CRIME PREVENTION PROGRAMMES IMPLEMENTED BY THE POLICE IN THE AREA OF PUBLIC SAFETY

In recent years, Poland has observed the dehumanisation of life and increase in crime and social pathologies. The system of values has clearly changed as ethical values have given way to the cult of power and money, often identified with the concept of authority. The brutalisation of everyday life and desire for an easy and comfortable life constitute the source of new, increasingly dangerous and complex forms of social pathology and, in particular, criminal activity. Crime is mainly determined by biopsychological, social, political, economic and cultural factors. One of the fundamental responsibilities of any state, as an organisation, is to create such organisational and legal solutions that will ensure public safety, i.e. protection of its internal values against external threats.

Crime prevention and control require a systemic approach to be taken to counter negative social phenomena, to encourage effective cooperation of law enforcement agencies with judicial authorities, and to transform the social policy of the state. Established to deal with social pathology, institutions and organisations responsible for public order and safety must undergo a process of possibly extensive socialisation, as life verifies and confirms that excessive rigidity and schematism of operations may become a serious obstacle to achieve strategic objectives. Determined

1 Maj. Łukasz Świerczewski, PhD – deputy head of the Professional Development Department at the Metropolitan Police Headquarters. Doctor of social sciences, specialises in management of public administration institutions. The author can shall be contacted through the editorial office.

2 Liet. Łukasz Kacprowicz – instructor of the Department of Security Studies of the Institute of Policing of the Faculty of Security and Legal Sciences at the Police Academy in Szczytno. The author can shall be contacted through the editorial office.


by social needs to increase the level of public order and safety, a flexible approach to operations, an initiation and organisation of undertakings and, finally, performance of repressive activities – this is the philosophy of the functioning of institutions in line with public expectations.

The safe existence of every citizen or family and the safe operation of the state are considered the highest values for the public, and one of the most important factors affecting them is the state of public safety, i.e. the level of existing and expected threats of crime and pathological phenomena. A tremendous role in the implementation of tasks related to public order and safety is played by the police. The agency is of a specific type because being responsible for people’s safety, police officers must comply with specific statutory objectives in accordance with public expectations. Pursuant to Article 1(2) of the Police Act of 6 April 1990⁵, fundamental police responsibilities include: to initiate and organise activities aimed at preventing crimes, minor offences and other criminal phenomena, to recognise and analyse motives and circumstances favourable for breaking the law, to organise and inspire various public entities to conduct complex crime prevention activities that prevent or deter people from committing crimes.

At present, a new dimension is given to social acceptance of police activities since even the best strategies for controlling crime or other pathological phenomena without an intense involvement of community members are doomed to failure. Growing social expectations, in particular those related to prevention of crime and social pathology, result in the police structure, functions and scope of activity to be under constant transformation. Regularly introduced changes must allow for a necessary degree of flexibility and dynamics to be obtained by the police to properly perform their duties in line with the changing environment. Very interesting views on the issue in question have been presented by Tadeusz Cielecki who says that one of the ways of adapting the Polish police to the applicable European standards has been a close international cooperation of the Polish management and specialist staff with the Western police forces, mainly from Great Britain, the Netherlands, Germany, France, and the United States of America. Such cooperation should be targeted at the exchange of experience in preventing crime and social pathology, as well as at discussing management models used by police forces of the aforementioned countries⁶.

As Andrzej Przemyski rightly states, police structures must be as close to community members as possible to be able to swiftly respond to any potential threats, long before the law is broken and, at the same time, to be able to effectively investigate the crimes that have been already committed. Those activities need to be taken by the police supported by the government and local government administration. Thus, crime prevention

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⁵ Consolidated text, Dz.U., 2020, item 360, hereinafter: Police Act.
implies building a safe, citizen-friendly state under the rule of law\(^7\). In this respect, the police have implemented a crime prevention strategy referred to as crime prevention. This notion has been defined by Zbigniew Żaroń as: all crime prevention activities characterised by a holistic approach to the problem of crime\(^8\). Police crime prevention activities are multifaceted and include major and auxiliary operations. The first refer to the identification of offenders and performance of procedural activities ending with indictment acts. The latter, on the other hand, cover two aspects of crime prevention: socialisation of policing and situational crime prevention\(^9\).

The police is a uniformed and armed force serving the public\(^10\). This is a very simple definition. The term ‘serving the public’ specifies the character of tasks assigned to the police and indicates the main objective of all their activities, which is public safety determined by each citizen’s real sense of safety. The activities undertaken by the police are intended to serve the public and, therefore, they cannot be carried out without its members and, what is more, must be socially accepted. One of the forms of such activities is a constant search for and implementation of effective crime prevention programmes and adjustment of police activities to the existing threats and public expectations. Crime prevention strategies are based on police analyses extended by social, sociological, material as well as other information on persons and groups at risk. Considering the assumption that crime reduction is not only affected by police operations, it is necessary for other relevant institutions which contribute to the level of public safety to get involved in crime prevention activities.

Police officers, as well as other law enforcement officers, should be members of the community they work for. When established with people, direct contacts build mutual trust and confidence in the rule of law. Police officers should be open to people’s problems, showing patience, understanding and willingness to help, even when reported issues are not directly related to the violation of the law. Police officer is supposed to be more of a friend than a civil servant or an authority representative, and only then it will be possible for community members to become actively involved in activities targeted at fighting crimes.

The sense of public safety can be shaped in many ways. The implementation of tasks related to ensuring security often involves initiatives aimed at raising funds allocated for a feeling of security to be improved, constructing more and more sophisticated technical devices to achieve this goal, and making other institutions or offices involved in relevant undertakings. Nevertheless, it is sometimes neglected that the very process of shaping, that is the design, development, creation and arrangement

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\(^9\) Ibid., pp. 10–12.

\(^10\) Police Act, Article 1.
of the surrounding space can become a powerful tool thanks to which a new space can be created to make residents’ lives safer.

Improper architectural, urban planning and technical solutions, with all their aesthetic or functional inconveniences, generate a number of criminal threats. Proper and practical solutions based on recognised patterns, supported by years of experience and observation, result in the environmental design to be friendly, functional and safe.

An important role in the system of public safety and crime prevention is played by local government administration bodies and local governments. The responsibility for public order and safety has been statutorily imposed on local authorities. Relevant powers have been granted to:

— provincial governor in charge of all government and local government administration organisational units within the province\(^1\),

— province local governments responsible for public order and safety within the province\(^2\),

— county local governments responsible for public order and safety within the county\(^3\),

— commune local governments responsible for public order and safety within the commune\(^4\).

The level of the feeling of security, or the lack thereof, determines the quality of life and community development. Therefore, the protection of public order and safety belongs to fundamental tasks of the state authorities and also requires police forces to be more and more effective. Moreover, there need to be provided precise mechanisms for permanent cooperation among the police, government and local government administration, non-government organisations and citizens so as to improve the level of public safety.

The main objective of the model of police work under discussion is to stimulate and coordinate public activity to increase the level of public safety. From the police point of view, the more police officers are accepted and respected by the public, the better the image of the police will be and, thus, they will become more motivated to take action. For the public this will result in more effective crime prevention, less fear of becoming victims of crime and greater responsibility taken over by the police. Therefore, when the police and the public cooperate to care for public safety, both parties will benefit greatly because their life will become safer.

To achieve these objectives there is an urgent need to:

— build legal and victimological public awareness,

— launch local initiatives to improve public safety,

\(^1\) Ustawa z 5 czerwca 1998 r. o administracji rządowej w województwie (Consolidated text, Dz.U., 2019, item 1464), Article 15.

\(^2\) Ustawa z 5 czerwca 1998 r. o samorządzie województwa (Consolidated text, Dz.U., 2020, item 1668), Article 14.

\(^3\) Ustawa z 5 czerwca 1998 r. o samorządzie powiatowym (Consolidated text, Dz.U., 2020, item 920), Article 4.

\(^4\) Ustawa z 8 marca 1990 r. o samorządzie gminnym (Consolidated text, Dz.U., 2020, item 713). Article 7.
— have all possible entities involved in institutional cooperation with the police to prevent crime,
— conduct community-based research to indicate the legitimacy and need to carry out crime prevention activities by, among others, analysing the dynamics and structure of crime as well as temporal and spatial geography of the crimes committed, identifying criminogenic factors, and diagnosing the community’s opinion on the determinants of crime.

The analysis of threats occurring in our country over the recent years should draw attention to a new, qualitatively more dangerous stage of the development of crime as a social phenomenon. Significant and unfavourable changes have taken place recently in the structure of crime. An increasing number of threats within community and a growing fear of becoming crime victims have aroused negative feelings of the people towards police officers as law enforcers and, paradoxically, excessive expectations and passive approach towards the police. The state of growing public expectations towards the police has been intensified by the long-standing opinion that their main role is to hunt criminals. Comprehensive police activities related to the following three aspects: prevention, investigation and law enforcement have been neglected. The issue of effectiveness of police actions has been determined by many years’ philosophy of thinking more about the possibilities of combating the effects of crime, and less about eliminating its causes.

The situation requires the need to constantly look for a more effective formula of policing, primarily targeted at reduction of crime and the fear of becoming a victim, creation of a new image of a police officer who serves members of the public, understands their needs and fears and responds properly to human tragedies and problems, as well as at socialisation of police activities and interinstitutional cooperation aimed at getting involved in the crime prevention system all institutions, organisations and enterprises that may contribute to the level of public order and safety.

At the beginning of the 21st century, the National Police Headquarters concluded that the improvement of the effectiveness of combating crime only by legal and restrictive measures was no longer possible. The opening of state borders, introduction of the free market, liberalisation of the law, imperfection and ineffectiveness of imposed legal solutions, lack of a specific post-penitentiary policy, seriousness of criminogenic phenomena, a more frequent involvement of juveniles in crimes, the brutalisation of their criminal acts, transfer of many criminal phenomena from abroad to Poland (international organised crime), and public interest in achieving a high material status resulted in the fact that the stereotype of perceiving police work had to be re-evaluated. Many years of experience seemed to prove that public safety-related tasks should be assigned not only to police officers but also community members, which changed the approach to crime prevention and popularisation of activities carried out in accordance with the principles of crime prevention.

The notion of crime prevention comes from the two Latin words preventio – prevention and crimen – crime. The combination of these two
words includes all activities whose aim is to reduce the number and gravity of crimes by reducing the opportunities for their commission. What is more, it defines all operations carried out by the state and citizens to eliminate crimes.

According to the relevant literature, crime prevention can be also defined as all activities of state and social institutions as well as those of the members of the public aimed at preventing or hindering criminal acts, improving individuals’ safety by eliminating the sense of fear of becoming a victim of crime and, consequently, improving the quality of life.\(^\text{15}\)

Crime prevention activities need to be oriented at:
— cooperation with local communities,
— stimulating the activity and involvement of local communities in the activities undertaken by the police to improve public order and safety,\(^\text{16}\)
— promoting involvement, participation and problem-solving by community members,\(^\text{17}\)
— building partnership between members of the public, police and other entities to identify and analyse community problems to seek solutions,\(^\text{18}\)
— preventing locally the relaxation of relationships between individuals and social systems and the inability to identify oneself with existing values and social norms, which can lead to social isolation and numerous forms of deviance.\(^\text{19}\)

To be carried out, crime prevention activities require a comprehensive approach to crime. The knowledge of such disciplines as sociology, criminology, pedagogics and economics seems to be indispensable to reach the goal. To analyse a particular problem, first of all, one should focus on the factors that determine its occurrence, which will, in turn, make it possible to come up with solutions to reduce or eliminate unfavourable risk factors. Given crime prevention, Edwin Kube distinguishes its three types: primary, secondary and tertiary prevention.\(^\text{20}\)

Primary prevention refers to the elimination of conditions for committing criminal acts, which depends on social policy, economic situation, social stratification and applicable welfare and educational system of the country, with family, school and mass media playing a huge role in this respect.


\(^{19}\) Legge I, Ocena amerykańskich strategii policyjnych z naukowego punktu widzenia, Policyjny Biuletyn Szkoleniowy 1998, No. 3, p. 79.

Secondary prevention, on the other hand, deals with potential offenders and victims. It aims to prevent those who intend to commit crimes from doing so and, thus, protect potential victims from criminal activity. Its effectiveness depends primarily on the activity of law enforcement agencies and the judiciary, as well as non-governmental entities supporting such institutions.

Tertiary prevention aims to prevent the convicted person from reoffending, which depends on the organisational efficiency of the state in terms of its penal and post-penitentiary policy.

The above discussed police activities are multifaceted and consist of major and auxiliary undertakings.

Major crime prevention refers to the implementation of police activities within the criminal justice system. It involves the identification of offenders and performance of procedural activities aimed at bringing indictments. Moreover, it includes patrol-related activities, crime recording, forensic techniques and statistical analysis methods. In many Western countries, such prevention also involves conditional suspension of the prosecution of offenders and giving them a chance to improve, provided that the gravity of the act is negligible and that the person has no previous criminal record. In most cases, where this type of procedure is applicable, the offender is required to repair the damage and compensate the victim of the crime committed.

On the other hand, auxiliary crime prevention comprises two types of preventive action consisting in socialisation of policing and situational crime prevention.

According to the relevant literature, the causes of human behaviour vary greatly and are influenced by many, often very different, factors and, therefore, the forms of crime prevention activities cannot be standardised and limited to fixed patterns of operation. In order to effectively carry out tasks in broadly defined crime prevention, the police must show interest in the causes of social threats such as, for instance:

— unemployment and homelessness,
— lack of financial resources or/and adequate knowledge of improving the level of technical security of facilities (flats, houses, workshops),
— lack of adequate parental care for children and young people, and schools uninterested in organising alternative forms of spending free time,
— lack of public information on personal safety.

Effective crime prevention activities to be undertaken by the police require their adaptation to social determinant factors of threats, which is possible only when police cooperate with fully involved community

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21 Żaroń Z, Prewencja..., op. cit., pp. 10–12.
22 See more: Hall N, Zapobieganie przestępczości a Policja — strategia, Northumbria 1990.
23 Żaroń Z, Prewencja..., op. cit., p. 10.
24 Ibid.
25 Ibid.
members. Therefore, a basic element of socialising police activities is making members of the public as much involved as possible in improving their own safety. An active involvement of local communities is as important for effective crime prevention as policing. The process of socialisation of policing consists of two elements: community crime prevention and community policing.  

Community crime prevention covers exclusively civic initiatives. These are activities carried out by local communities to reduce and prevent criminogenic phenomena, as well as to eliminate their causes. The most effective activities appear to be systemic solutions, based on creating internal structures in a given community (e.g. neighbourhood watch) or those of an organisational nature (secure car park facilities). Community policing is analytical and conceptual in nature, i.e. it includes a number of activities aimed to examine and analyse social conditions of a given community in order to determine the level of threat of particular negative phenomena and to develop an appropriate crime prevention strategy.

Situational crime prevention, on the other hand, refers to avoiding situations that facilitate and often encourage people to commit crimes. It should be highlighted that lots of unlawful acts committed are accidental, not planned in advance and committed under the influence of a sudden impulse or favourable circumstances. It is very likely that if it were not for favourable factors, offenders would not have committed some crimes.

Relevant solutions seek to organise life in such a way so as to create a safe environment where it is very difficult to commit a crime. Police activities aim to offer advice on how to avoid becoming a victim of crime, e.g. how to protect one’s property against theft, how to safely design a space, and how to make circumstances unfavourable for committing crimes.

The complexity of community problems the police have to deal with forces them to carry out a variety of activities that require interinstitutional and integrated cooperation, with particular emphasis on community policing. This strategy corresponds with the principles of effective policing formulated by the London Police Chief, Robert Peel in 1829. Generally, he emphasised creative action, cooperation between the police and community, and effectiveness measured by the reduction of crime rather than the number of operations carried out. He stated that: ‘In all their activities, police officers should always adhere to the principle that the police are the public, and the public are the police’. Law enforcement officers belong to a specific group of citizens who professionally stick to principles whose compliance with is attributed to each individual’s responsibility for the common good. It is a policy that, through an active use of community

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26 Ibid.
resources, leads to a change in the conditions that provide foundations for criminal activity, which is oriented at:
— effective crime control,
— lower level of fear of crime,
— improvement of the quality of life,
— efficient policing and enhanced (more powerful) image of the police.

The strategy includes the following elements:
— **community partnership**: involving partnership and long-term cooperation between the police and residents, representatives of local churches, schools, associations, health facilities, businesses, etc.,
— **problem solving**: involving finding (in agreement with other entities) solutions to social problems (social pathologies, crime, unemployment)\(^\text{28}\).

Within community policing attributes there are undoubtedly consultations and regular analyses of residents’ needs and expectations towards the police. They can include quantitative, qualitative or quasi-qualitative research interviews, conversations, also via the Internet or at face-to-face meetings.

It is a philosophy of policing that pursues the idea of close cooperation between ‘neighbourhood’ police officers and local community members, which is based on a greater accessibility of the police through their permanent presence on the streets and, correspondingly, on the establishment of closer relations with residents in the area. When compared to previous methods of policing, it offers a number of new opportunities, suitable both for crime prevention and control, as well as for solving problems creatively. Community policing constitutes an alternative to repressive measures and provides the public with a sense of security. When citizens’ needs are satisfied and police accountability is enhanced, the basis for stronger links with local communities become established\(^\text{29}\).

When discussing community policing, it is important to refer to the components of the philosophy in question. One of them is community partnership and refers to cooperation of the police with community, local administration, representatives of public organisations and associations to solve community problems related to crime and fear of crime. The police play a main role here because they implement the abovementioned assumptions as part of their statutory responsibilities, and relevant government and local government administration authorities are responsible for resolving issues beyond police statutory powers.

Another element is problem solving that takes place as a result of police and community partnership, where community police officers play a crucial role. Residents’ problems related to public order and safety in a given area must be also analysed and solved with the involvement of other entities and organisations. To carry out such a task, the following goals should be considered:
— to reduce repeated negative incidents,

\(^{28}\) *[See more: Przemyski A, Community policing..., op. cit.]*

\(^{29}\) *[Czapska J, Wójcikiewicz J, Policja..., op. cit., p. 129.]*
— to assign appropriate remedies for persons at high-risk, i.e. those particularly exposed to criminal activities,
— to reduce criminogenic factors\textsuperscript{30}.

Within the system of local security, community police officers are considered to be its most vital component and, therefore, they are mainly responsible for promoting crime prevention and, what is more, their presence in local communities has become a priority in the list of tasks to be accomplished. The police have undertaken steps to change the image of a community police officer as the host of his or her beat and the first line officer to keep contact with community members. By the Order No. 4 of the National Police Chief of 20 April 1995 on the performance of duties by community police officers (hereinafter: CPOs) and their supervisors\textsuperscript{31}. The identification and specification of CPOs’ responsibilities have been given a top priority included the provision.

There has been also recognised an urgent need for new regulations concerning the tasks of community police officers because, as Tadeusz Cielecki points out, ‘due to some objective or subjective reasons, CPOs are often tasked with duties beyond their area of responsibility, for example, assignments to conduct initial investigations in various departments as substitute officers, doing their primary job only occasionally’\textsuperscript{32}.

The participants of the 2nd International Local Government Workshops held in Kraków in June 1999, considering the present situation of community police officers, indicated the need to briefly and clearly define their job. There were presented fundamental elements of the definition, and the most important included: a community police officer should play the role of a protector, provide services for community members in his or her area, represent local residents’ interests before the police and vice versa, provide visible presence on the streets, play the role of a liaison with the police, take an active pro-community approach to taking immediate and cold-blooded action against any disturbances to public order.

Criminology has long recognised the correlation known as the ‘broken windows theory’ between tolerance for anti-social behaviour, vandalism and disorder, and the increase in violence in interpersonal relations and crime. A failure to respond to evil breeds new evil. At the abovementioned local government workshops their participants stated that the role of community police officer is to reduce fear in his or her beat. According to Józef Wójcikiewicz, providing police service also refers to community police officers who are expected to know ‘what is going on’, i.e. to have full recognition of their people and area\textsuperscript{33}. The discussion on the above topic was initiated by a somewhat contradictory saying that ‘community police officer is like yeti’. One of the conference attendees said: ‘Community police

\textsuperscript{30} Żaroń Z, Prewencja..., op. cit., pp. 17–18.
\textsuperscript{31} Unpublished.
\textsuperscript{32} Cielecki T, Poszukiwany dzielnicowy, Gazeta Policyjna, 1998, No. 44.
officer is like yeti – almost everyone has heard about it, but hardly anyone has encountered it.\(^{34}\)

An administrative reform of Poland in 1999 resulted in a new police reform, according to which provincial governor became the authority responsible for security-related matters. Legal regulations allowed commune and county councils to increase the number of police jobs, which would be financed by local governments.

Following the reform and public expectations, the police established community police officers’ beats, withdrew the order No. 4 of the National Police Chief of 20 April 1995 on the performance of duties by police community officers and their superiors, and introduced in its place the new modified provisions\(^ {35}\) regulating the performance of duties by police community officers and their superiors, which improved crime prevention policing and, at the same time, satisfied public expectations.

The introduced regulations were supposed to make a community police officer the ‘host’ of his or her beat. PCOs became obliged to stay permanently in the beat and cooperate with their local community to prevent crime in the area. PCOs were supposed to represent their local community before local authorities and institutions. Moreover, they should cooperate with housing estate administration, social workers, probation officers, members of social organisations operating in the area, and with non-state organisations\(^ {36}\).

As it later turned out, the assumptions and concepts introduced in the regulations proved to be correct, but their provisions still allowed the heads of police organisational units to assign community police officers other tasks, which for objective or subjective reasons, was a common and widespread practice and, thus, by burdening them with additional responsibilities, made them inefficient when performing their basic tasks and duties.

It was not until 2007, under considerable pressure and numerous signals from public organisations, local authorities, state and non-state institutions and the media that the need to change the regulations concerning the work of community police officers was recognised, and in particular to make their duties more specific in order to enable full implementation of their statutory tasks and to improve the effectiveness of cooperation with the public. As a result, on 15 June 2007, the abovementioned Order No. 15 of the National Police Chief of 23 September 1999\(^ {37}\) ceased to be valid and the new regulations were introduced.


\(^{35}\) Zarządzenie nr 15 komendanta głównego Policji z 23 września 1999 r. w sprawie metod i form wykonywania zadań przez dzielnicowego i kierownika rewiru dzielnicowych (Dz.U. of the KGP (National Police HQ), 1999, No. 15.

\(^{36}\) Cielecki T, Realizacja przez Policję strategii prewencyjnej w zwalczaniu przestępczości i innych patologii, Słupsk 1999, p. 17.

\(^{37}\) Zarządzenie nr 528 komendanta głównego Policji z 6 czerwca 2007 r. w sprawie metod i form wykonywania zadań przez dzielnicowego i kierownika rewiru dzielnicowych (Dz.U. of the KGP, 2007, No. 12, item 95).
The new order has introduced a distinction between the tasks of community police officers serving in urban and non-urban areas. Those on duty in non-urban areas with a low level of urbanisation may be assigned by their superiors to perform a wide range of tasks, and those serving in cities are assigned a narrower range of tasks so as to enable them to perform typical crime prevention activities in line with public expectations such as to make house-to-house enquiries in the area, reduce pathological phenomena, prevent crimes and minor offences from being committed, and improve the sense of public security. As a result, community police officers shall not be assigned to conduct verifying or initial investigations and others concerning wanted and missing persons, as well as they shall not to be tasked with the following forms of policing: convoying, securing events and being involved in activities assigned by police dispatch controllers.

The aim of the introduced changes has been to increase the status of community police officers and reduce the CPOs’ turnover frequency, which is of high importance to the proper performance of their duties. Moreover, there has been significantly reduced the range of documentation and information filed by community police officers.

The applicable provisions concerning the organisation of community police officers’ work have been specified by the Order No. 5 of the National Police Chief of 20 June 2016 on the methods and forms of the performance of duties by police community officers and their supervisors38, and the Order No. 6 of the National Police Chief of 24 February 2017 amending the order on the performance of duties by police community officers and their supervisors39.

The very important role that a community police officer has to play to improve public safety has been finally recognised and appreciated. Community police officers still represent the police. Their knowledge and information gained in the beat are closely related to personal and field intelligence, which is reported to all police services. Community police officers create friendly atmosphere and prepare their areas for crime prevention initiatives to be launched by the police.

The work of community police officers allows for a systematic acquisition of information that is later used in covert and investigative activities, as each community police officer is a rich source of information about criminogenic phenomena, which they acquire while carrying out the abovementioned permanent reconaissance of persons, areas, phenomena and incidents.

A positive image together with professional and efficient performance by community police officers largely determine the opinion and authority the police have in the community and, at the same time, affect public trust towards the police, which contributes to how community members comply with the law and rules of social coexistence, as well as how they

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38 Dz.U. of the KGP, 2016, item 26.
Community policing does not apply to uniformed police officers alone. It indirectly involves all police officers who, by doing their job properly, can strengthen their contacts with the public. Indirectly, all officers deal with community policing because through a proper performance of their tasks they strengthen contacts with members of the public. Bearing the above in mind, it is necessary for the police management staff to ensure the proper organisation of the internal flow of information among particular departments.

Summing up, community policing is a special form of crime prevention. The assumptions of the philosophy in question were first implemented as early as in 1995, when the Crime Prevention Bureau at the National Police Headquarters implemented a crime prevention strategy for combating crime and other social pathologies. The strategy required a different, non-repressive model of a police officer as well as a police organisation that would define its objectives on the basis of public expectations.

The project was implemented in 2006 as part of a national crime prevention programme called ‘Bezpieczne miasto’ (Safe city).

General objectives of the project included the following activities:
— to establish regular cooperation among the project participants (with specification of their responsibilities),
— to have regular meetings with community members and police representatives to implement adopted concepts and guidelines,
— to ensure that the measures taken allow for the rational use of the potential available,
— to promote crime prevention operations, appropriately to the risks posed and accepted by people and institutions to which they are addressed.

The programme aimed at achieving the following goals:
— to reduce crime,
— to decrease the fear of becoming a crime victim,
— to increase the level of public safety,
— to design safe cities (communes, areas, housing estates),
— to improve the quality of business and social life.

Based on the ‘Bezpieczne miasto’ programme numerous crime prevention projects have been implemented nationwide – about 400 per year. They have been divided into five categories according to their subject matter:
1. protection of persons and property,

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40 Crime prevention programme is understood as a plan of measures, activities and operational methods aimed at protection against damage or elimination of causes of danger. KGP, Raport o stanie prewencji kryminalnej i zadaniach w tym zakresie przez jednostki organizacyjne Policji w 2002 roku, Warsaw 2003, p. 40.

41 See more: Czapiewski W, Głowacki R, Prewencja..., op. cit.
2. road traffic safety,
3. social pathologies,
4. crime victims,
5. general security.

The aforementioned categories include:
— information programmes intended to provide detailed, reliable up-to-date information to enable the public to make appropriate decisions in order to avoid pathological behavior,
— educational programmes intended to help develop simple life skills such as decision making, stress management, problem solving, and interpersonal relationships,
— alternative programmes offering positive alternatives by stimulating social activities which provide opportunities to broaden life experience, affirm one’s self-esteem and become satisfied from responding positively (people involved in programmes contribute to their development),
— intervention programmes intended to help a person identify the problem and find possible solutions by supporting the person in critical periods of his or her life.

Most programmes focus on general security and pathologies, and the vast majority refer to intervention and education programmes.

The experience of the last ten years in implementing crime prevention programmes in cooperation with non-police entities indicates that cooperation between the police and the public is possible and necessary. However, the role of the police in the implementation of such programmes has been sometimes wrongly perceived. Given the present legal and organisational situation, at the stage of developing crime prevention projects the police should take the responsibility for initiating and keeping non-police entities interested in security-related problems. Having information about the existing threats, it is the police that should give an impulse for the development and implementation of such programmes.

However, it is important to know that the police should not:
— take over the responsibility to administer and manage crime prevention programmes,
— develop and implement such programmes instead of specialist institutions.

It is appropriate and, by all means, desirable to actively integrate crime prevention activities into local government structures which deal with public order and safety in a given area. The local government’s primary task is to prepare a draft of the county crime prevention and public order and safety maintenance programme, in the form of a local security strategy. Being authorised to enforce the quality of the planned activities, they

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43 KGP, Raport o zjawiskach patologii społecznej, stanie przestępczości i demoralizacji nieletnich oraz przedsięwzięciach w zakresie przewencji kryminalnej w 2004 roku, Warsaw 2005, p. 129.
44 Ibid.
can ensure the implementation of crime prevention activities undertaken by all entities involved in the crime prevention project.

As a result, the implementation of the programme should become a part of local administration responsibilities, and the committee chairperson should be responsible for making the all involved in the project accountable for the level of their performance. However, the practice shows that in cases when the police initiate a crime prevention programme, organise the activities of entities declaring at the initial stage of the programme their willingness to cooperate and, finally, when the programme is being implemented, the police are left alone. The police always feel obliged to fulfil their commitments, often despite the lack of financial resources\textsuperscript{45}. Therefore, in order to increase the effectiveness of the fight against crime, there is a need for a systemic approach to the prevention of social pathology phenomena, as well as for the cooperation and coordination of activities of state institutions, local government administration and social organisations.

Members of the public expect the state to systematically increase public safety, but at the same time, they have too little recognition of the fact that every day this security is disrupted by antisocial individuals. They also need to know to what extent their expectations can be satisfied by law enforcement agencies and to what extent by themselves.

A special role in this respect is played by the police, whose activities should be oriented towards providing citizens with a sense of security and public order. A very important element in the public assessment of police activities is their availability, openness, usefulness, professionalism and speed of response.

For many years the police have been carrying out activities aimed at increasing the effectiveness of their work and improving the quality of services provided to local communities, \textit{e.g.} through the implementation of crime prevention-related tasks by their organisational units. The best example of such police activity, taking into account its diversity and multifaceted character, are the activities initiated and organised at the Metropolitan Police Headquarters, the garrison which, due to its specific character of a large metropolitan area, is generally regarded as one of the most difficult and demanding ones in the country. Among the most interesting projects implemented in 2020 in the area of public safety, the following should be mentioned:

— ‘Edukacja prawna w szkołach z udziałem warszawskiej Policji’ (Legal education in schools with the participation of the Warsaw Police), long-term activities which have been implemented by the Metropolitan Police Headquarters since 2004. Within the framework of the project, there have been organised meetings with young people, trainings for the teaching and administrative staff of educational institutions on legal education and procedures for dealing with minors. As teaching aids the following, developed by police officers of the Department of Policing

at the Metropolitan Police Headquarters, have been used: a guide for teachers ‘Zasady współpracy Policji z placówkami oświatowymi’ (Principles of police cooperation with educational institutions), ‘Poradnik dla policjantów w zakresie zapobiegania i zwalczania demoralizacji i przestępczości wśród nieletnich’ (Guide for police officers to prevent and fight demoralisation and crime among juveniles), and a guide for police patrol officers including a set of guidelines for dealing with juveniles.

— ‘Młodzież w profilaktyce o narkotykach’ (The youth and drug prevention). In 2014 the Department of Policing at the Metropolitan Police Headquarters initiated a crime prevention project on counteracting drug addiction addressed to middle school students. When people start taking drugs, they enter a very dangerous path and an occasional drug use may end with addiction bringing serious health, social, professional, personal life consequences, as well as legal problems, not only because under the Polish law unauthorised possession of any quantity of a drug or psychotropic substance is considered a crime, but also because the need to obtain funds for drugs pushes many people to commit criminal acts such as theft or robbery. The main objective of this crime prevention project was to reduce the risk of getting addicted to drugs by preventing the escalation of drug use, designer drugs, and other narcotic and psychoactive substances used by young people. Social prevention specialists conducted meetings with the youth, during which information was provided on psychoactive substances, legal responsibility in this respect, negative consequences of using such substances, and the promotion of assertive attitudes and healthy lifestyles. The meetings also included the screening of a video youth poll and discussion of the opinions presented.

— ‘Narkotyki i dopalacze zabijają’ (Drugs and legal highs kill), with the mission statement: ‘Szkoda Ciebie na takie patoklimaty’ (Don’t waste your life getting involved in such pathoclimates), an educational and crime prevention campaign developed by the Ministry of Internal Affairs and Administration under the ‘Programu ograniczania przestępczości i asośocialnych zachowań Razem bezpieczniej im. Władysława Stasiaka na lata 2018–2020’ (Władysław Stasiak Programme for Reducing Crime and Antisocial Behaviour – Safer Together 2018–2020). As part of the project, metropolitan police officers held meetings with young people in educational and youth facilities on social crime prevention, during which issues concerning the dangers of using psychoactive substances were discussed and a film spot dedicated to the above project was presented. The campaign intended to raise young people’s awareness of the dangers of using drugs and so-called ‘designer drugs’ or ‘legal highs’, including health, legal and social consequences of being addicted to such substances. One of the essential elements of the project was a movie spot referring to the campaign title and its mission statement. Its aim was to make children and youth knowledgeable about threats related to addiction to psychoactive substances. It drew special
attention to serious threats to life and health posed by new psychoactive substances. The campaign message also focused on the difficulty in recognising new, unknown substances, the so-called designer drugs, which are illegally distributed ‘for collecting purposes’. The authors of the campaign warned young and curious people about the criminals who expose them to the risk of losing health or even life, and those who profit from this criminal activity.

— ‘Z Borsukiem bezpieczniej’ (It’s safer with the Badger), an educational programme addressed to the youngest pupils of primary schools. It was carried out in the form of classes conducted by crime prevention specialists and a badger mascot. The involvement of the mascot in the programme made it possible to share knowledge in the most accessible and attractive way to the youngest participants. The way the knowledge was demonstrated corresponded to the age group of children, and the meetings had various forms and methods: from talks enriched with practical exercises, through asking children questions, acting out scenes which could have taken place in reality, to showing educational crime prevention films. The classes were held using a book for children entitled ‘Z Borsukiem bezpieczniej’ (It’s safer with the Badger) and puzzles ‘Z Borsukiem znaki poznajesz i bezpieczniejszy się stajesz’ (Learn road signs and stay safe with the Badger).

— ‘Kibic’ (The fan) – information and education programme, promoting the rules of football fans’ cultural behaviour, implemented by the Metropolitan Police Headquarters in 2008. The priority objective of the programme was to develop the habits of correct and proper fan behaviour when attending mass sports events and to prepare young people for cultural participation in sports events which would take place in the Metropolitan Police Headquarters’ area. Thanks to the cooperation with the Warsaw Sports Center ‘Aktywna Warszawa’ (Active Warsaw), the programme was carried out in the form of an interactive 1.5-hour tour of the stadium located at 6 Konwiktorska Street in Warsaw. During the tour, a group of about 30 students broadened their knowledge, shaped the attitudes of proper behavior at sports events and acquired the skills of effective teamwork and interpersonal relations development. The project was supported by police psychologists, spotters and crime prevention experts, and there was presented and later discussed an educational film developed by the Social Communication Department at the Metropolitan Police Headquarters in cooperation with the Security and Crisis Management Bureau entitled ‘Kibic’ (The Fan).

— ‘Akademia Zdrowia Bezpiecznego Seniora’ (Safe Senior’s Health Academy), implemented in the form of workshops and classes with seniors in April 2018 at the University of the Third Age of the University of Physical Education in Warsaw, educational activities continued the previous information campaigns and educational activities of the Metropolitan Police Headquarters targeted at seniors’ safety, e.g. ‘Nie daj się złowić na wnuczka’ (Don’t get involved in a grandparent scam), ‘Dbaj o bezpieczną jesień życia’ (Take care of a safe autumn of life),
‘Bezpieczny Senior’ (Safe Senior), ‘Mazowiecka Akademia Seniora’ (Masovian Senior’s Academy). The aim of the activities was to improve the safety of the elderly not to be involved in frauds such as a ‘grandparent scam’ or ‘fake policeman scam’, and a broadly understood safety of senior citizens in their place of residence, as well as in road traffic. As part of the project, four crime prevention meetings were organised jointly with the ‘Fundacja EMERYT’ (RETIRED Foundation), which focused on the safety of the elderly, threats of grandparent scams and burglaries. Moreover, Warsaw police officers were partners and they were involved in actions initiated by other entities. One of them was the Warsaw City Hall, where since 2016, in accordance with the resolution of the city council, the programme of crime prevention and public order and safety of the residents of the City of Warsaw for 2016–2021 entitled ‘Bezpieczna Warszawa’ (Safe Warsaw) has been implemented, and their organisers are as follows:

— Metropolitan Police Headquarters,
— Municipal Fire Department Headquarters in Warsaw,
— Warsaw Municipal Guard,
— County Sanitary-Epidemiological Station in Warsaw,
— Security and Crisis Management Office at the Warsaw City Hall,
— Education Office and Sports and Recreation Office at the Warsaw City Hall.

The programme continued the previous safety strategy implemented in 2011–2014. The Metropolitan Police Headquarters implemented the project called ‘Działania stołecznej Policji na rzecz zapewnienia bezpieczeństwa na terenie m.st. Warszawy’ (Metropolitan Police Activities to Ensure Safety in the City of Warsaw) with six tasks assigned. The leading entities included relevant organisational units of the Metropolitan Police Headquarters responsible for the coordination of the following tasks:

— crime prevention activities and the increase in the number of patrol officers in local crime hotspots,
— trainings for education institutions’ representatives on dealing with immediate terrorist threats,
— crime prevention activities carried out to reduce the number of crimes committed among the elderly as regards grandparent scams and fake policeman scams,
— other prevention activities carried out to reduce drug addiction and to eliminate production and supply of drugs and legal highs.

In conclusion, it should be stated that adopting the strategy of cooperation between the community and the police as regards crime prevention activities and creating an appropriate climate by building mutual trust bring the most measurable effects in preventing and combatting crime

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46 Uchwała Rady m.st. Warszawy z 17 marca 2016 r., nr XXV/640/2016.

47 Authors’ own work based on the data obtained from the Metropolitan Police Headquarters.
and the motto in this respect should be ‘Pomagając Policji, pomagasz sobie’ (By helping the police, you help yourself).

The question ‘How to make people want to?’ is the main challenge for the leaders of institutions operating in local environments, who should ensure long-term partnership cooperation between the police and local community members.

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Summary: The aim of this article is to indicate basic and necessary police activities related to crime prevention programmes. Thanks to these programmes and close cooperation of the state and police authorities with the people, public trust can be built and, at the same time, the effectiveness in preventing various criminal acts can be increased. The article has been based on the data obtained from the National Police Headquarters and crime prevention activities that have been already implemented, or are still being implemented by the Metropolitan Police Headquarters.