cognitive-behavioral therapy to help incarcerated individuals develop new tools to handle their grievances in a peaceful, nonviolent manner, can be leveraged to help individuals avoid future terrorist or violent extremist behavior. These individuals can also be invaluable resources for prevention, by describing to others their path to and eventual delivery from dangerous ideology. Finally, given the proper circumstances, these individuals can be of great assistance when dismantling violent extremist and terrorist organizations.

ICITAP has conducted workshops successfully in the Philippines, Indonesia, Chad, Cameroon, and Niger to help these nations draft strategic plans for their correctional programs to improve terrorist management, counter violent extremism and design rehabilitative programs. The development of the strategic plan includes post-workshop follow-up visits to assess progress and to provide necessary additional training or mentoring. Guidance for creating strategic correctional plans includes the recommendation to consider using innovative projects such as the Minnesota Probation and Pretrial Services Justice

Model of Intervention, Disengagement, and Rehabilitation. This model is a team-based approach to working with extremists which combines current Probation and Pretrial Services practices, programming developed by Daniel Koehler, Director of the German Institute on Radicalization and Deradicalization Studies, and a risk-assessment tool and manualized intervention strategy developed by Her Majesty's Prison and Probation Service of the United Kingdom. This combination of specialized tools, training, and knowledge is used to assess defendants for release or detention pending trial, identify pretrial release conditions, determine appropriate sentence recommendations, and develop the necessary special conditions for community supervision to ensure both public safety and disengagement from extremism as components of the rehabilitation process.⁴⁴ It also includes reintegration programs that provide both vocational training and cognitive behavioral therapy to help offenders find employment and avoid recidivism.

Coordinated Justice Development— The Next Step

Community prosecution units have existed in local jurisdictions throughout the United States for decades. The National District Attorneys' Association defines community prosecution as follows:

Community prosecution involves a long-term, proactive partnership among the prosecutor's office, law enforcement, the community and public and private organizations, whereby the authority of the prosecutor's office is used to solve problems, improve public safety and enhance the quality of life of community members.⁴⁵

44. Kevin D. Lowry, "Responding to the Challenges of Violent Extremism/Terrorism Cases for United States Probation and Pretrial Services," *JD: Journal for Deradicalization* 17 (Winter 2018), 28–88, <http://journals.sfu.ca/jd/index.php/jd/article/view/175>.

45. National District Attorneys' Association, "Community Prosecution," accessed April 20, 2020, <https://ndaa.org/programs/community-prosecution/>.

Throughout the United States, community prosecution units are typically found in local district attorney's offices that work closely with the police departments engaged in community-focused policing in those jurisdictions. For example, in the Washington, DC U.S. Attorney's Office (USAO), community prosecution unites geographically organized teams of Assistant U.S. Attorneys (AUSAs), Community Outreach Specialists, and other support personnel throughout the USAO who share the responsibility for prosecuting crime in all seven Washington Metropolitan Police Department (MPD) districts:

Senior AUSAs are assigned to each of the MPD Districts and share responsibility for screening all cases that arise within that District. Senior AUSAs are present at the police district stations on a regular basis and assist police with investigations, warrant preparation, and roll call training. They also attend community meetings and handle quality of life issues that arise within their particular Districts. In addition, AUSAs in other sections within the Office, including Homicide, Sex/Domestic Violence, Felony Major Crimes, and General Crimes are assigned to specific MPD Districts and are part of extended District teams. The familiarity of each team with its District make the members better able to gather intelligence and determine the persons responsible for crimes in that area. Teams also connect with the community within their assigned area in order to stay abreast of the problems occurring there and to better address concerns of the citizens.⁴⁶

Community prosecutors working with police help to improve the capacity of police investigators to do their jobs effectively and increase the coordination within the criminal justice system. They also provide another important layer of civic education that improves people's understanding of the criminal justice system. Police and prosecutors in the U.S. and other countries sometimes find themselves disagreeing on key points. For example, police might feel they have done a very good job of collecting evidence to prosecute a case, while prosecutors might look at the evidence and find it wanting or in some cases, they may tell police the evidence was obtained improperly and it is necessary to start the process all over again. Community prosecution and community-focused policing in tandem can help build a more collaborative relationship between police and prosecutors, while at the same time the prosecutors can increase the police's knowledge of investigative procedures and criminal law through micro-training. This relationship strongly addresses the Prevention and Response elements of CT/CVE.

From 1986-2006, the Ugandan Government, under the leadership of President Yoweri Museveni, fought Joseph Kony and the Lord's Resistance Army (LRA) in Northern Uganda. During this period, there was not a functioning formal legal justice system in Northern Uganda. After the LRA and the Ugandan Government agreed to a cease-fire in 2006, the U.S. Agency for International Development (USAID) requested that ICITAP implement a community policing program in Northern Uganda. ICITAP convinced USAID that it would make more sense to implement a coordinated justice development program that included police, prosecutors, and

46. U.S. District Attorney's Office, District of Columbia, "Community Prosecution," accessed April 20, 2020, <https://www.justice.gov/usao-dc/programs/community-prosecution>.

magistrates. The program had two objectives: to improve the relationships and coordination between police, prosecutors, and magistrates, and to improve the capacity of police and prosecutors to do their jobs effectively. Coordinated justice development is a comprehensive approach to criminal justice development which holds that an overarching approach to coordination and collaboration between police, prosecutors, and magistrates is more effective than a siloed approach to working with the different criminal justice elements in isolation.

ICITAP implemented the program in 2007 with two different teams consisting of two police advisors and a prosecutorial advisor. ICITAP's lead police advisor started the program by organizing a workshop for police, prosecutors, and magistrates. The police advisor facilitated a discussion about an actual case that had been adjudicated (with names redacted). Initially, police blamed prosecutors for the failed prosecution, prosecutors blamed police, and the magistrates looked upon both the police and prosecutors with scorn. As the discussion continued for several hours, however, each of the three parties began to demonstrate empathy for one another as they realized the significant obstacles each of them had faced. Immediately after this workshop, ICITAP facilitated the signing of a memorandum of under

standing (MOU) between the police chief, the chief prosecutor, and the chief magistrate in which they agreed to cooperate and collaborate in order to improve the criminal justice system in Lira. This was a significant outcome and provided a solid foundation for the rest of the program.

Under the guidance of ICITAP police and prosecutorial advisors, Ugandan prosecutors developed MT that they presented to police investigators in 20–30 minute modules. The police investigators found this very helpful, and when the Ugandan chief prosecutor transferred to another district in the middle of this program, he talked to the police chief and started a MT project for police. ICITAP worked with police, prosecutors, and magistrates to facilitate the development of a community policing course for police with a special emphasis on basic investigations. ICITAP also helped coordinate a more efficient system for delivering evidence from outlying villages to Lira.

ICITAP is currently working with the Counterterrorism Bureau at the Department of State to develop another pilot coordinated justice development program in Africa. In certain contexts, coordinated justice development is the next logical step beyond community-focused policing.

Conclusion

ICITAP's SILED analytical framework—especially when integrated with the SIMS model of incident response and the Prevention, Response, and Recovery CVE model—provides the international law enforcement development field with a guide for international development. There is a clear need for such a guide. After September 11, 2001, the bulk of USG efforts in the “War on Terror” focused on the development of “hard” capabilities of law enforcement; police-community engagement and community-focused policing, while effective tools for combatting terrorism and countering violent extremism, were characterized as “soft,” and these approaches were neglected.

ICITAP's conception of coordinated justice development emphasizes the need for the USG to work with host governments to strengthen entire justice systems in order to effectively combat terrorism and to counter violent extremism. This model provides a very practical rebuttal to the argument that police-community engagement and community-focused policing are “soft.” Their value cannot be dismissed when they form a key ingredient in improving the coordination of justice, which results in a more efficient and effective overall justice system.

The Counterterrorism Bureau at the Department of State has engaged ICITAP in a continuing dialogue about the merits of using police-community engagement, community focused policing and coordinated justice development to combat terrorism and counter violent extremism. In December 2019, the CT Bureau's Office of Programs and ICITAP cohosted a successful CT/CVE symposium in Washington, D.C. Many USG officials, international government officials, and representatives from NGOs attended this symposium. It was very well organized and many attendees attested to its value. This toolkit is the next phase in the dialogue between ICITAP and the CT Bureau's Program Office, whom ICITAP thanks for encouraging and supporting it in its quest to formulate better and more strategic thinking in the CT/CVE realm.

Acronyms

CBT	Cognitive-Behavioral Therapy
CGM	Comprehensive Gang Prevention, Intervention, and Suppression Model
CIPS	Critical Incident Peer Support
CSAT	Community Safety Action Team
CT	Counterterrorism
CVE	Countering Violent Extremism
ETI	Enterprise Theory of Investigations
G.R.E.A.T.	Gang Resistance Education and Training
GBV	Gender-Based Violence
GVI	Group Violence Intervention
ICITAP	International Criminal Investigative Training Assistance Program
ICS	Incident Command System
OJP	Office of Justice Programs
PVE	Preventing Violent Extremism
SIMS	Standardized Incident Management Systems
SILED	Sustainable Institutional Law Enforcement Development

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About ICITAP

What is ICITAP?

The International Criminal Investigative Training Assistance Program (ICITAP) is a law enforcement development organization whose mission is to work with foreign governments to develop effective, professional, and transparent law enforcement institutions that protect human rights, combat corruption, and reduce the threat of transnational crime and terrorism, in support of U.S. foreign policy and national security objectives.

ICITAP is situated organizationally within the Criminal Division of the U.S. Department of Justice (DOJ).

Since its creation in 1986, ICITAP has become an internationally recognized leader in law enforcement development worldwide and has worked in more than 100 countries.

Authority and funding

ICITAP's programs are funded and authorized primarily by interagency agreements between ICITAP and these U.S. Government (USG) partners:

- U.S. Department of State
- U.S. Department of Defense
- U.S. Agency for International Development

Support of the DOJ mission

As ICITAP works within the framework of the USG's foreign assistance strategy, it focuses on key DOJ concerns: international terrorism and transnational crime. DOJ efforts to protect the United States require effective international law enforcement partnerships, and strengthening national

security calls for the promotion overseas of democracy, regional stability, and rule of law. ICITAP supports DOJ and USG missions through its development activities and its participation in foreign assistance planning efforts.

Global reach and program scope

Programs vary in size and cover a range of functions including police, corrections, security, and forensics.

Large, full-time programs are managed in the field by ICITAP federal personnel, and small programs are managed by regional assistant directors in ICITAP headquarters.

Development strategy

ICITAP focuses on long-term comprehensive, sustainable reform. When possible, ICITAP and its sister agency, the DOJ's Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT), integrate their programs and work with other federal law enforcement agencies to develop all three pillars of the criminal justice system: police, courts, and corrections.

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The International Criminal Investigative Training Assistance Program (ICITAP) is a law enforcement development organization within the U.S. Department of Justice that works with foreign governments to develop effective, professional, and transparent law enforcement institutions. Using its analytical framework for sustainable international development and the Prevention, Response, and Recovery model for countering violent extremism (CVE), ICITAP has developed a number of strategies for strengthening entire justice systems to effectively combat terrorism through community engagement and community-focused policing.

This publication details those strategies and situates them within larger conceptual frameworks for incident response, CVE, and international development.



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