



DELIVERABLE 2.4 FINAL REPORT: Unity - Ethical, legal and socially responsible framework for training, awareness raising and exploitation.

Due Date Month 34

Date of submission 28/02/2018

Lead beneficiary of this deliverable: Edinburgh Napier University

Dissemination Level: Public

Project Title: Unity

Grant Agreement: 653729

Funding Scheme: Research and Innovation action – Safeguarding Secure Society

Duration Time: 36 months

Start date: 01/05/2015



Project funded by the European Commission within the H2020 Framework Programme

Document Summary Information

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Revision History

Revision	Date	Who	Comment
First interim report	28/10/16	YH, LA, AW, MON	First draft
Second interim report	28/02/17	YH, LA, AW, MON,	Addition of exploitation plans
Final report	01/02/18	YH, MON, LA	Addition and editing

Quality Control

Role	Date	Who	Approved/Comment
Reviewer	08/02/2018	SA	Approved, suggested minor changes
Reviewer	14/02/2018	NN	Approved, suggested minor changes

Executive summary of D2.4

Purpose: the main aim of Deliverable 2.4 is to provide research evidence which supports Work Package 8 and the construction of legal, ethical and socially responsible frameworks which will be utilised to support community police (CP) training, locally based CP awareness exercises and finally the exploitation and dissemination of the results produced by the Unity project.

Methods: the recommendations reported here are drawn from a re-examination of primary data collected by Unity partners for Deliverables 2.1, D2.2, D2.3 and D3.1, 3.2 and 3.4, and a review of wider CP and other relevant literature. In total 323 participants from young minority groups, intermediaries who support minority groups, police personnel involved in CP, legal experts, advocates and academics took part in structured interviews.

Training for Community Policing (CP): CP, in contrast to response or reactive policing is based on a problem solving, preventative approach to local crime issues. It looks to provide a visible and dedicated local officer within a geographically bounded area and includes the involvement of the local community itself in identifying police priorities. The change in direction, for some policing organisations, from a reactive and response led policing service towards a more preventative and problem solving style of policing which looks towards a focus of crime prevention, community engagement and partnership working, has prompted many police scholars to argue that ongoing CP training is required to support the "...fundamental and strategic changes in almost all areas of policing" (Palmiotto et.al. 2000:80) which are brought about by the implementation of operational CP. Not all serving police officers can be assumed to have the specific skills or knowledge base required to carry out the core tasks of CP and it is this notion which supports the Unity aim of developing a legal, ethical and socially responsible framework of training for CP to ensure that the most effective form of local policing is being delivered at each local area.

In summary research finding presented in D2.4 show that:

- Many participants, including the police, believe they do not have the correct training or knowledge to deal with some minority groups.
- From the perspective of research participants local police do not have the relevant training and resources to engage with minority groups.
- Average participant responses from partner countries indicate that the police are not effective at engaging minority groups and there is room for improvement in relation to enhancing police understanding of the issues faced by minority groups.
- Findings indicate that current engagement practices are predominantly unsuccessful in assessing the needs of various groups.
- Specific issues that minority groups find more difficult to discuss with the police varied by country but common issues included: domestic violence, personal /family issues, sexuality /LGBT, trust in the police, sexual offences and culturally specific issues.
- Across partner countries there was a general perception that at present CP is not being delivered equally within and between communities.

Summary of recommendations for CP training:

1. Findings indicate that there is a general requirement for specific CP training across all partner countries for their policing organisations.

2. Training should be provided to police personnel and local community members should be provided with CP awareness raising days which will foster two way communication and improve each group's knowledge of the core concepts, principles and expectations of community policing in the local context.
3. Training for officers should focus on communication skills and highlight effective engagement practices, particularly focusing on 'hard to reach' groups.
4. Palmiotto et.al. (2000) emphasise the importance of CP officers developing a capacity for critical thinking in the field.
5. Training should support a problem solving and a preventative approach.
6. Training should include a focus on the social and cultural background, norms and roles of local minority communities and should include:
 - LGBT issues and hate crime
 - Sexual violence
 - Domestic abuse/violence, with additional culturally specific training
 - Specific cultural knowledge should be provided to all police officers in an attempt to prevent stereotypical assumptions being made, e.g. Roma
7. Training should be ongoing throughout the working life of officers and ideally be provided to all serving police officers.
8. Training should be learner led and contextualised with real life experiences e.g. problem based learning.
9. Feedback should be provided by learners and training should be evaluated.
10. Training should be follow European legislation in ensuring all people across society have equal access to and are fully engaged in civic life.
11. In order to enhance the professional attitudes, conduct and interactions of officers training should foster procedural justice and be in line with the European Code of Police Ethics.
12. Training should focus on improving knowledge on the problems faced by minority groups and understanding and assessing their needs.

Awareness raising and exploitation: Deliverable 2.4 also sets out Unity's recommendations for the ethical, legal and socially responsible awareness raising and exploitation of the project findings and outcomes. Developing an exploitation and dissemination framework is integral to each individual Horizon 2020 project with an expectation that each project will provide,

"...targeted information to multiple audiences (including the media and the public), in a strategic and effective manner and possibly engaging in a two-way exchange (Article 38 of the model grant agreement)"

In terms of raising awareness of community policing in general and the technological outputs generated by the project in an ethically, legally and socially responsible way, this deliverable recommends that dissemination is conducted locally by consortium partners using a wide variety of communication platforms that will be accessible to all member of the public. This would include public meetings and face to face discussions for those who do not have access to the internet, advertising in local media outlets and utilising the variety of pre-existing social media platforms. Partners when conducting dissemination and awareness raising should also be cognisant of the variety of local languages and dialects used in their region and ensure that their activities are suited to the local demographics and meet with the requirement of current European legislation.

The recommendations reported here also set out the proposed exploitation framework for Unity outputs. These include conducting market analysis to identify key stakeholders, utilising a variety of platforms and languages suited to each audience group whilst protecting the intellectual and/or industrial property rights of each consortium partner.

The research which supports the Unity project was conducted within a strict ethical, socially responsible and legal framework based on the European Convention on Human Rights. This was done to ensure that the research aims of the project were met with integrity at all times. In section 7 of D2.4 we use the wider academic research ethics literature to underpin and situate the consortiums exploitation, dissemination and awareness raising activities at the local level. The consortium partners are also responsible for ensuring that all awareness raising, exploitation and dissemination activities are legally based and socially responsible.

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ACKNOWLEDGEMENTS

We acknowledge the support and funding provided by the European Commission for this research project. We further thank the individuals who participated in the interviews for this deliverable as well as our Unity partners for their contributions in the data collection:

Belgium:	Belgian Police Serco Europe
Bulgaria:	European Institute
Croatia:	Croatian Police College
Estonia:	Estonian Police and Boarder Guard
Finland:	Police University College of Finland
Germany:	Fachhochschule für öffentliche Verwaltung und Rechtspflege in Bayern, Fachbereich Polizei
Macedonia:	University St. Kliment Ohridski
Great Britain:	University of Dundee / Scottish Institute for Policing Research, Office of the Police and Crime Commissioner for West Yorkshire and Edinburgh Napier University

“Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of the community welfare and existence.”

—Sir Robert Peel, Principle Seven

1.0 Introduction

For any nation the relationship which exists between its police and the communities they serve is an important one. The police as agents of the state have the ability to deny people their liberty and freedom whilst having the legitimate ability to use physical force to do so. The management and delivery of effective local policing is therefore, fundamental in building trust between the public and the police. Delivering local policing in a consistent way, by dedicated local officers in specific geographical locations supports strong and positive relationships between the police and the communities they serve.

Community policing has no one single definition and is delivered in a variety of ways across justifications (see D2.2 and D3.3). In England and Wales police organisations have adopted the label of ‘neighbourhood policing’ for the style of policing which is employed to deliver a proactive local policing service, whilst the French have adopted the name police de proximité and the Spanish policia de proximidad (which can be translated as “proximity” or “neighbourhood” policing Casey 2010). In Scotland the label attached to locally delivered policing is ‘community policing’ with Hamilton-Smith et.al. (2013) suggesting that both the community and neighbourhood policing concepts themselves sit under the overarching paradigm of ‘reassurance policing’. Therefore, in order to provide a base level to work from, the Unity project defined 6 core pillars associated with effective community policing which are based on the following;

- Trust and Confidence Building
- Accountability
- Information Sharing and Communication
- Addressing Local Needs
- Collaboration
- Crime Prevention

The community policing concepts listed above however, cannot be delivered efficiently without an effective two-way system which allows open and transparent communications between local police and the diverse communities they serve.

1.1 Purpose and Scope of D2.4

The main aim of Deliverable 2.4, the final deliverable in Work Package 2, is to provide research evidence which supports Work Package 8, Deliverable 8.4 specifically and the construction of legal, ethical and socially responsible frameworks which will be utilised to support community police (CP) training, locally based CP awareness exercises and finally the exploitation and dissemination of the results produced by the Unity project.

1.2 Methods

The following section will set out the processes and research design employed in conducting data collection and analysis for deliverable 2.4.

1.2.1 Research Design

As discussed in section 1.1 above, the focus of D2.4 is to provide evidence, drawn from the primary research data, which will support the construction of ethical, legal and socially responsible frameworks for CP training for police officers, awareness raising of CP in the community and the dissemination and exploitation of the final results and technology produced by the Unity project. In order to meet these aims existing data from deliverables D2.2; D2.3; D3.2 and D3.4 was re-examined with a specific focus on police training, dissemination and exploitation.

1.2.2 Sample descriptions

The recommendations reported here are drawn from both the broader literature and the primary data collected in preparation for Deliverables D2.1, D2.2, D2.3, D3.1, D3.2 and D3.4. For the purpose of this project, each partner country was provided with relatively structured criteria to help support their selection of participants (as discussed above, a purposive sample), to ensure that all participants had the relevant experience or knowledge. Producing this type of criteria around sample selection supports comparative analysis across each partner country.

The sample participants for D2.2 was based on:

- Young members of a minority group (between 18-25 years).
- Participants from an additional community of the country's choosing (optional).
- Members of an intermediary, i.e., an organisation or group that supports the community group.
- Members of the local law enforcement agency that are involved in community policing efforts for and with the main target group and the additional community.

The sample participants for D2.3 was based on

- Legal experts in matters of diversity, age, gender, disability, sexual orientation etc.
- Advocates - people who work in the voluntary sector or hold some other unofficial position as advocates for diversity groups or minorities.
- Academic researchers in matters of diversity in policing (in terms of police practice or in terms of the diversity of police staff themselves).
- Police officers or staff who work with community members and other agencies in the public sector on matters of diversity in police practice.

The sample participants for D3.1 and D3.2

- Police officers with CP knowledge and experience
- Community members representing:
 - political
 - economic
 - social
 - technological and legal stakeholders

The Sample participants for D3.4

- young members of a minority group (between 18-25 years).
- participants from an additional community of the country’s choosing (optional).
- members of an intermediary, i.e., an organisation or group that supports the community group.
- members of the local law enforcement agency that are involved in community policing efforts for and with the main target group and the additional community.

The total number of interviews and participants for each of these deliverables is provided below.

Deliverable 2.2 is based on a total of 243 interviews,

Sample Group	Total Number
Minority Communities (between the ages of 18 and 25)	76
Intermediaries who support minority groups,	75
Police personnel who are involved in community policing and	82
Additional football fans	10
TOTAL	243

Deliverable 2.3 was based on a total of 167 interviews from all partners and included

Sample Group	Total Number
Police personnel	42
Legal Experts	39
Academics	42
Advocates	44
Total	167

The data from Deliverable 3.2 is based on a total of 323 interviews conducted across partner countries with two groups,

Sample Group	Total Number
Police personnel	88
Core stakeholders within each community	235
Total	323

The data utilised from Deliverable 3.4 is based on a total of 249 interviews:

Sample Group	Total Number
Police personnel	88
Local community members	91
Intermediaries	76
Total	249

For the purpose of this project, each partner country was provided with relatively structured criteria to help support their selection of participants to ensure that all participants had the relevant experience or knowledge. Producing this type of criteria around a purposive sample selection supports comparative analysis across each partner country.

1.2.3 Data Collection

In order to support the development of a legal, ethical and socially responsible framework for CP training, awareness raising and exploitation, data collected for deliverables 2.2, 2.3, 3.2 and 3.4 will be used to highlight the concerns and current gaps identified by participants. The rationale behind the research designs for each of these deliverables is available separately in each deliverable document.

1.2.4 Data Analysis

As reported in previous deliverables the data collected for Unity was firstly collated and input to a standardised reporting format at a local level, these reports were then forwarded to the University of Dundee to be checked and edited where appropriate to allow them to be uploaded to the NVivo software package used for qualitative data analysis. In relation to deliverable 2.4, the raw data collected was in the first instance was re-coded and the re-analysed to suit the specific requirements of D2.4. Once the data was made ready and input to the system an initial coding scheme was developed which utilised “nodes” as a method of identifying sources and also emerging themes. Nodes are central to the use of NVivo and are created to allow each document or in this case data set, to be categorised based on individual country and then participant group.

A thematic analysis was then conducted on the replies given to each focus area with the research questions themselves providing a framework of labelling for each category of data. Ritchie and Lewis (2003) describe this as a “cross sectional code and retrieve method” (ibid 2003: 03) which is used to organise and highlight in a systematic manner the emerging themes found in the data. The code and retrieve method of analysis however, is not without its critics with arguments made regarding a loss of context during the coding process (Coffey et.al. 1996). In an attempt to retain important contextual information where appropriate from the data larger ‘chunks’ of the data were included in the coding process which allows the contextual information to be maintained.

2.0 Training for Community Policing

Community policing (CP) in contrast to response or reactive policing is based on a problem solving, preventative approach to local crime issues, it looks to provide a visible and

dedicated local officer within a geographically bounded area and includes the involvement of the local community itself in identifying police priorities. The main philosophy which underpins CP is based on the delivery of a local policing service which is flexible and suits the varied and individual needs of each neighbourhood or beat area. However, this flexible and pragmatic approach to the delivery of CP results in difficulties when looking to develop a universal format of CP training which can then be evaluated.

When discussing training in the context of CP, Haarr (2001) states that in order to implement any form of effective CP, full training must be provided to all serving police officers. This training, he claims should focus on the "...theories and practices of community policing and problem oriented policing" (ibid 2001:403) in order that they can then be effectively translated by frontline staff in the field. The change in direction, for some policing organisations, from a reactive and response led policing service towards a more preventative and problem solving focus has prompted many police scholars to argue that ongoing CP training is required to support the "...fundamental and strategic changes in almost all areas of policing" (Palmiotto et.al. 2000:80) which are brought about by the implementation of operational CP. This includes but is not limited to training which focuses on developing police officers' "...problem solving, decision making and interpersonal..." (Bradford and Pynes 1999:283) skills.

One of the biggest changes that the implementation of CP brings to local policing practice is in relation to each police organisations capacity for local engagement with the very diverse communities they serve. It is this local engagement, between the police and the public which provides the foundations necessary for the delivery of effective CP. These foundations are based on developing two-way communication channels between the police and the community, affirming the partnership role that community members play in identifying and then resolving local crime issues and emphasising the importance of a problem solving, preventative police focus. Myhill (2012) provides a definition of community engagement in the context of community policing which he states is based on:

"The process of enabling the participation of citizens and communities in policing at their chosen level, ranging from providing information and reassurance, to empowering them to identify and implement solutions to local problems and influence strategic priorities and decisions.

The police, citizens, and communities must have the willingness, capacity and opportunity to participate. The police service and partner organisations must have a responsibility to engage and, unless there is a justifiable reason, the presumption is that they must respond to community input" (ibid 2012:1)

Simmonds (2015) adds that community and citizen engagement is a process "That is not an end in itself but a process towards, and a means to achieve worthwhile outcomes" (ibid 2015:5) related to community safety.

In order to design and develop an effective legal, ethical and socially responsibility framework suitable for CP, we must examine the daily duties, roles and responsibilities that frontline CP staff are expected to fulfil. In Deliverable 3.2, page 14, section 3.2 a definition of the core tasks of CP, as produced by the research data collected for D3.1 were provided and divided into five main categories.

- **Assistance and Service** – which includes conflict intervention and mediation
- **Increase and improvements in cooperation** – which includes police-community cooperation, promoting community engagement and participation
- **Managing information exchange and sharing** – including improvements in communication and contact, specific means and strategies for information exchange and sharing, providing education and training.
- **Police internal processes and structures** – e.g. attitudes of police and officers, policing approaches and strategies, skills, abilities and knowledge
- **Outcomes and Performance** – e.g. Crime fighting and ensuring safety, de-escalation and mediation, protect order and peace, traffic and vehicle control.

(Bayerl, van der Giessen and Jacobs 2016)

However, not all serving police officers can be assumed to have the specific skills or knowledge base required to carry out these core tasks and it is this notion which supports the Unity aim of developing a legal, ethical and socially responsible framework of training for CP to ensure that the most effective form of CP is being delivered at each local area.

Table 1 below shows the findings of data collected as part of Deliverable 8.1 which asked police organisations in partner countries if they currently provided community police training. Of the eight national partners who responded three police organisations claimed they did not provide CP training, two in Belgium (French) and one in Croatia.

Do the students of basic police education receive training in community policing (or equivalent training of police & citizen collaboration)	Belgium Dutch	Belgium French	Bulgaria	Croatia	Estonia	Finland	Germany	Macedonia	UK
Yes	7	2	7	4	2	2	1	1	4
No	0	2	0	1	0	0	0	0	0

Table 1. Do police officers currently receive CP training

The data collected also showed that there was no uniformity in either the content or duration of CP training across partner countries, with policing organisation in Bulgaria and Estonia also identifying that CP training was not compulsory for police personnel and instead was provided on a voluntary basis.

2.1 Content of training

Following the above section which looked to explain the rationale for CP training, this section will now examine the core concepts which should be included in a CP training programme, as identified by the literature.

In terms of the content of current CP training provided to frontline officers, Haarr (2001) claims that the most common concepts included in North America have been focused around educating frontline officers,

“...about community policing philosophies and concepts, problem solving techniques, dealing with special populations, how to build police-community relations, team building and leadership, communication skills and tactics, and patrol techniques and beat profiling” (ibid 2001:404)

Providing CP officers with training which will develop communication skills is fundamental in any police organisation, as cited in Rahr and Rice (2015), who argue that

“...mastering the skill of communication provides an officer with deep insight into what the public wants, who they are and what their intentions are” (ibid 2015:6).

Palmiotto et.al. (2000) suggest that if police organisations are looking for the officers to become “...proactive problem solvers, resource catalysts and communicators responsive to community quality of life issues” (ibid 2000:9) there are a variety of concepts that should be taught. In the first instance Palmiotto et.al. (2000) claim that all CP officers should be instructed in:

- the philosophy of CP;
- theories of CP;
- cultural diversity in the community including identifying local cultural organisations and leaders;
- police community relations;
- crime prevention;
- police discretion;
- and police ethics.

In delivering training which is led by the overarching philosophies of CP and includes the theoretical contexts, Palmiotto et.al. (2000) claim they are providing officers an opportunity to “...grasp the meaning and context for community policing” (ibid 2000:19) which in turn increases the effective delivery at a local level.

The data collected from the Unity project supports that the proposed CP training being developed under Work Package 8 should focus on what we have defined as the six pillars of community and are based in broader concepts that can be adjusted to each local context.

- Trust and Confidence Building
- Accountability
- Information Sharing and Communication
- Addressing Local Needs
- Collaboration
- Crime Prevention

A further distinction made by both Haarr (2001) and Marenin (2004) in relation to CP training for police personnel is that it should be a continual process that is conducted “...throughout the working life of the officer...” (ibid 2004:112) with the full support of the police organisation. In this way the CP officers, their supervisors and management are kept up-to-date with any changes to recognised best practice in CP, advancements in suitable technologies which can support CP and importantly pre-existing knowledge and understanding of CP practice is reinforced for each officer. This ongoing nature of CP training for officers is further supplemented by what Marenin (2004) refers to as “internal accountability mechanisms” (ibid 2004:112) whereby frontline supervisors (sergeants etc.) are able to support and direct officers in the field post training.

Table 2 below sets out the findings from current data collected for D8.1 which asked police organisations in participating countries how often CP training was delivered. This data shows that out of all partner countries only one out of the seven Belgian/Dutch police organisations who responded and two out of the five from Croatia stated that CP training is provided at a later stage in the CP officer’s career.

At what point is the community policing training provided	Belgium Dutch	Belgium French	Bulgaria	Croatia	Estonia	Finland	Germany	Macedonia	UK
at the beginning of police education	5	1	7	0	0	1	1	1	3
middle of police education	3	2	0	2	0	1	1	0	0
end of police education	1	0	0	0	2	1	1	0	0
when students are on probation/in their first years of service	0	0	0	0	0	0	1	0	1
later	1	0	0	2	0	0	0	0	0

Table 2 Timing of CP training

2.2 Delivery of CP Training

The methods employed to deliver CP training to frontline officers are as important as the content of the course. In relation to training provision for police officers it has been suggested that traditionally training has been delivered within a rigid structure with a “...militaristic and behaviourist orientation” (Birzer 2003:31) which in general terms is more suited to the hierarchical nature of police organisations. Birzer (2003) cites the work of Ortmeier (1997) who argued that the more militaristic and rigid environment surrounding police training “...may indeed be effective when teaching technical and procedural skills but does little to promote the acquisition of essential non-technical competencies such as problem solving...” (ibid 2003:31).

There are also studies which show that traditional teacher centred classroom based learning alone “...is not sufficient...” (Marenin 2004) in terms of engaging police recruits. From a CP perspective specifically, Palmiotto et.al. (2000) suggests that formal CP training must be learner led and allow police recruits to contextualise their learning in a real world setting. The example given is that in using vignettes or scenarios, preferably true life experiences provided by frontline CP officers, this will support the development of decision making and critical thinking which can then be transferred effectively into an operational setting. Birzer (2003) describes this model of learning as “andragogy” (ibid 2003: 33) and links it to a form of self-directed learning which is based on the work of Knowles (1990) where the teacher

becomes the “facilitator of learning” (ibid 2003:33). Glen et.al. (1997) suggest in this way CP officers are learning by doing in contrast to learning by reading, making this form of learning “interactive and self-directed” which is also known by the label of problem based learning.

Interestingly there appears to be little evaluation evidence or literature on the use of e-learning modules from within a policing context which is how much of contemporary police training is being delivered. However, recent research (Hail 2017) conducted in Scotland with police officers, indicates that many frontline officers believe that there is currently an over reliance on e-training and on line modules for training frontline officers, with many claiming there is an overall lack of available time for them to complete e-modules during a normal shift.

The development and implementation of a formal CP training programme should then be followed by an evaluation process in order to explore if the training provided has been successful in achieving the stated outcomes of CP. It is critical that feedback is received from participants of the training course for two reasons; firstly so that the course can be evaluated in terms of whether it is fit for purpose and flexible enough to change with any new CP developments; and secondly so that the police organisation itself is up-to-date and aware of the training provided for CP personnel.

3.0 Definition of Terms

The following section will explain the definitions of legal, ethical and socially responsible in the context of Unity’s proposed framework for CP training

3.1 Legal Framework for Training

In order to provide CP training which sits within a legal framework the training delivered must meet the criterion of the following European Legislation, ensuring that all people from across the broad spectrum of society have equal access to and are fully engaged in civic life. It is also important that at a very local level, each partner country is cognisant of any specific legislation or regulation which if framed on police training.

The European Convention on Human Rights (Article 14)

Article 14 requires there be no discrimination in the application of human rights on any ground, and this includes (but is not exhaustive of) grounds such as:

- sex
- race
- colour
- language
- religion
- political or other opinion
- national or social origin
- association with a national minority
- property
- birth
- Or any other status (including, for example, sexual orientation or marital status).
-

Convention on the Rights of Persons with Disabilities

- **Article 1: Purpose**

The purpose of the Convention is to promote, protect and ensure the full enjoyment of all human rights and fundamental freedoms by all persons with disabilities. People with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which, in interaction with various barriers, **may hinder their full and effective participation in society on an equal basis with others.**

- **Article 9: Accessibility**

People with disabilities have the right to access all aspects of society on an equal basis with others including the physical environment, transportation, **information and communications**, and other facilities and services provided to the public.

- **Article 13: Access to justice**

People with disabilities have the right to effective access to justice on an equal basis with others.

- **Article 21: Freedom of expression and opinion, and access to information**

People with disabilities have the right to express themselves, including **the freedom to give and receive information and ideas through all forms of communication**, including through accessible formats and technologies, sign languages, Braille, augmentative and alternative communication, mass media and all other accessible means of communication.

Charter of Fundamental Rights of the European Union 2010/C 83/02

Article 21 Non-discrimination

Any discrimination based on any ground such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation shall be prohibited.

Article 22 Cultural

Religious and linguistic diversity - The Union shall respect cultural, religious and linguistic diversity.

Article 25 the rights of the elderly

The Union recognises and respects the rights of the elderly to lead a life of dignity and independence and to participate in social and cultural life (including access to the police).

Article 26, Integration of persons with disabilities.

The Union recognises and respects the right of persons with disabilities to benefit from measures designed to ensure their independence, social and occupational integration and participation in the life of the community.

United Nations Convention on the Rights of People with Disabilities (2009)

Established to ensure that people with disabilities whether physical or mental are able to take full part in community life and “[F]ull and effective participation and inclusion in society” (Article 3 Page 5).

Under article 2 of the above convention, there is a definition provided for universal design which is relevant to the Unity project and the communication platform under development, "Universal design" means the design of products, environments, programmes and services to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design. "Universal design" shall not exclude assistive devices for particular groups of persons with disabilities where this is needed".

Under Article 3(2) of the above convention, which deals with 'the right to understand and be understood', Member States are required to ensure that communications are given in simple and accessible language, orally or in writing. Such communications must take into account the personal characteristics of the individual, including any disability that may affect the ability to understand or to be understood.

Article 13 of the above convention, Access to Justice also stipulates that to provide equal access to justice, nations will "...promote appropriate training for those working in the field of administration of justice, including police and prison staff". (Article 13 page 11)

Racial Equality Directive (2000/43/EC) 29 June 2000

This Directive is based on the principle of equal treatment between all people. It forbids all **direct** or **indirect** discrimination based on race or ethnic origin, including Roma populations across Europe. In the context of the Unity project article 2 and 3 are appropriate to follow.

- **Article 2**

1. For the purposes of this Directive, the principle of equal treatment shall mean that there shall be no direct or indirect discrimination based on racial or ethnic origin.

2. for the purposes of paragraph 1:

(a) direct discrimination shall be taken to occur where one person is treated less favourably than another is, has been or would be treated in a comparable situation on grounds of racial or ethnic origin;

(b) Indirect discrimination shall be taken to occur where an apparently neutral provision, criterion or practice would put persons of a racial or ethnic origin at a particular disadvantage compared with other persons, unless that provision, criterion or practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary.

- **Article 3**

(b) Access to all types and to all levels of vocational guidance, vocational training, advanced vocational training and retraining, including practical work experience.

3.2 Ethical Framework for Training

In terms of providing an ethical framework for CP training this relates to providing a process of learning which will enhance and develop CP officers in their professional attitudes, conduct and interactions and be based on the existing European Code of Police Ethics framework which was adopted by the Council of Europe in 2001. This framework, supported by the European Union Agency for Law Enforcement Training (CEPOL) is based on the understanding that the law enforcement agencies must provide an effective police service to the public at a local and national level whilst at the same time "...performing social as well as service functions in society" (The European Code of Ethics 2001:6) and at all times protect the individual rights of all groups.

In order for the police to engage successfully with the public, a fundamental concept of CP, they must build positive relationships with communities. These relationships should be rooted in the concepts of procedural justice and police legitimacy.

Procedural justice relates to how the public construct their view of the police and is based on their appraisal of how fairly they are treated by the police in their daily interactions and see the police treating others. Sunshine and Tyler (2003) claim that procedural justice is a trust based concept and that if the public perceive their dealings with the police to have been fair, the procedures employed appropriate and the use of police powers proportionate then they "... will view the police as legitimate and will cooperate with policing efforts" (ibid 2003:514). Procedural justice is therefore related to the public's view that the police are acting in a procedurally just way and that they are being treated fairly with respect and dignity.

Skogan et.al. (2014) conducted an evaluation of the effects of procedural justice training delivered to police officers in Chicago with regards to training improving police community relations. The study found that in the short term officers who had attended training showed "... they were more likely to endorse the importance of giving citizens a voice, granting them dignity and respect, demonstrating neutrality and trusting them to do the right thing" (ibid 2014:320). The course delivered involved presenting the officers with lectures, video based scenarios and group exercises and included up-to-date research on the topic. In a bid to encourage officers to be reflexive in their own practice, group sessions were conducted around answering the questions "what does the community expect from police officers?" and "What do police officers expect from the community?" (ibid 2014:322).

In relation to this project and its focus on developing a communications technology to facilitate, strengthen and accelerate the communication between citizens and police, participants who took part in Deliverable 2.2 highlighted their concerns that police officers did not always act or behave in a professional or respectable manner which in turn impacted on community members capacity to engage with the police. When asked "Are there specific issues with or aspects of you as an individual/your organisation/country that make sharing information with the local police difficult or unsafe?" many of the participants commented on a perceived lack of professionalism by frontline officers.

"The willingness to inform also depends on the attitude of the police: we have one "not nice" policeman in our parish, there is no desire to communicate with him"

(Young Minority 04 Estonia)

"...because of the unprofessional behaviour by some police officers"

(Intermediary 04 Macedonia)

"In some units and departments the level of professionalism is appallingly low"

(Intermediary 04 Bulgaria)

An ethical framework for the delivery of CP training should therefore be based on training that also encourages the principles of procedural justice where officers treat all members of

the public in a fair and respectful way and are seen to be impartial and unbiased in their decision making as directed by the European Code of Police Ethics discussed above.

3.3 Socially Responsible Training

To be socially responsible, CP training should include educating officers on identifying and dealing with the specific issues and challenges that **all** local minority groups face, with no group excluded. This should include an emphasis on providing training and support for police officers which will allow them to engage more effectively with those hard to reach groups in the field such as alcohol and drug addicts, people with mental health issues and disabled people including the deaf. These groups are highlighted in Deliverable 2.3 as being difficult to engage with due in part to a lack of police training.

Table 3 below sets the groups identified (please see D2.3 for a full discussion of groups) by all of the participants as being difficult for the police to engage with due to a lack of experience, knowledge or training regarding their specific issues.

Deaf community	no sufficient training for officers in sign language, no organisational mechanisms in place to assist with communication
Physically Disabled	approachability - training for officers is required in relation to problems with communication and mobility
Women/Victims of domestic abuse	Domestic violence - fear of reporting to unsympathetic officers; lack of training or understanding in the police
Alcoholics and drug addicts	How to access groups, no trust in the police
Marginalised ethnic groups	Roma, Turkish, Muslims lack of understanding in the police regarding cultural or religious norms i.e. sending male officers to speak to Muslim women
LGBT	lack of understanding and tolerance by the police, historic victimization
People with mental health problems	The police are not always able to identify these individuals and they are sometimes mislabelled as alcoholics or drug addicts
Victims of sexual abuse	lack of training in the police in relation to sexual abuse
Homeless people	Feel themselves excluded from society anyway in general and tend to withdraw into their own community. The police have certain biases regarding asocial persons and are unsure how to engage with them.
Asylum seekers/Refugees	Language barriers
Young people	Have a negative perception of the police. The police often do not have much positive engagement/interaction with young people
Asians/Chinese	They do not engage with the police; histories of poor relationships with the police can make engagement with these communities difficult.

Table 3 Groups identified as difficult to engage with

In the context of CP this will include CP officers, their supervisors and management gaining an in-depth understanding of the underlying principles of CP in terms of problem solving, prevention and importantly citizen and community engagement. Simmonds (2015) argues that once delivered, this level of knowledge has the ability to “help practitioners [CP officers] overcome some of the unhelpful scripts within police operational culture, such as emergency action and cynicism...” (ibid 2015:4). This will ultimately support more positive community engagement at all levels across the organisation and links to the notion of procedural justice.

The findings from the data show that many participants, including the police, believe they do not always have the correct training or knowledge to deal with some minority groups.

“...the police is not enough trained to solve our problems”
(Young Minority 09 Macedonia D2.2)

“Gay population: Lack of understanding of the specific needs”
(Police 01 Croatia D2.3)

“...more training is required for officers to understand multiple cultural contexts”
(Advocate 02 Scotland D2.3)

“Deaf/dumb persons - Untrained members of police services”
(Police 01 Belgium D2.3)

“The police officers should be better informed / trained to these subgroups features”
(Academic 05 Belgium D2.3)

In his review of community engagement in policing for the national Policing Improvement Agency, Myhill (2012) suggests that in order to support the effective implementation of police community engagement strategies, both police personnel and local communities “...need to have clearly defined roles and be given the skills and resources to carry it out” (ibid 2012:4). From this perspective it could therefore be suggested that CP training should also be delivered to community members and police officers in order that both parties have a greater understanding of the desired outcomes of CP and the roles and responsibilities of each in delivering this.

The concept of CP training for minority community members was a theme which emerged from the data collected for Work Package 2. In the main, participants highlighted concerns surrounding community engagement with the police which related to individuals from minority communities being unaware or confused about their own and the police’s role in maintaining community safety.

“...the fact that the higher number of the citizens have no appropriate or not enough information for the concept of community policing is telling for...the further development of this concept in the Republic of Macedonia”
(Academic 02 Macedonia D2.3)

“According myself, the concept for improving the relations between the police and the community is wrong, because the citizens are not properly informed about the mandate and opportunities which the police should perform”
(Police 05 Macedonia D2.3)

“...people do not understand what Police Scotland actually do now, there is confusion...”
(Legal Expert 04 Scotland D2.3)

“The community sometimes fail to understand that the police are there to help not just arrest people” (Academic 01 England D2.3)

“...And if people know what the police can do, relationships will improve” (Advocate 03 Belgium D2.3)

It is possible that providing a socially responsible form of CP training for citizens and communities which informs and educates them on the roles of CP officers, their tasks and duties together with the responsibilities expected of community members, highlighting their role as partners *with* the police, will assist in trust building between the police and their communities whilst also encouraging citizens to be engaged in utilising Unity’s communication mobile application.

4.0 Findings on police engagement with minority groups

This section will look to identify gaps in current CP training with regards to police engagement with minority groups and will present findings drawn from the research to support any gaps identified. The section will firstly begin by examining responses which relate to current engagement with minority groups identified by the participants themselves as being important in the context of CP, before presenting responses from participants regarding how successfully or unsuccessfully they perceive current engagement practices are in assessing the needs of a defined set of minority groups.

4.1 Current Engagement Practices

In order to explore participants’ perceptions of current community engagement and to identify any training gaps which could be filled by a legal, ethical and socially responsible framework for CP training, an analysis of responses to Question 2.3, reported in Deliverable 2.3, was conducted. The question asked participants to agree or disagree with a set of statements regarding the three most important diversity strands or groups they had previously identified in Question 2.1. Below is a list of some of the groups identified, for a full list and discussion please see Deliverable 2.3.¹

- Elderly people living alone
- Minority groups – engaged in criminal activity
- Children and minors
- Disabled people
- Roma community
- Minority groups as community members
- People with mental illnesses
- Socially disadvantaged groups
- Refugees/Migrants
- Underprivileged neighbourhoods
- Vulnerable people, prostitutes, drug addicts and the homeless
- Ethnic minorities
- Victims of domestic violence

¹ D2.3 “To Capture the User Requirements for Ethical and Legal Engagement with the Police”

The question asked participants to say to what extent they agree or disagree with the following.

- Q5. The police have the appropriate training and resources to engage with this group.
- Q3. The police have a good understanding of the problems and/or issues faced by this group.
- Q6. The police are actively working on engaging with this group.
- Q2. The police are effective at engaging with this group.

With participants asked to score their replies as follows:

- Strongly disagree (1),
- disagree (2),
- slightly disagree (3),
- neither agree nor disagree (4),
- slightly agree (5),
- agree (6),
- strongly agree (7)

As each participant had previously chosen a variety of diversity strands or minority groups, it was decided that in order to produce relevant data useful to the project all replies received from the four individual groups of participants would be placed together by country and an average taken of their scores (as per the list above 1 – 7). The total of the average was then related to the key above, for example if the average was reported as a 5 for Croatia in response to Q6, then it is reported that from a Croatian perspective participants slightly agree that the police are working on engaging with specific groups.

The majority of replies from across the countries, supplied by the four diverse groups of participants for Q2.3 indicated that participants in general *slightly disagreed* with Q5 which claimed that local police have both the relevant training and resources to be able to engage with minority groups, which is illustrated in table 4 below.

Q5 The police have the appropriate training and resources to engage with this group.	
Belgium	Slightly disagree
Bulgaria	Neither agree or disagree
Croatia	Slightly disagree
England	Slightly disagree
Estonia	Slightly disagree
Finland	Slightly disagree
Germany	Slightly disagree
Macedonia	Slightly disagree
Scotland	Slightly disagree

Table 4 Average Responses to Q5 of Question 2.3

As the question above grouped both training and resources together it is unfortunately not possible to identify and drill down into one or other of those concepts. We therefore have to suggest that all partners, with the exception of Bulgaria, disagree that the police have either

the appropriate training OR resources to engage with local minority groups. As table 4 above shows, Bulgaria were the only exception, with the average response being neutral.

Although a lack of resources for delivering CP is outside the remit or focus of the Unity project, it is important to acknowledge that insufficient police personnel on the frontline would have a serious detrimental impact on any police organisation’s ability to provide the level of engagement required to support the effective delivery of CP.

Table 5 below illustrates the average responses received for Q3 of D2.3 regarding participants’ (legal experts, advocates, academics and police) perceptions of how well they believe local police understand the problems and/or issues that minority groups face.

Q3 The police have a good understanding of the problems and/or issues faced by this group.	
Belgium	Slightly disagree
Bulgaria	Neither agree or disagree
Croatia	Neither agree or disagree
England	Strongly disagree
Estonia	Slightly agree
Finland	Slightly agree
Germany	Neither agree or disagree
Macedonia	Slightly disagree
Scotland	Slightly disagree

Table 5 Average Responses to Q3 of Deliverable 2.3

The responses suggest that again there is a general split between *slightly disagree* and *neither agree or disagree* with the addition of our first *slightly agree* statements from Estonia and Finland with a *strongly disagree* from England. These findings indicate that there is certainly room for improvement in relation to enhancing police understanding of the issues faced by minority groups and that the training programme being developed by Unity could supplement this knowledge. The training provided, supported in the field by the use of the mobile communication application, together could offer a long-term improvement in both effective communication and improvements in understanding.

Table 6 below shows the average responses received in relation Q6 which asked participants if they agreed or disagreed that the police are actively working to engage with minority groups locally.

Q6 The police are actively working on engaging with this group.	
Belgium	Neither agree or disagree
Bulgaria	Slightly disagree
Croatia	Neither agree or disagree
England	Agree
Estonia	Neither agree or disagree
Finland	Neither agree or disagree
Germany	Neither agree or disagree
Macedonia	Neither agree or disagree
Scotland	Neither agree or disagree

Table 6 Average responses to Q6 of Deliverable 2.3

The majority of responses from across the partner countries revealed that they *neither agreed nor disagreed* with this statement, with Bulgaria claiming that they *slightly disagree* and England stating that they *agree*.

The final question analysed for this section, relates to how effective participants believe current engagement is between the police and local minority groups. Table 7 shows the average responses from participants.

Q2 The police are effective at engaging with this group	
Belgium	Slightly disagree
Bulgaria	Neither agree or disagree
Croatia	Neither agree or disagree
England	Disagree
Estonia	Neither agree or disagree
Finland	Neither agree or disagree
Germany	Slightly disagree
Macedonia	Slightly disagree
Scotland	Slightly disagree

Table 7 Average Responses to Q2 of Deliverable 2.3

The replies from Question 2 above show that there was an even split between *slightly disagree* and *neither agree or disagree*, with only one partner, England indicating that on average they would *disagree* that the police are currently effective at engaging with minority groups. From this we can see that although the police in England may claim they are actively trying to engage with minority groups and diversity strands, those participants taking part in this project from out with the police organisation, do not believe they are engaging as effectively as perhaps they could be, again indicating that CP training and a communication platform with a focus on engagement practices with minority communities could be beneficial in this context.

4.2 Assessing the needs of minority groups

Following the analysis of Q2.3, it was decided to examine the responses received from Q3.3 which focused on a set list of groups and asked participants to respond to questions on how successful or unsuccessful they believed current engagement practices are in assessing the needs of the following groups:

Youth Groups
 Minority Groups
 Minority Youth Groups
 Disabled/learning difficulties
 LGBT Community
 Women
 The Elderly

The data collected from Question 3.3 was analysed and is presented (in table 8 below) to highlight how current engagement practices between the police and the groups listed are perceived by the participants who took part in the project. It was proposed that data collected here would pinpoint groups who were not being engaged with successfully and therefore assist in directing training for CP officers in terms of being supported in how to access and develop positive working relationships with these groups.

Groups	Youth Groups	Minority Groups	Minority Youth Groups	Disabled/learning difficulties	LGBT Community	Women	The Elderly
Belgium	A bit unsuccessful	A bit unsuccessful	Unsuccessful	A bit unsuccessful	A bit unsuccessful	Neither successful or unsuccessful	Neither successful or unsuccessful
Bulgaria	Unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	Neither successful or unsuccessful	Neither successful or unsuccessful
Croatia	A bit unsuccessful	Neither successful or unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	Neither successful or unsuccessful	Neither successful or unsuccessful
England	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	Neither successful or unsuccessful
Scotland	A bit unsuccessful	A bit unsuccessful	Unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	Neither successful or unsuccessful
Estonia	Neither successful or unsuccessful	Neither successful or unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit successful	A bit successful
Finland	A bit successful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit successful	Neither successful or unsuccessful
Germany	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	Neither successful or unsuccessful	Neither successful or unsuccessful	A bit successful	A bit successful
Macedonia	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	A bit unsuccessful	Unsuccessful	Neither successful or unsuccessful	Neither successful or unsuccessful

Table 8 Current engagement practices

With the exception of the elderly, who had the most middle range responses, all other groups were either unsuccessful or a bit unsuccessful, with the findings showing that overall there was a lack of any successful responses from all participants. The number of responses which stated that current engagement practices were unsuccessful placed together with the very small number of successful responses indicates that a CP training programme which will develop officer engagement practices is very much needed for all of the groups listed and

should be delivered across the range of partner countries. In terms of academic literature surrounding best practice in providing effective community engagement, particularly with minority and ethnic communities, the report published by the National Policing Improvement Agency “Community engagement in policing Lessons from the literature” first published in 2006 and then reprinted in 2012 is amongst the most detailed.

For the participants who replied neither agree nor disagree, in the two sections above, there is no way to evaluate the reasoning behind their neutral response. In the context of this study, it is important to recognise the inclusion of the neutral, mid ground response provided due in part to the very large number of participants who chose this answer in both question 2.3 and question 3.3.

In general the survey literature claims that participants who use the neutral or middle ground replies will, in the main have either no strong feelings towards the question or simply do not have the relevant experience or knowledge to accurately reply. However, there is also a school of thought which suggests that dependent on the context and focus of the questions being asked, i.e. political or in this case how participants view police relationships or effectiveness, the addition of a middle ground, neutral option provides a way for participants to opt out of answering. Presser and Schuman (1980) in their study on participants’ use of neutral responses found that when a neutral option was provided, between 10-20% of participants chose it contrasted to the same survey without a neutral response. Walonick (2013) also suggests that the inclusion of a middle ground or neutral response will have an impact on the overall data collected from questionnaires, which is supported by Garland (1991) who claims that “...14% of the five point scale sample who chose the 'neither/nor' position would choose a negative scale point when the mid-point is removed...” (ibid 1991:2).

4.3 Specific issues that minority groups find more difficult to discuss with the police

As discussed in previous deliverables, there is no one single definition of community policing (CP) and for it to be successful it should be tailored to suit local needs, therefore any form of CP training which is to be developed must take account of each specific countries requirements. In terms of providing a socially responsible and ethical training framework which will support CP at a local level across partner countries, it is important that the police in the first instance have an understanding of the issues and concerns faced by local minority groups and how these are located in the specific socio-political contexts in each of the countries.

In order to identify concepts which should be included in an ethical, legal and socially responsible training framework for CP, participants from across partner countries were asked if they were aware of any specific issues that minority groups found more difficult to discuss with the police. Specific issues that minority groups find more difficult to discuss with the police varied by country but common issues included: domestic violence, personal /family issues, sexuality /LGBTQ, trust in the police, sexual offences and culturally specific issues. In order to provide the most robust list of issues highlight by participants the responses from the four individual groups of participants from each country were added together and are illustrated below by country.

4.3.1 Belgium

Figure 1 below shows the responses received from Belgian participants with the three most common difficulties identified as being, personal and family issues, domestic violence, and anything related to sexuality/sexual violence.

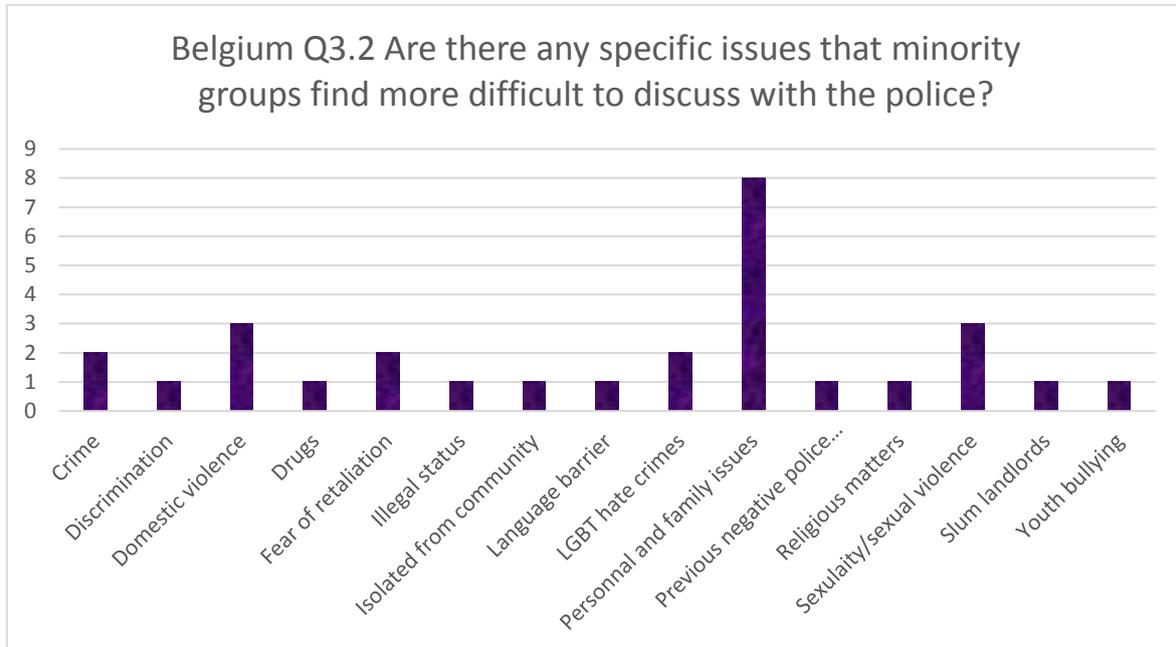


Figure 1 Belgium Q3.2

During the analysis of this data it was discovered that many participants grouped their responses together and in the main, very few supplied just one single issue which they perceived minority groups to have difficulty in discussing with the police.

“Women, rapes, domestic violence, and discrimination linked to the gender identity (transgender) or sexual orientation”
(Legal Expert 02 Belgium)

In the main the issues highlighted as being difficult to discuss were based on what some participants described as personal issues such as domestic violence, which most individuals find difficult to discuss with the police no matter their ethnic or religious background. The perception that there is a general lack of knowledge amongst many minority communities of what the police can do to help them, as described above in section 3.2, was again repeated by Belgian participants, with one advocate supporting the claims made above that increased knowledge of the CP will help to improve community police relations.

“It is difficult for these groups to talk about their private life. This is due to the police uniform, the perception that the police focus on repression rather than on social matters, related legal problems, etc.
(Advocate 01 Belgium)

“Sometimes people are afraid of retaliation and, therefore, do not contact the police...So this may become a barrier to contact the police. However if

the police communicate properly, things should work out. And if people know what the police can do, relationships will improve.
(Advocate 03 Belgium)

However, it was also pointed out that there are ethnic minority groups in Belgium who remain isolated from society in general, making it very difficult for the police to engage with them.

“...because they isolate themselves in their community”
(Police 02 Belgium)

The findings above would indicate that CP training in Belgium should be provided to community members and that for police officers it would be of benefit to include training around supporting victims of domestic violence, issues faced by members of the LGBT community (hate crime etc.) and communication and engagement skills which would assist CP officers in accessing some of the harder to reach communities.

4.3.2 Bulgaria

In Bulgaria the three most common difficulties identified by participants also included domestic violence similar to the findings from Belgium, with the addition of internal community conflicts and a general lack of trust in the police organisation. The full list of concepts regarded as difficult by the participants is illustrated in Figure 2 below.

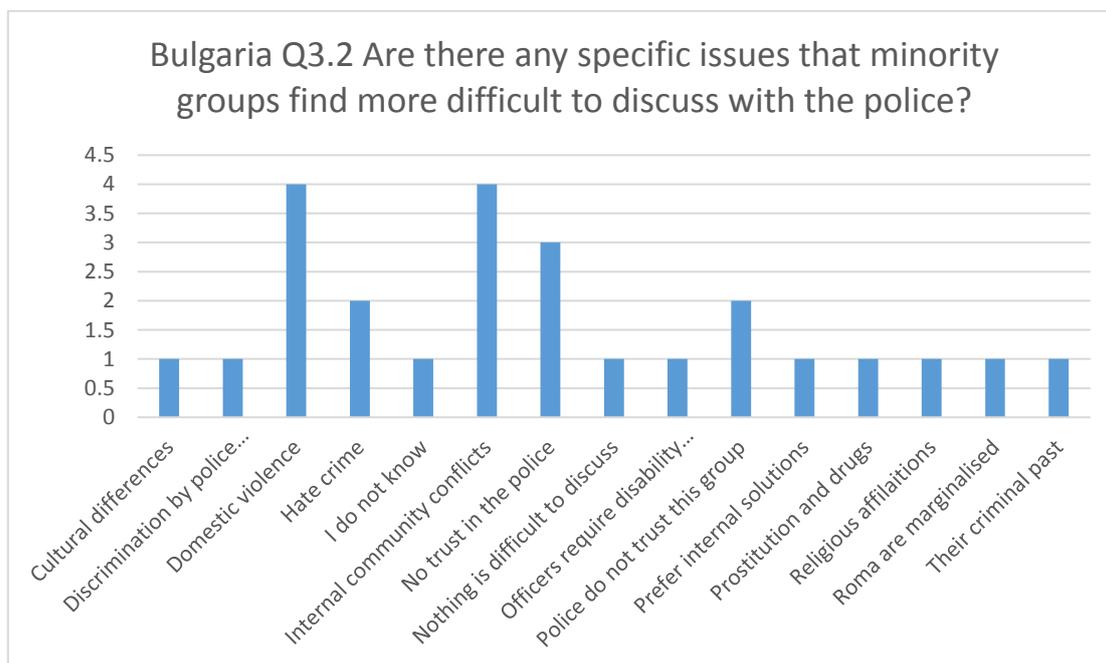


Figure 2 Bulgaria Question 3.2 D2.3

In terms of training provision from a Bulgarian context, one legal expert stated clearly that in their opinion there is a lack of minority group cultural and social knowledge within the Bulgarian police organisation which is having a negative impacting on their ability to engage with specific groups and therefore they are unable at this moment to accurately identify any such issues.

“Most probably there are such issues due to the relevant community’s social and cultural specifics, which the police are unable to understand”
(Legal Expert 02 Bulgaria D2.3)

This was supported by an additional legal expert who discussed his experience of the impact on victims of domestic violence by a police organisation who do not have the relevant experience or knowledge to support victims and how they can sometimes mistake a victim in crisis asking for assistance with an individual who has a mental health issue.

“In my professional practice I work predominantly with people who are victims of domestic violence and abuse. Usually when they make the call they are pretty inadequate and the situation requires crisis intervention, i.e. the phone operators must have passed specialised training to be able to recognise that on the other end of the line is a person in crisis who needs help and understanding and not a person with some kind of mental illness.
(Legal Expert 04 Bulgaria D2.3)

The responses provided by police officers as set out below, appear to corroborate the statements above regarding a lack of cultural knowledge or understanding among the local minority groups.

“...my overall impression with regard to the minority groups is that in general their members are unwilling to find themselves a job and that there are often theft and larceny issues originating from members of these communities. All of the above leads to lack of trust by the police with respect to these groups”
(Police 03 Bulgaria D2.3)

The extracts cited above indicate that there is at present a tendency for some police officers to make rather large assumptions regarding whole populations based on some individuals’ behaviours.

“They are not honest and forthcoming. They happen to call the police for an issue that turns out to be false. This costs the police wasted time and resources for a situation which turns out to be basically non-existent”
(Police 05 Bulgaria D2.3 referring to children, elderly and the disabled)

The findings from Bulgaria show that CP training in a Bulgarian context should include information on the social and cultural background of local minority communities to be able to negate these negative cultural stereotypes. Increasing police knowledge of the specific local cultures of local minority groups will also support access and engagement between the police and the communities. Trust building exercises should also be included to help promote positive relationships between partners.

4.3.3 Croatia

Croatian participants identified LGBTQ issues as something minority communities found difficult to discuss with the police and also commented on minority communities general lack of confidence in the police, with the full range of responses provided shown in Figure 3 below.

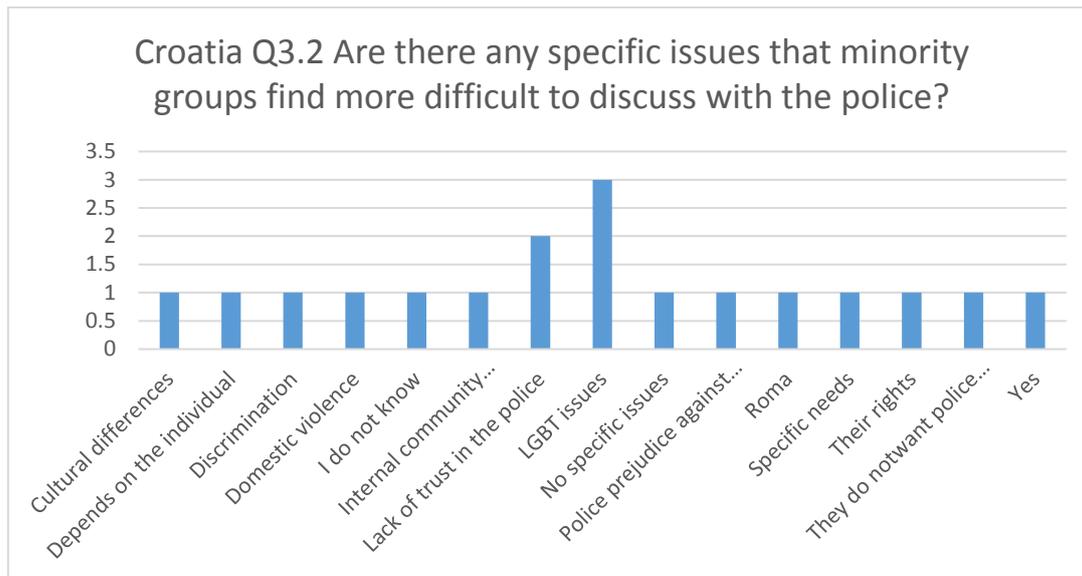


Figure 3 Croatia Deliverable 2.3

Concerns around LGBTQ groups and individuals having difficulties discussing issues with the police were raised by academics, advocates and legal experts in Croatia.

“LGBT community - they think the police don't understand their problems”
(Academic 02 Croatia D2.3)

“Various forms of prejudice and stereotypes that LGBT persons face every day, unfortunately, they also face when interacting with police officers. It is therefore difficult to report hate crimes and, even more, sexual violence/abuse”
(Advocate 04 Croatia D2.3)

However, an opposing point was raised by one local police officer who claimed that in the main it was the LGBTQ community who held prejudiced views of the police.

“LGBT - have prejudices towards the police (stereotypes - the police are not professional), they think that the police represent the majority not the minority”
(Police 05 Croatia D2.3)

This statement would support the concept that minority groups should also be provided with a form of CP awareness training to increase their knowledge of what the police can do to support/assist them.

Concerns surrounding the Roma population in Croatia and their difficulty in discussing specific issues with the police were raised by a Croatian legal expert who stated that,

“In my opinion, it is the stereotypes and prejudice against specific groups that annul an individual as such in that group (e.g. Roma representatives), and due to which it is sometimes hard for these individuals to prove something. For example, if there is a prejudice that all Roma steal, it can be

hard for a certain individual who is a member of Roma community to prove to the police that he/she did not steal something...”
(Legal Expert 04 Croatia D2.3)

The contradictory claims from police and non-police participants suggest that in Croatia a socially responsible training framework for CP should include a focus on raising police awareness of LGBT concerns and issues, and also provide them with background cultural information relating to the Roma community.

4.3.4 England

Figure 4 below illustrates the responses received from participants in England when asked what specific issues they believed minority communities had difficulty in discussing with the police.

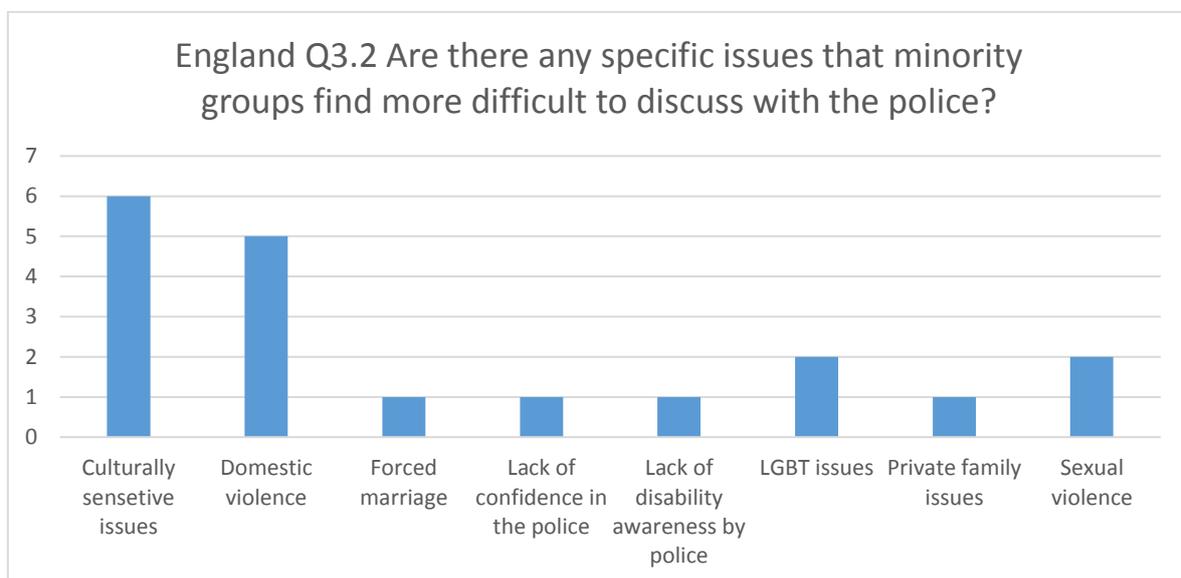


Figure 4 Q3.2 Deliverable 2.3

From an English perspective the main focus of issues which minority groups found difficult to discuss with the police were culturally sensitive issues and domestic violence. Comments included concerns around informing the police about domestic violence and problems occurring in LGBT/same sex relationships.

“Any unique minority issues. LGBT discussing relationships and relationship issues as these are felt to be taken less seriously and are not understood as much as a heterosexual relationship. Minority ethnic communities around cultural issues and tensions e.g. Female Genital Mutilation and honour based violence”
(Advocate 01 England D2.3)

The above statement highlights the perception that in general, the police have little understanding of some of the issues faced by what are termed “unique” minority issues occurring within the community. This emphasises the important role that CP training could have in supporting local police community engagement.

Culturally specific personal or private issues which impact on specific minority communities such as arranged marriages and female genital mutilation (FGM) were also identified as being difficult for groups to discuss with the police.

“(people are reluctant to discuss) culturally sensitive issues such as forced marriage, FGM, domestic violence, human trafficking”
(Police 03 England)

With one legal expert suggesting that at present there is a lack of understanding and awareness of what the police do in terms of people with disabilities.

“The disabled community aren't aware of what the police are there to do. There is a lack of understanding and awareness.”
(Legal Expert 01 England D2.3)

This would again support the notion discussed above that individual members of minority communities should also receive CP training and benefit from CP awareness raising in formats that would be easily accessible for specific needs.

In terms of providing training for frontline CP officers in England the data collected indicates that the content should include educating officers on supporting victims of domestic violence and understanding the specific needs of minority cultures including issues such as FGM. A form of CP training should also be made available for individuals from minority communities, including those defined as disabled, with content which is easily accessible, i.e. *brail* or large text.

4.3.5 Estonia

Participants from Estonia indicated that in the main issues were not discussed with police due in part to a general lack of trust in the policing organisation. However, domestic violence and personal family issues were listed as particular problems that minority communities found difficult to discuss with the police. Figure 5 below illustrates the full range of responses received from Estonian participants.

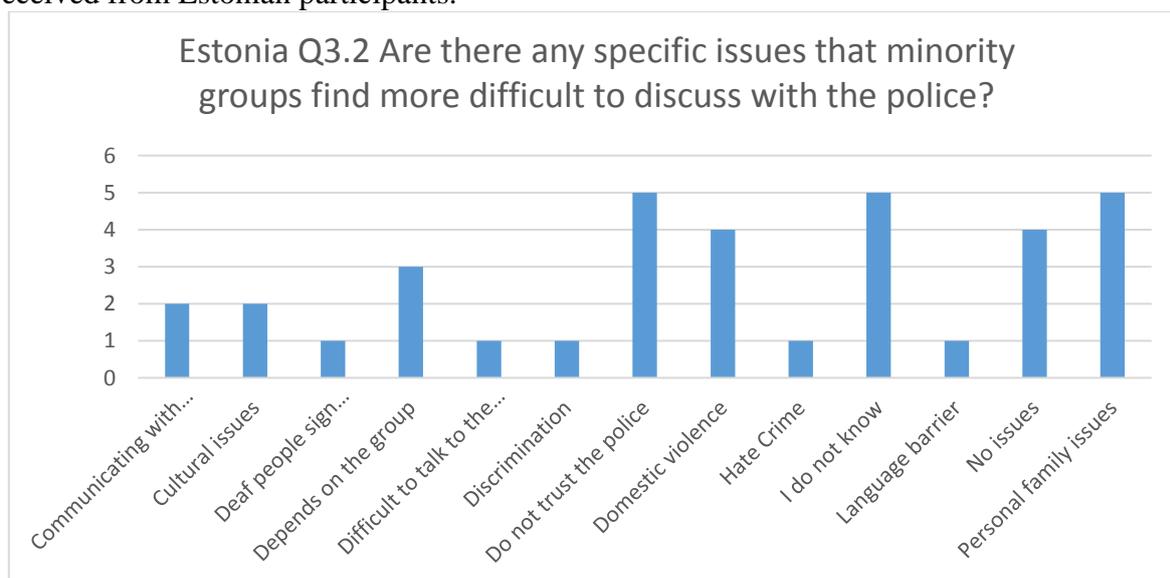


Figure 5 Estonia Deliverable 2.3

“I think that it is difficult to talk to the police in general. There is the prejudice, the police are seen as a penal institution, but to talk from preventive perspective to get some security or protection in advance, it is not a widely-spread practice.”

(Legal Expert 05 Estonia D2.3)

Specific cultural issues relating to minority communities were again highlighted as issues which minority communities found difficult to discuss with the police with one academic relating this specifically to a perception that the Estonian police are generally unaware of the cultural backgrounds of many groups.

“It is more difficult to discuss offences that insult their nation and hate crimes. It assumes that the police officer understands the background and the problem well. You cannot discuss things with people who do not understand or do not want to understand your things. For example, in Asian culture looking straight into the eye is condemnable...”

(Academic 04 Estonia D2.3)

Concerns were also raised by police and advocates regarding problems in communicating with many disabled individuals. Amongst the replies which discussed a general lack of understanding regarding the issues faced by disabled groups, there was a significant amount of discussion around problems communicating with deaf people.

“...If there is a disability, problems can emerge in communication, with the police. For example, an autistic [person] is not able to express himself/herself and a person with a mental disability often comes across as a drunkard or a drug addict. I have a mobility disability, I was lying on the bench, and I had to explain at length that I was not drunk. The police came for me and the police called the ambulance.”

(Advocate 03 Estonia D2.3)

The majority of responses by Estonian participants highlighted that there was a general lack of trust in the police by many minority groups as illustrated above, with one Estonian academic describing how, in their opinion, this lack of trust has a negative impact on community engagement with the police.

“The question is how people perceive the role of the police, what kind of person he/she is, how he/she has defined himself/herself in the community, how much people trust him/her, depending on what kind of person he/she is and based on that there will be trust or not. It is not just in case of minorities, but it is in general complicated to go to an official to talk about the problems of domestic violence or immediate partner violence or social-economic problems. It is to a great extent an issue of trust. The more of presence [of the police], the more effective prevention is. If we turn attention to prevention, there is potential”

(Academic 05 Estonia D2.3)

The findings from the analysis indicate that CP training which includes a focus on developing police understanding and knowledge of specific cultural and behavioural norms of the local minority communities, including disabled groups, is needed in Estonia. The above statements

reinforce the concept that a form of CP training which supports trust building exercises and raises awareness amongst police officers of the importance of sustained engagement, could help to deliver the level engagement required to support and maintain effective CP.

4.3.6 Finland

The analysis of the data collected from Finish participants showed that the most common issues that minority communities found difficult to discuss with the police were culturally specific issues, domestic violence, LGBT violence, sexual crimes and discrimination, as illustrated below in Figure 6.

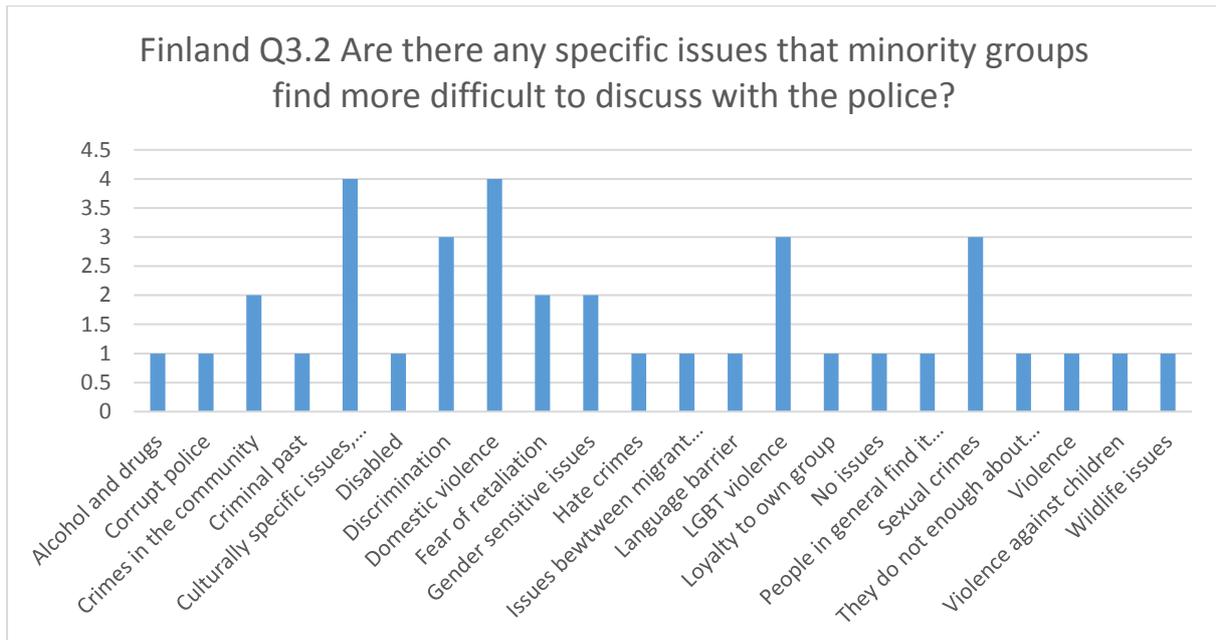


Figure 6 Finland Deliverable 2.3

In terms of culturally specific issues minority groups find difficult to discuss with Finish police, police participants' highlighted areas of concern around gender equality, domestic violence and honour related crimes.

“Domestic violence (in all groups), honour related crime”
(Police 05 Finland D2.3)

“Women’s rights in certain ethnic communities; [there is] not enough information about the police jurisdiction”
(Police 02 Finland D2.3)

Police Officer 02 above, suggests that many minority communities do not have enough experience or knowledge of the supporting role police officers can play in these situations. This links to the previous claims made above, that there is also a need for CP awareness training to be delivered in minority community groups.

The notion of shame preventing some individuals from minority groups reporting problems to the police was raised by Finish academics and advocates.

“Among the refugees... there are cultural differences and possibly shame. Problems can remain hidden and are silenced.”

(Advocate 06 Finland D2.3)

“Fear of getting into more trouble if [someone] tells about their own challenges or issues of potential crime (like drug trade, human trafficking; can be self a victim). Gender sensitive issues (like genital mutilation); police officers gender may affect this: female officers are easier to reach. Migrants might not talk about corruption (may not trust the police).”

(Academic 02 Finland D2.3)

The above statements highlight just some of the cultural sensitivities that can limit individuals reporting concerns or issues to the police whilst also emphasising how difficult it can therefore be for the police to engage with these groups.

“Violence against sexual minorities/trans people; domestic violence in rainbow families; sexual abuse; rape between same sex individuals (e.g. men, also if not gay) - previous negative experiences lead to underreporting... It would help if there was an expert/openly gay police in the force...immigrants: sexual abuse; homophobic violence, honour related violence (it is important to understand the cultural and sexuality related context in order to get to the bottom of issues as the issues are often very complex).”

(Academic 04 Finland D2.3)

Discrimination against sexual minorities was also claimed to be an under-reported crime in Finland with the academic quoted above suggesting that with there was an overall lack of understanding or awareness on the part of the police of the complexities of sexual crimes.

The analysis of the data from Finland suggests that CP training which raises police officer awareness of the cultural background of minority groups is required. This training should include a focus on gender equality, sexual, ethnic and religious minority groups. Participants claimed that members of minority communities would also benefit from CP training to ensure that individuals know how the police in Finland can help support them.

4.3.7 Germany

Figure 7 below is used to show the responses received from German participants relating to their perceptions of what issues minority groups find difficult to discuss with the police. More common replies included gender equality, gender roles and religion.

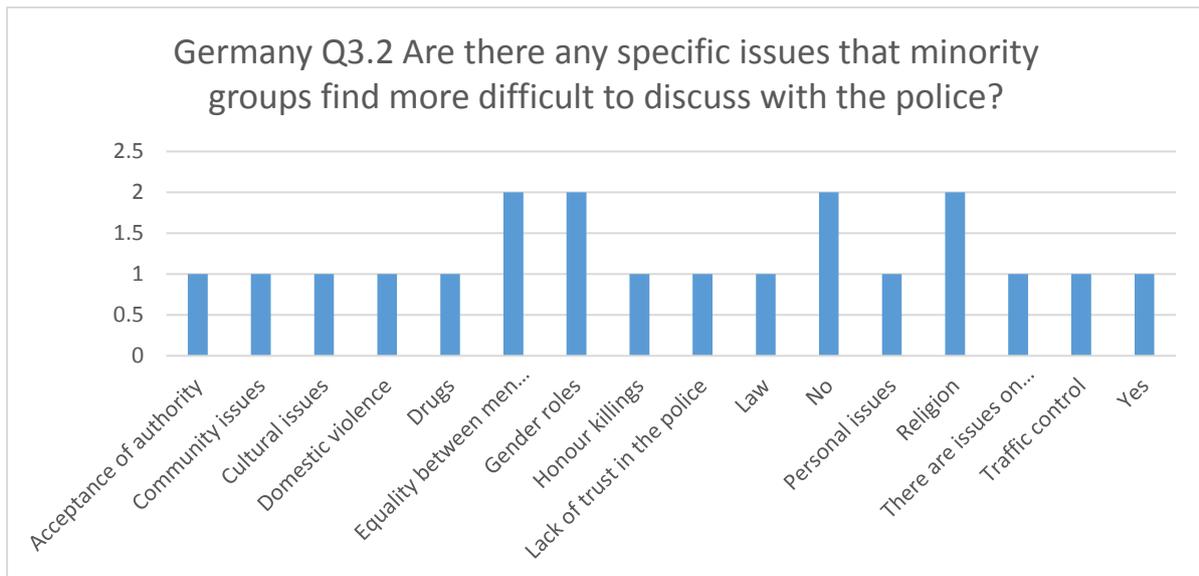


Figure 7 Germany Question 3.2

Of the five police participants from Germany who took part in the project two did not respond to this question. Of the three who did, two focused on trust and culturally specific differences as listed below:

“Pressure of the family, pressure regarding religion.”
(Police 03 Germany D2.3)

“Topics about -foreign- cultures: lack of trust in police. It is often hard for minority groups to talk open about themselves, because they feel oppressed very quick.”
(Police 04 Germany D2.3)

With additional police officers stating that, in the main, community perceptions of German police is that they are a repressive force and not a preventative organisation.

“Citizens are connecting the police more with repression than with prevention.”
(Police 01 Germany D2.3)

When the statements above are viewed alongside the one below from a German academic, it becomes clear that current CP capacity is being compromised due to lack of understanding of CP principles.

“...there are stereotypes on both sides; the police towards fringe groups and fringe groups towards the police. This complicates CP.”
(Academic 02 Germany D2.3)

The findings above indicate that CP training which includes awareness raising of the preventative and problem solving elements would be beneficial for both police officers and communities. For the police this should involve an emphasis of the importance of prevention work, local engagement and an awareness of specific local minorities’ cultural backgrounds. Attempts should also be made to include multi lingual officers in CP roles.

4.3.8 Macedonia

The responses from participants in Macedonia indicated that the main issues faced by minority groups in discussing problems with the police relate to a language barrier and a general lack of trust in the police organisation as illustrated in Figure 8 below.

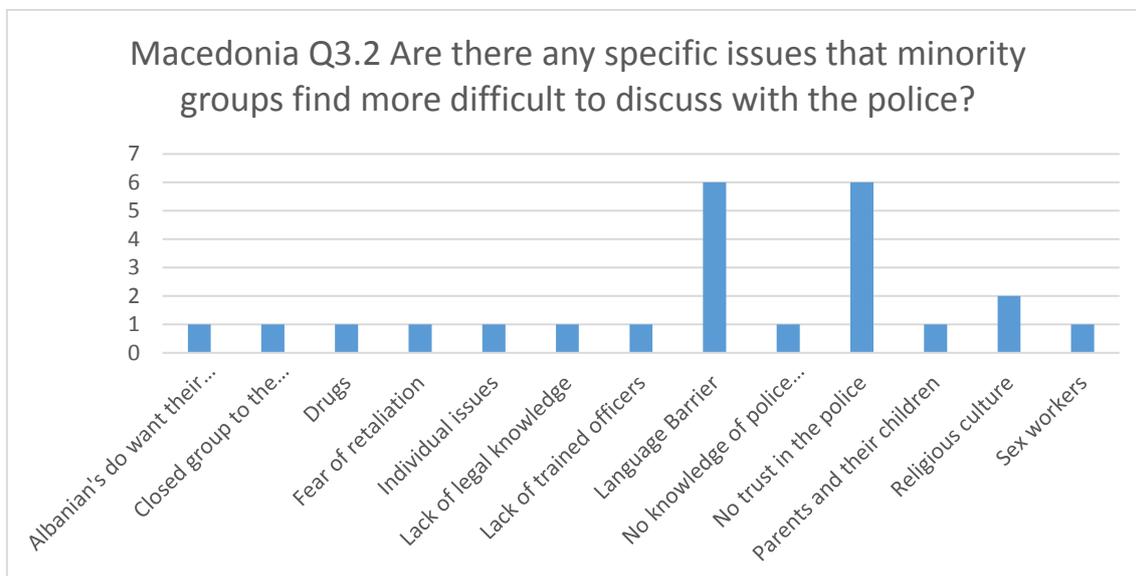


Figure 8 Macedonia Question 8

Academics and police both discussed a lack of trust in the police with claims made that the police remain distanced from the communities they serve, although it is suggested by Academic 02 below that in smaller communities this is not case.

“...lack of trust in the police. Everyone is focused on its priorities (including private priorities during policing). The mentality of the citizens is changed; they are on the corner of the existence and the regular issues in the society are on side”

(Police 05 Macedonia D2.3)

“The police are still a pretty closed service. There are rare examples in which the police enjoy great support from the citizens, which is evident in the smaller communities where the citizens and the police know each other.”

(Academic 02 Macedonia D2.3)

Macedonian participants also singled out Albanian minority communities as having the most issues with a language barrier.

“Each minority group has difficulties to communicate specifically based on their characteristics, which make their difference. The ethnic communities have difficulties to speak regarding their national and ethnic difference (often are seen as provocative factor or their suffering is seen as 'they deserved it'”

(Advocate 01 Macedonia D2.3)

One police officer acknowledged that the impact of an ongoing language barrier together with a lack of local cultural awareness by refugees/migrants to Macedonia was being

compounded by insufficient training of local officers in how to deal with and support these communities.

“...not speaking the official language and knowing the culture; low level of speaking the foreign languages by the police officers and organizing specific education and training for specific issues present in the police work”
(Police 04 Macedonia D2.3)

Similarly to previous statements above, participants from Macedonia also raised the concept of a form of CP training being provided for minority community groups with an academic and a legal expert cited below referring to a lack of knowledge and information on police roles and responsibilities.

“...lack of knowledge for the law, lack of knowledge for the official language, inside on the groups their prejudices towards the police”
(Academic 03 Macedonia D2.3)

“...lack of information and knowledge for the work of the police and the role of the police”
(Legal Experts 02 Macedonia D2.3)

The findings reported above taken from the data collected in Macedonia suggest that potentially CP training, for both police officers and communities should primarily focus on building trusting relationships between the police and communities they serve. In countries where trust levels in the police are low, long terms support is required to lay a CP foundation which is outside the scope of Unity project. However, without this support and without a robust CP foundation, the Unity mobile communication application will struggle to meet its indented aims of strengthening the connection between the police and their community members.

4.3.9 Scotland

Participants from Scotland also claimed that in the main, the issues which minority communities found difficult to discuss with police were based on personal issues and domestic violence as illustrated below in Figure 9.

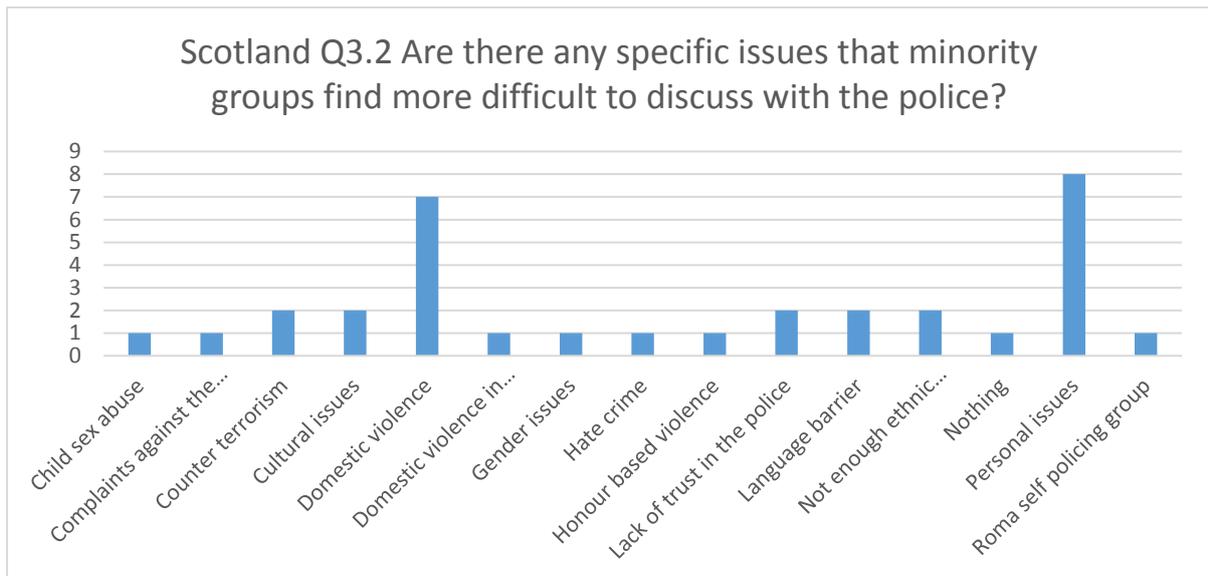


Figure 9 Scotland Deliverable 2.3

However, specific group cultural norms and expectations were also heightened by participants in relation to some of the difficulties that minority groups have in discussing issues with the police.

“...cultural impediments; their status as a minority; will the police accept/see the minority. For example domestic abuse in same sex relationships”
(Academic 03 Scotland D2.3)

The above again highlights that in Scotland there are also problems with police officers who do not always fully understand the cultural impacts on some minority groups. The concept of educating individuals and groups in terms of the role local police can play in supporting minority groups was repeated in the findings of the Scottish data, signifying that this requirement was one of the most common findings from the data.

“...not being in the habit of speaking to the police; there needs to be an educational part so that they know they can trust the police here; language barrier is an issue for many; trust building in their own language”
(Advocate 06 Scotland D2.3)

“Ethnic minority women and forced marriage, honour based violence we have an education role to play to let them know in explaining the local context/legislation.”
(Police 02 Scotland D2.3)

A further academic participant suggested that perhaps more attention should be paid to the ethical makeup of the police organisation to make it more representative of the country in which they are situated.

“...well Police Scotland are not really ethnically representative of our population. Not enough ethnic minority to address specific issues”
(Academic 04 Scotland D2.3)

The findings reported above indicate that in Scotland there is a need for CP training which will include raising officer awareness of the cultural context of domestic abuse and sexual violence in some minority communities, including honour based violence and FGM. In a similar vein to the majority of partner countries, CP education was also highlighted as being a requirement for minority groups which it is hoped would support local engagement with the police and allow new migrants/refugees to understand local laws and cultural norms.

5.0 Equal Delivery of Community Policing

Although as discussed in previous deliverables, there is no one single definition of CP, Q3.1 of D2.3 asked participants if in their view CP was being delivered equally within and between communities in their country. This question was utilised in order to examine whether access to and engagement with local CP officers was being “equally” accessed by minority groups and communities. The overwhelming response from across all partner countries indicated that the general perception was CP at present was not being delivered equally within and between communities as illustrated in Figure 10 below.

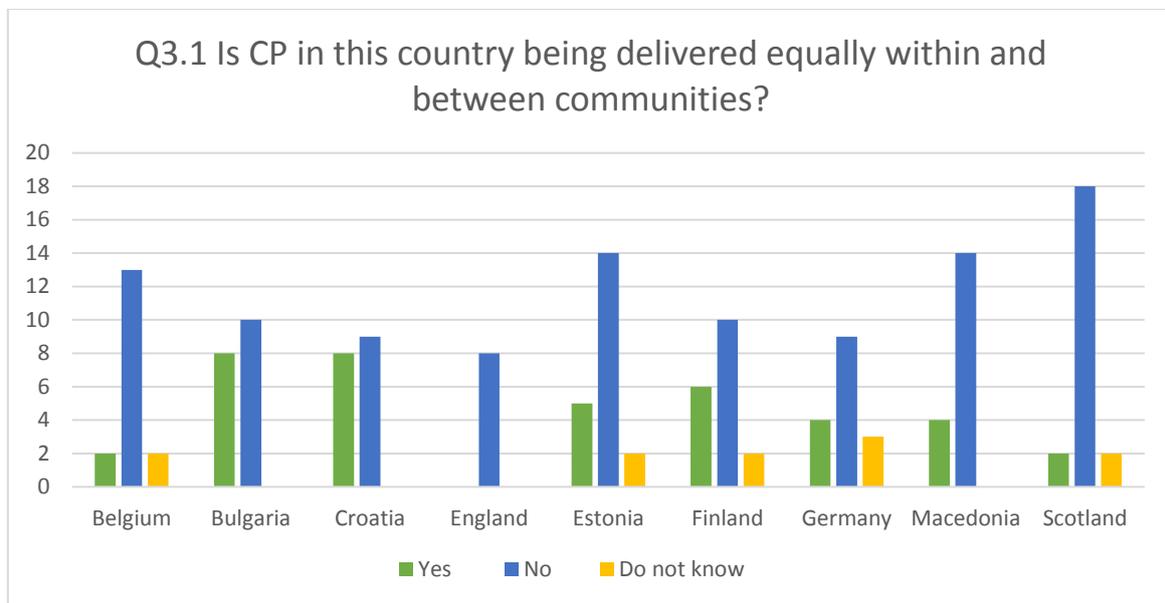


Figure 10 Is CP being delivered equally within and between countries

The responses to Q3.1 highlighted some important local issues in terms of the delivery of and access to CP across European countries which are particularly relevant in terms of Unity’s development of an ethical, legal and socially responsible CP training programme. The responses to Q3.1 included participants stating that there is no CP being delivered in their country at all and others identifying over or under policed communities.

Replies from Belgium indicated that there were concerns around police officers’ ability to engage with minority communities due in part to a lack of resources, which unfortunately is beyond the remit of this project. However, responses did include a discussion on how prepared some participants felt local officers were in terms of dealing with personal or family issues.

“Some groups receive less attention. This is due, on the one hand, to a lack of financial and human resources and, on the other hand, to different sensitivities (the police supposedly find it more difficult to interact with some groups in particular).

Communication with some groups is also influenced by the education and age of the police officers.”
(Advocate 01 Belgium D2.3)

With an additional disadvantage being seen in the lack of management support for the process of CP itself.

“The philosophy of community policing is not supported by all members/leaders. Good initiatives and theoretical intentions exist, but nothing is thoroughly installed nationally on a practical level.”
(Academic 03 Belgium D2.3)

This claim was supported by a local police chief who also stated that the delivery of CP locally was oftentimes dependent on the experience of individual management.

“It depends on the assumption of responsibilities, age and experience of the chiefs. Everyone doesn't seem convinced of community policing.”
(Police 02 Belgium D2.3)

The responses above would indicate that when developing a legal, ethical and socially responsible training framework for community policing, provision should also be made for training at a police management/supervisory level. Skogan et.al. (2014) support this concept of strategic level training for police managers when they claim that “[S]upervisors and their managers set the tone of the work environment, and studies of the effectiveness of training suggest that it is in combination with effective management that training works best.” (ibid 2014:333). Providing CP training for supervisors and management, could therefore not only enable them to support frontline officers in the daily duties, but also encourage a more organisational acceptance of the processes and philosophies of CP.

Responses from Bulgarian participants also highlighted a general deficit in police understanding relating to the underlying principles of CP and was acknowledged by both police and non-police participants when asked if CP was being delivered equally within and between Bulgarian communities.

“No, because not all police inspectors have the same approach to community policing activities. Some of them are reluctant to use such practices, others are not familiar with this type of policing and there are also those trying to implement this approach, but are unable to establish contact with all community members.”
(Police 03 Bulgaria D2.3)

“... (community policing is difficult) because of the language barrier and also due to the inability and the insufficient skills of the police staff to establish communication in a multicultural environment.”
(Legal Expert 01 Bulgaria D2.3)

And a further legal expert suggesting that in their experience there is no CP being delivered in Bulgaria.

“In my opinion community policing activities are not being implemented at all.”
(Legal Expert 02 Bulgaria D2.3)

Police and academic participants in the main claimed that CP was being delivered equally amongst all communities in Bulgaria:

“Yes the approach and the attitude are equal for all citizens. There might be some variations in the efficiency of the relevant methods, but the reasons for that are of different nature.”
(Academic 01 Bulgaria D2.3)

“In my opinion it is delivered in absolutely equal manner. There is no separation on the basis of ethnic, religious or other characteristics, because the police work is regulated by the legal framework and its requirements.”
(Police 02 Bulgaria D2.3)

Conversely, advocates and legal experts interviewed suggested that in their opinion there was no equal delivery of CP and that the delivery of local policing was negatively biased towards particular social groups:

“No, because the currently utilised practices show inability to identify the specific characteristics and approaches to the separate social groups and communities. Contact is still established on the basis of the prevailing in the general public stereotypes and negative attitudes towards certain diversity groups. In many cases these stereotypes are created by the police itself.”
(Advocate 01 Bulgaria D2.3)

“Community policing activities are not carried out and the different groups and communities don’t receive the same level of service. A certain discriminatory approach to specific groups and communities is always present in the police officer’s attitude. The trust level for members of such groups is always lower, while the readiness to proclaim them guilty is higher. In general the police staff is unable to show empathy, support, unbiased hearing and civil approach to members of the above-mentioned groups.”
(Legal Expert 04 Bulgaria D2.4)

“No. For instance on the basis of ethnic origin – people from minority groups are not properly informed on their rights, they are illiterate and uneducated, the police attitude towards them is often condescending.”
(Advocate 02 Bulgaria D2.4)

From the responses provided, CP training to be delivered in Bulgaria should include a focus on cultural diversity, with specific attention paid to the cultural norms of the Roma community and also engagement practices which have the potential to help develop positive engagement with communities who find it difficult to integrate and those that are disenfranchised from main stream society.

In terms of the focus of this section regarding developing a socially responsible training framework with regards to the delivery of CP, responses for Croatia discussed the requirements for police training in terms of women and LGBT groups as outlined below:

“Too often reports submitted by LGBT groups and/or women victims of violence have the effect of making the person reporting feel even worse and losing trust in the system. It is crucial to have well trained and sensible persons to deal with people in their most vulnerable moments, and not making them suffer even more.”

(Advocate 04 Croatia D2.3)

“I wouldn't say that community policing is the same everywhere in Croatia. It depends on the capacity of police departments in specific regions, on their awareness of the problems in a certain community and of their capacity in terms of knowledge and other means relevant for the detecting and solving problems.”

(Legal Expert 04 Croatia D2.3)

One police participant from England suggested that a lack of specific knowledge or understanding about some minority groups prevents them from engaging in the first instance.

“Officers are human and potentially may shy away from people or communities that they do not understand. The counter narrative is that police officers may take the easy option of engaging with communities and audiences already familiar to them.”

(Police 01 England D2.3)

The above responses indicate that the addition of training which focuses on improving officers' knowledge of cultural or religious practices and norms of minority groups, prevalent in their area would help them to engage with more communities.

In Estonia, the lack of equality in the delivery of CP according to the majority of participants is related to the geography of the country with many participants claiming there are not enough serving police officers at present to deliver such a service to all communities.

“No, since in bigger cities in Tallinn and in Harjumaa the police are visible and there is more investment into resources. But the more to the rural areas, away from a bigger town (Tartu, Pärnu), the police are not there...For example, school-shooting in Viljandi...the police arrived after 45 minutes to photograph bloodstains. The level is uneven regional by region.”

(Police 05 Estonia D2.3)

“It depends on the region, how big the region is and how much he/she is present there”

(Estonia Legal Expert 05 D2.3)

Similar geographical reasoning was given by Finish participants in terms the equal delivery of CP, although in an opposite direction from Estonia.

“Yes (it is done well) in smaller cities/communities but not as well in the capital area.”

(Academic 01 Finland D2.3)

With a further academic claiming that not all police officers have the relevant skills or training to deal with personal matters that occur more often within a CP context:

“...the police might not have sufficient skills in sensitive matters.”

(Academic 03 Finland D2.3)

From a German perspective police officers stated that CP was not being delivered equally in terms of language barriers and in relation to access to police by disabled people. One police officer stated that a lack of police knowledge around cultural backgrounds, similar to that reported by English participants, of minority communities was also having an impact.

In Macedonia, the three advocates interviewed claimed that in their experience there was no such concept as CP at present in Macedonia, while academics suggested that it was a new and under developed concept and legal experts found that although present in some areas, it was not being delivered equally between communities.

“... in community policing there is a discrimination regarding the social status, economical opportunities and affiliation to the ethnic community.”

(Legal Expert 02 Macedonia D2.3)

In contrast to the above responses however, four out of the five Macedonian police participants interviewed claimed that CP was being delivered equally between and within all local communities.

“In the communities the police use equal treatment, all groups are treated equally and there is no any barrier or making difference regarding the sex, religion, ethnical background etc. Actually, the constitution is guaranteeing the equal rights to all human beings”

(Police 01 Macedonia D2.3)

The divergence between police and non-police participants may represent a failure on behalf of the police to see how policing may be experienced by other groups in society. On the other hand the disparity may raise concerns regarding potential participant bias, whereby for example the police may have provided the replies that they or their management believed they should have.

The data collected for Scottish interviews corroborated the above findings, with claims that CP was not being delivered equally within or between communities across Scotland. The main differences reported related to geographical coverage and resource capacity:

“No, there is more CP in the rural areas they have more staff and are less busy...”

(Police 01 Scotland D2.3)

With a consensus amongst academic participants that across Scotland social class was the main grouping by which the delivery of CP was based.

“No, affluent areas get more positive styles of policing than the deprived areas - there can be a perception that poor areas are over policed.”
(Academic 05 Scotland D2.3)

The above data again highlights the complex and fluid nature of CP in terms of how it is delivered and how it is experienced by those in the community. In relation to the development of a CP training programme the findings reported here would also support the concept that both police and community members would benefit from CP training in order to establish each other's roles in the effective delivery of CP.

The above section has presented the findings from the primary data which focused on examining current access to and engagement with local CP officers across our European partner countries. The findings have highlighted the varying degrees of success and the challenges faced by police organisations and although some of these challenges are beyond the remit of this project, they highlight the local CP contexts that the Unity mobile communication application will be expected to support.

The following section will set out the recommendations for the development of an ethical, legal and socially responsible CP training programme based on the findings collated from the primary research.

6.0 Recommendations for CP training

The findings illustrated above show that in the main participants from all of the countries who took part reported similar requirements and identified very similar shortcomings with current CP arrangements. Listed below is a summary of recommendations for CP training:

1. Findings indicate that there is a general requirement for specific CP training across all partner countries for their policing organisations.
2. Training should be provided to police personnel and local community members should be provided with CP awareness raising days which will foster two-way communication and improve each group's knowledge of the core concepts, principles and expectations of community policing in the local context.
3. Training for officers should focus on communication skills and highlight effective engagement practices, particularly focusing on 'hard to reach' groups.
4. Palmiotto et.al. (2000) emphasise the importance of CP officers developing a capacity for critical thinking in the field.
5. Training should support a problem solving and a preventative approach.
6. Training should include a focus on the social and cultural background, norms and roles of local minority communities and should include:
 - a. LGBT issues and hate crime
 - b. Sexual violence
 - c. Domestic abuse/violence, with additional culturally specific training
 - d. Specific cultural knowledge should be provided to all police officers in an attempt to prevent stereotypical assumptions being made, e.g. Roma
7. Training should be ongoing throughout the working life of officers and ideally be provided to all serving police officers.
8. Training should be learner led and contextualised with real life experiences e.g. problem based learning.

9. Feedback should be provided by learners and training should be evaluated.
10. Training should follow European legislation in ensuring all people across society have equal access to and are fully engaged in civic life.
11. In order to enhance the professional attitudes, conduct and interactions of officers training should foster procedural justice and be in line with the European Code of Police Ethics.
12. Training should focus on improving knowledge on the problems faced by minority groups and understanding and assessing their needs

The following section, section 7 of this report will discuss the proposed ethical, legal and socially responsible framework for the exploitation and dissemination of Unity project activities and findings.

7.0 Framework for awareness raising and exploitation of Unity project activities and results.

This section will now set out its recommendations for the ethical, legal and socially responsible awareness raising and exploitation of the Unity project findings and outcomes. The section will set out the communication and exploitation goals which are included in all Horizon 2020 funding applications to provide a rationale for developing this framework,

The consortium understands that promoting the project itself, including its motivation, its achievements and its challenges is a critical part of whole project process and that to be effective we are required to share our findings with as many interested parties across Europe as is possible. The expected outcome of the dissemination strategy is a planned and structured promotion of Unity to be conducted in each partner country to a potential target audience, utilising methods that are understandable and accessible for all members of each target group, inclusive of strategic and frontline levels as listed below:

Senior police management and operational level LEAs

- Partner organisations who support the planning and delivery of CP locally
- Key stakeholders who work with local community groups
- Academic institutions
- Political level decision makers and policy makers.
- Other research projects and programmes
- Members of the public/ community members

In relation to this specific project, the summary stated that in terms of awareness raising and exploitation the project partners would conduct:

“...awareness campaigns, which will facilitate and strengthen dissemination and exploitation of results among different audiences and stakeholders. All publication and dissemination activities [will] follow the gold open access standard in relation to them being freely accessible...Dissemination and exploitation is organized as a two-way communication ensuring that the perspectives and needs of end-users, citizens and stakeholders are equally noticed and thoroughly embedded in all project research and development activities.”

It is worth noting at this point, that although the aim of this deliverable is to set out Unity’s legal, ethical and socially responsibly framework for awareness raising and exploitation, the structure of all Horizon 2020 projects includes an expectation that projects will involve strategically planned communication strategies that will provide:

“...targeted information to multiple audiences (including the media and the public), in a strategic and effective manner and possibly engaging in a two-way exchange (Article 38 of the model grant agreement)”

The advice provided by Horizon 2020 is that a comprehensive awareness raising and communication plan should involve the following:

- clear project objectives;
- is targeted and adapted to various audiences;
- contains pertinent messages for each specific audience group;
- employs the relevant communication platform accessible for all audience members;

- should show how the collaboration of European partners has added to the overall project;
- How the outcomes are/will be relevant to everyday life.

Consortium partners are also encouraged to plan and manage their communication strategy with a set of checklists provided for all funded projects to support the process.

- Can your audience help you reach your objectives?
- Who has an interest in your research?
- Who can contribute to your work?
- Who would be interested in learning about the project's findings?
- Who could or would be affected directly by the outcomes of the research?
- Who are not directly involved, but could have influence elsewhere?
- Does the project aim to address both a direct audience and intermediaries to reach more people?
- What about the possibility of audiences at local, regional, national and European level?
- Is the audience external (not restricted to consortium partners)?

Deliverable 8.4 has set out a list of stakeholders who have been identified via the research completed in WP2 and 3.

Citizen Target Groups	Intermediaries	Private Businesses	Services
Age groups	Parents, parent support organisations	Companies, businesses owners, local businesses	Health, Fire, Transport, Security
Migrant and Minority	Civil representatives	Tourist industry	Education
Offenders and suspects	Community group leaders	Agricultural companies	Media
General public	Youth workers, youth organisations	Industry	NGO's
Victims and witnesses	Lawyers and judges	Night time economy	Housing
Socio economic status	Sports organisations, supporters	Restaurants and Hotels	Training partners
The isolated	Neighbourhood watch group	Shipping community	

Examples of target groups for CP, i.e., those who community policing activities should target

7.1 Ethics of Awareness Raising

The research which supports the Unity project was conducted within a strict ethical and legal framework based on the European Convention on Human Rights, and was employed to ensure that the research aims of the project were met with integrity at all times. The use of an ethical framework in social research also provides a set of guiding principles intended to keep both the researcher and those being researched safe. The ultimate aim of ethical guidelines in social research is to protect the privacy and dignity of those being researched whilst also underpinning the delivery of a standard of excellence in research. The importance placed on conducting research within an ethical framework is evidenced by the large number of

professional organisation who are involved in managing research ethics and the substantial number of publications dedicated to the topic.

However, ethics not only impacts on the planning and operationalisation of research, it also informs the reporting and dissemination of the outputs produced by the research itself. This concept is supported by *The Research Ethics Guidebook: A resource for social scientists* (2010) which argues that all researchers have "...an ethical duty to try and make their research findings widely known and, if possible, acted upon" (ibid 2010:14). From the point of view of producing robust and ethical dissemination strategies, a strong focus must be placed on maintaining participants and case study area locations anonymity to prevent identification and to minimise any impact on individuals, groups and/or organisations.

Keen and Todres (2007) in their review of awareness raising strategies suggest that there are three main fundamental features that should be included in any successful (an ethically sound) dissemination strategy and are based around:

1. Tailoring the approaches to each specific audience in terms of the content, message and medium employed, what information is required for each target group, what is of the most relevance for them? Is the content clear and concise and language easily understood? Do all members of the target group have access to the platform employed?
2. Paying attention to the source of the message: will end users find the source experienced and trustworthy? Using peer reviewed academic journals offers more security for the academic audience.
3. Enabling active discussion of the research findings.
(ibid 2007:6)

The Economic and Social Research Council (ESRC), states on their web site that as an organisation they "expect researchers to engage actively with the public at a local and national level" (ibid web page) in terms of sharing and disseminating their research findings. Sharing research findings with those participants who have taken part in the research project is important in terms of both potential future research and those individuals agreeing to take part and also in terms of sharing important findings with the community which will help them develop and support local relationships. From this perspective it is therefore important that the findings of the Unity project are shared with those individuals from community groups who have taken the time to take part in the project and engage with the research process. This also fulfils the ethical requirements of Unity's dissemination plans.

Engaging with research participants at a local level and sharing the findings from the Unity project also has the potential to provide community members with important knowledge in terms of the general principles of community policing, and more specifically their role in supporting it. If findings are shared in a face to face manner it is important to protect participant confidentiality but this may provide an opportunity to bring local police officers, community members and other key stakeholders together and facilitate shared communications between the groups.

In order to ensure that dissemination of the Unity research findings are conveyed ethically, it will be the responsibility of each consortium partner to provide suitable platforms for the target audiences.

In line with the suggestions put forward by Keen and Todres (2007) and discussed above, each awareness raising strategy developed by Unity should therefore include the following in order to maximise knowledge of the project, its findings and the technology produced:

- The most relevant information or findings for that target audience, i.e. for police organisations have an operational relevance, and for an academic audiences to follow the standard printed and oral presentation conventions including referencing.
- A variety of platforms, including printed medium, social media and face to face, making them accessible for all members of the relevant audience. This can include workshops delivered at the local neighbourhood level for police, community members and key stakeholders and continued use of social media platforms.
- Suitable language(s) for each local context in a clear and concise format.
- Methods to work with key stakeholders to find the most suitable and effective way to disseminate with the variety of local community groups some of which can be classed as ‘hard to reach’.

Table 9 below from the Unity project proposal has been adapted slightly and provides some examples of how the consortium could move forward with the dissemination strategy.

Target Audience and Dissemination Activities
Means of Dissemination Goal: best possible take up potential

	Interested Community	Activities
	Research Participants	Scientific papers
	Academic Community	
	Legal and procedural aspects	Journal articles
Research Institutes and Universities	Interoperability and standards	presentations
	Trust and Security	workshops
	Related EU projects	White papers
	Professionals	WWW
	IST Community	Newsletters, mail lists
	General audience	Lectures
	Students	Social media feeds and blogs (own postings existing groups)
		Scientific, socio-economic and EU conferences
		Community building
	Industry sectors	Brochures
	Trade fairs and exhibitions	Broadcast publications
	Software developers in the area of financial solutions	Pilot cases, demos, social media feeds, blogs
Technology Providers & Integrators	Business Consultants for investigation of economic crime methodologies and tools	WWW
	Standardisation bodies	Community building
	Innovation transfer organisations	Trade fairs and exhibitions, social media feeds, blogs
	Potential customers, e.g. professionals affected or from financial industry	
Police Forces & law Enforcement Agencies	National Police Boards and Ministries of the Interior/Justice (regulatory authorities)	Presentations
		Workshops
		WWW
		CEPOL, INTERPOL, and UN training
	Local Police Forces	activities Community Policing
	Local Police Forces	Newsletters

	Police Education Institutes, Academies and Colleges	Lectures
		Conferences
	European level organisations such as CEPOL	Pilot case demonstrations
		Social media feeds

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Key information from this section regarding ethical dissemination of research findings to participants, emphasising the importance of dissemination at a local level and the need to tailor approaches to specific audiences, has been shared with Unity partners in order to assist with the development of their plans.

7.2 Legal Framework for awareness raising

Horizon 2020 projects are subject to a set of common clauses which are included in all Horizon 2020 grant applications which all participants must adhere to. Included in these clauses are specific rules for the dissemination and exploitation of project findings as set out by the European Parliament in its resolution of 11 November 2010 “Regulation (EU) No 1290/2013 of the European Parliament and of the council of 11 December 2013 laying down the rules for participation and dissemination in "Horizon 2020 - the Framework Programme for Research and Innovation (2014-2020)". These rules are set out to also provide a form of accountability and transparency with regards to projects which are being funded with EU monies (Regulation EU No 1268/2012), with a specific focus on the exploitation and dissemination of each projects findings.

In line with the Horizon 2020 legal text, the Unity consortium therefore have a legal responsible to “...maximise the impact of their own research and innovation by carrying out work on disseminating and using their project results during (and after) the project's completion” (Horizon 2020 Work Programme 2016-2017:4). In order to support each project the EU have established the European Commission for offering dissemination services (CORDIS) who also operate the EU Open Data Portal to provide support and assistance with delivering “...easy access to research output” (ibid 2016-2017:4). Within the Horizon 2020 Work Programme 2016-2017 it also states that “...the Commission will fund additional exploitation and dissemination activities” (ibid 2016-2017:5) if and when required.

The clauses that are discussed above and impact on all Horizon 2020 projects although legally based also support a socially responsible framework for the dissemination and exploitation of project findings. The focus on easily accessible data being available via open and free access helps to promote a socially responsible ethos for the Unity project findings. In more general terms the legal framework for training which is discussed above in section 3.1 can also be utilised in terms of developing a legal framework for dissemination and exploitation. The framework which is constructed around existing EU equality, anti-discriminatory and Human Rights legislation which prioritises equality of access to information and supports full and active participation in society for all groups and individuals is as pertinent to the dissemination and exploitation of project findings as to the development of a training regime.

In order to meet out full legal responsibilities as a consortium all dissemination and exploitation strategies related to the Unity project inclusive of but not limited to the platforms

and content employed for the purposes of dissemination, must also meet with the directives listed below to ensure European legality.

In previous deliverables (D2.2 and D2.3) it became apparent that there were concerns regarding a lack of general police engagement with many Roma communities across Europe. There was also significant data collected from a selection of participants from across many partner countries that identified the Roma community as a group which were in the main excluded and/or disenfranchised from main stream society making them a hard to reach group. Recent issues surrounding the integration of Roma populations around Europe not only limited to policing, have resulted in the EU Commission designing and developing The EU Framework for National Roma Integration Strategies COM (2014) 209 final - 2.4.2014 to prevent the ongoing and "...persistent economic and social marginalisation of what constitutes Europe's largest minority" (ibid 2014: no page number) in a targeted manner across Europe. In 2014 the EU commission also published the *Practical guide for police services to prevent discrimination against the Roma communities* in an effort to encourage "...good practices and useful information to [these] officers in order to improve police practices when dealing with Rome citizens or Roma communities" (ibid 2014:6). The documents although not based in law do however, support the framework that we require for the Unity project.

7.3 Ethical, legal and socially responsible framework for Exploitation

The findings from the primary research collected as part of the Unity project are being used to develop not only a European knowledge and best practice data base of CP practices, they will also produce tangible outputs which include a market ready communication tool and, for the first time, a designated CP training programme which can be utilised across European police organisations. The development of these outputs necessitated the need for an exploitation framework which will support the wider communication of these outputs at local level for all consortium partners.

As previously set out in the Unity Proposal (SEP-210176668:31) the Unity exploitation plan is part of the overall business plan for the project with the premise that it will support dissemination and awareness raising of the project outputs to relevant industry bodies, the wider research community and academia.

Development of an exploitation plan is also an obligation under H2020 funding rules which state that:

Article 43 - Exploitation and dissemination of results "Each participant that has received Union funding shall use its best efforts to exploit the results it owns, or to have them exploited by another legal entity, in particular through the transfer and licensing of results in accordance with Article 44." Rules for participation and dissemination in "Horizon 2020 - the Framework Programme for Research and Innovation (2014-2020)."

The management and operationalisation of the Unity exploitation plan for project outputs sits within Work Package 8, Deliverable 8.4 of the project. The purpose of developing an exploitation plan is to bridge "...the gap between research, outputs, access to market(s) and operational deployment of CP concepts" (Deliverable 8.4 page 8).

Dissemination and exploitation of Unity outputs will be organized as a two-way communication process ensuring that the perspectives and needs of end-users, citizens and stakeholders are equally noticed and thoroughly embedded in all project research and development activities. This will ensure that exploitation is being situated within an ethical framework in keeping with general good practices.

The specific requirements of the Unity exploitation plan are discussed in D8.4 where the main objectives have been identified as:

- identify markets, exploitation channels and third parties;
- assure project results exploitation by the partners;
- manage Intellectual/industrial property rights;
- create maximum awareness of the Unity communication platform and portal within police services and the local community
- to publish research findings relevant to the wider policing studies literature on best practice in CP across the EU;
- to disseminate research findings at academic conferences related to criminology generally and policing specifically;
- to disseminate research findings to practitioner audiences to develop best practice in CP;
- identify academic communities for dissemination, including the specific academic conferences and journals;
- consider the writing of (edited) books or book chapters for the academic training market;
- Development of teaching materials for master-level and executive teaching, e.g.in the form of case studies (which could also be submitted to existing case databases such as Harvard).

Deliverable 8.4, section 2.1 also sets out the project outputs which it states **may** be available for exploitation:

- Software
- Inventions
- Prototypes
- Complied information and data
- Educational webpage

Unity specific outputs of relevance may include, for example, some of the following:

- European research findings on CP;
- Six pillars of CP;
- Country specific findings on CP and the extent to which Unity tools were adopted;
- Unity platform / App and data analytics
- COM/TOM process to deliver Business Improvement plans;
- Learning on the design and implementation of pilots across Europe;
- Design of a CP training curriculum (mainly for LEAs);
- CP awareness raising for members of the public possibly through a ‘CP game’.

As the Unity project is a consortium of partners, in order for all exploitation plans to be conducted in a strict legal framework which protects the intellectual and/or industrial property rights of each, each partner who is conducting exploitation must ensure that the owner(s) of that data/technology are identified in all processes.

The data on existing practice in CP across Europe which Unity has gathered will be an important source of learning for policing scholars, as will the data on Unity's contribution to the development of this type of policing practice. This data also has the potential to be exploited in terms of Unity outputs and should be done so within the same ethical, legal and socially responsible frameworks as all other outputs.

Compiled information and data on CP best practices and stakeholders' and police needs and requirements for CP is jointly owned by Work Package leaders from WP2 and WP3. This information and data can be used in further research and development after the project has ended. The Unity Consortium Agreement should be consulted in the first instance when planning exploitation and dissemination activity, especially after the formal completion of the project.

7.4 Objectives of Exploitation

In order to create effective impact the project has two major objectives related to exploitation of project activities and results:

- Ensuring that information about project activities and results are effectively distributed through several communication channels and among a wide variety of end-users, citizens and stakeholders. Communication will be utilizing several media and types of messages.
- Ensuring that the project results, such as the novel architecture and concept of operations (CONOPS) for CP together with the local CP solutions and the communication platform, are effectively exploited among the end-users, citizens and stakeholders

Delivering the above objectives in a variety of ways including platforms utilised, language used and ensuring open access for groups with no groups being denied access, will ensure that the exploitation plans are being delivered in a socially responsible way

7.5 Identification of Stakeholders

The most important part of Unity's exploitation plan will be in identifying the relevant stakeholders who will play a key part in taking our outputs onwards past the completion of the project. This will include technology organisations, police organisations, their partners in delivering local policing, police educators and fundamentally members of the local community.

Deliverable 8.4 suggests that a number of processes should be put in place amongst the Unity partners to ensure this stakeholder targeting is accurate and meaningful in the context of achieving the outcomes Unity and the EU seek.

Some high level stakeholders have already been identified via the primary research conducted in Work Packages 2 and 3 and include;

- Community Representatives
- Mayors
- Local Authorities Professional
- Organisations
- Media
- Policy Makers
- Education Groups
- Community Services
- Social Service Providers
- Health Providers
- Judicial Authorities
- Private Companies
- Ministry of the Interior
- NGOs
- Technology Providers
- Third Sector Charities
- Fire Service
- Volunteers Employment Agencies

Each consortium partner is however, best placed to identify further stakeholders who should be included in the exploitation plan. Below is a list of some of the exploitation actions already taken by Unity consortium partners, a full list is supplied in Appendix 1 of this document.

- Meeting with the Police Board, Chair of the Steering Committee for Preventive Policing, Police University College, Finland
- N8 Police Research Partnership, University of Leeds, UK
- Meeting with the Police Board/ ICT development and project management and Police Board/ICT-centre
- CEPOL European Police Research & Science Conference
- Meeting with the Royal Police Academy on Unity Jordan
- Presenting and chair a session on ‘Community Policing in comparative perspective’ at the Edinburgh Executive Sessions in Policing on ‘The challenges of localism within national policing arrangements: the Netherlands and Scotland in comparative perspective’, University of Edinburgh, Senior Dutch and Scottish Police and partners in attendance.
- Police Foundation event hosted by KPMG Birmingham
- All partners have also had individual meetings with strategic police managers at a national level.

To date Unity partners have carried out a range of dissemination activities including, for example, the following:

- Presented findings of Unity at the annual Conference of the European Society of Criminology, 2016 and 2017.
- Presented Unity findings at the British Society of Criminology Conference 2017,
- Presented Unity findings at an EU conference focusing upon emergency service use of social media. National Fire and Rescue Service, Rome, Italy

- Presented at the UK police and UK academic knowledge exchange conference at Leeds Beckett University, Leeds, West Yorkshire, UK
- Presented at the Inspec2t Consortium Meeting Vienna
- Presented Unity findings at a research seminar, Police University College, Tampere, Finland
- Presented a paper on the concept development of ICT tools and applications within the Unity Project at the 5th International Scientific and Professional Conference; Police College Research Days in Zagreb, Croatia.
- Presentation on the Unity Project findings at a workshop entitled ‘Local Policing: perspectives on public confidence, local governance and community engagement’. The workshop at the University of Edinburgh was attended by various Scottish policing academics and a group of researchers from the Swedish Crime Prevention Council.
- Presented Unity findings at the Next Generation Community Policing Conference Crete
- Presented Unity findings at the Police Foundation conference “The future of neighbourhood policing”
- Scottish Institute for Policing Research (SIPR) International Policing Conference poster presentations 2016 & in 2017 a poster on the Unity community police training.

Please see D8.2 “Plan and Implementation of the Awareness Raising Campaign” for a full copy of the dissemination and exploitation log for Unity.

7.6 Exploitation Mechanisms

As has been explained in D8.4 section 4, Unity’s exploitation strategy will, across the various phases of the project, cover the market segments and market research necessary for exploitation the outputs developed by Unity in the most effective way. This will provide meaningful and evidence based exploitation plans, supporting all three concepts of ethical, legal and socially responsible exploitation.

The following list of market analysis categories has been circulated to the Unity partners for further discussion. The onus is on each Unity partner to conduct the market analysis in their own region against a template and guidance produced and agreed by all partners as part of this exploitation plan.

- Market Drivers and Barriers
- Macroeconomic Factors with a PESTLE analysis
- Competitive Environment with a SWOT Analysis
- Market segments and size
- Needs and requirements
- Cost of accessing

Various elements of Unity, which may be exploited, e.g. Unity communications platform, business improvement models, training, will be done so in line with this framework in order to try and ensure they are affordable and accessible. For CP training exploitation will be directed towards relevant police organisations including CEPOL.

For publications the traditional conference and publications processes will be followed.

Personal data of participants or anything that could identify them will not be published as per

ethical guidelines discussed above. A publication notification process is in place within the consortium. In terms of academic publications which are based on Unity data, it has been agreed by consortium members that each Work Package Leader will own the intellectual property rights of the research they designed and developed research instruments for. Each partner can also publish from country specific data they have collected. Partners may agree to share data and collaborate on publications but partners who own the IPR will be acknowledged. Open access will be ensured.

7.7 Conclusion

The final stages of the Unity project will be as robust in terms of ethics, legality and social awareness as the earlier stages. Product testing, training, awareness raising and project exploitation will all be conducted with consideration of issues such as participant confidentiality, impact on the various diversity strands, and social acceptability of the project outputs. These considerations will be specific to each participating member state, its citizens and LEAs

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