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(U) Community-Oriented Policing Offers a Grassroots Framework for Counterradicalization

(U//FOUO) The community-oriented policing (COP) paradigm[a] provides an existing framework for collaborative grassroots engagement that has the potential for success in counterradicalization outreach efforts. COP leverages already established community-based social service programs to address individual, group, and community radicalization factors.

• The COP philosophy can be easily applied to counterradicalization by capitalizing on existing program infrastructure and funding mechanisms without having to create a new structure for outreach.

• Building on established social service systems also mitigates the appearance of singling out Muslim communities for targeting.

(U) Grassroots Engagement Empowers Communities

(U//FOUO) COP strategies provide a proactive approach to reducing individual and community

[a] (U) COP signifies police collaboration with community members to build trust, solve community problems, and promote public safety.

risk by building a sense of trust, mutual respect, and shared ownership of public safety through partnerships with community stakeholders— such as business owners, religious groups, and social service programs. By closely aligning with established programs, these strategies have made progress in such areas as child abuse, reduction of domestic violence, and gang and delinquency prevention.

(U//FOUO) These established programs tackle issues similar to those faced in countering violent extremism and are likely to be effective in addressing the personal and contextual risk factors for radicalization and to provide interventions to reduce vulnerability.

(U//FOUO) Surveys of police departments show that during the past 20 years—as police departments have increasingly incorporated the COP philosophy—this approach has been effective in reducing crime and improving community safety.

• Delray Beach, Florida, reduced drug-related crime activity in a tourist area by working with community members, business owners, and city departments to reduce opportunity for and

(U) This report was prepared by the National Counterterrorism Center (NCTC). Comments and queries are welcome and may be directed to the Chief, Radicalization and Extremist Messages Group, NCTC, on (571) 280-1149 or 17113 secure.

create an environment not conducive to criminal activity.

- In Madison, Wisconsin, police reduced alcohol-related violence in a key shopping and entertainment district through problem-solving crime analysis, changes in departmental policies, and active engagement with key community stakeholders, such as the university and business owners.

- Police in Edmonton, Canada, improved information exchange between social service agencies and the police department, which increased the likelihood that domestic violence would be reported and prosecuted, by working with advocates and reaching out to develop partnerships with domestic violence shelters and child welfare authorities.

(U) Applying COP Philosophy To Counter Radicalization and Violent Extremism

(U//FOUO) Since 9/11, social science researchers and police increasingly have advocated community and problem-oriented policing as effective approaches to countering radicalization and preventing extremist violence. Problem-oriented policing is a strategy that builds on the relationships and grassroots community interaction practiced in COP and adds a focus on problem identification through crime analysis, intervention, and evaluation. Academic research indicates that COP practices, such as developing relationships with a broad range of community stakeholders, increases trust and a willingness to share information that could identify individuals at risk of radicalization or potential terrorist plots.

- A Muslim policy group this year argued that well-designed partnerships between police and Muslim communities offer a promising approach to counterterrorism because they empower community members to become stakeholders in establishing safety and community well-being.

(U//FOUO) By adopting the COP paradigm, social services, religious groups, and businesses are well positioned to address multiple radicalization risk factors—such as perceived victimization, insularity, sociopolitical and economic circumstances, and lack of trust.

- According to behavioral science studies of factors underlying violent behavior, counterradicalization approaches—such as COP—that include interventions aimed at building trust and increasing individual, family, group, and community resilience are likely to reduce susceptibility to radicalization and violent action.

- Under a COP strategy, fears about individuals who may be influencing young people, as well as observations about unusual activities, can be brought up to authorities for problem analysis and intervention. Because the community participates in identifying and solving the problem, information sharing and trust are enhanced.

(U//FOUO) Communities in the US and other countries are building on COP strategies to develop counterradicalization approaches that increase local intelligence gathering and build community trust, according to academic researchers.

- In the US, some Muslim groups already have praised ongoing—or proposed new—COP efforts as a positive step in building relationships between law enforcement and Muslim communities.

- In Australia, police are effectively involved at the grassroots level to foster social cohesion and a sense that countering violent extremism requires a partnership involving police, intelligence agencies, and the community, according to academic researchers and press reports.

(U) Capitalizing on Existing COP Resources and Avoiding Pitfalls

(U//FOUO) Adoption of intelligence-led policing, an organizational philosophy that incorporates principles of COP and problem-

oriented policing, offers a targeted approach to disrupting and preventing violent extremism. Grassroots engagement, problem solving, and analysis in intelligence-led policing allow authorities to identify at-risk communities and individuals. Intelligence-led policing also assists in developing strategies to deter terrorism and reduce community factors that foster radicalization.

• Fusion centers and joint terrorism task forces offer a possible venue for identifying effective COP outreach programs and sharing best practices.

(U//FOUO) In the US, a multijurisdictional overlap of local, state, and federal efforts poses a challenge for integrating new counterradicalization programs into an existing service-delivery structure. COP efforts focused on counterradicalization could build off existing efforts in the area of gang and violence prevention, community capacity–building, and family support that are funded through a multitude of public and private resources (see chart on next page).

• Government agencies with authority to give grants could develop collaborative funding

projects that build on established methods of selecting and monitoring grant recipients' performance.

• Community entities could, in turn, join collaboratively to provide a range of community-based services—such as health, mentoring, mental health, and school readiness—that integrate public and privately funded programs, including COP efforts, into a cohesive outreach effort.

• By borrowing funding infrastructure, program design, and evaluation strategies from established efforts, community engagement initiatives increase their effectiveness and the likelihood that successes are replicated.

(U//FOUO) Partnering with already established social service systems and funding structures would probably reduce the risk of alienating Muslim communities. Using existing funding and social services that do not target specific communities might enhance credibility with vulnerable groups and be more consistent with COP principles.

(U) Community-Policing Models for Grassroots Engagement

Community-oriented policing is an overarching philosophy that is incorporated in two popular policing strategies: problem-oriented policing and intelligence-led policing.

Community-Oriented Policing (COP) is a grassroots philosophy that serves as the first point of contact with vulnerable communities and individuals. COP has been used to solve a number of public safety problems, such as neighborhood crime and gangs, and has been incorporated into the CT strategies of countries, including the UK and the Netherlands.

- Academic research suggests that COP practices, such as developing relationships with a broad range of community stakeholders, would increase trust and a willingness to share information that could identify individuals at risk of radicalization or potential terrorist plots.

Successful COP strategies contain the following elements:

- Personal engagement and regular interaction between police officers and community members. For example, many COP programs use officers on bicycles and have officers walking the streets in vulnerable communities. Officers interact regularly with homeowners' associations, property managers, local businesses, and schools to engage community members.

- Partnerships with key community stakeholders, such as child welfare and mental health services; the courts; probation, parole, and healthcare providers; and businesses.

- Focus on preventing community problems and building trust.

Problem-Oriented Policing builds on the relationships and grassroots community interaction practiced in COP and adds a focus on problem identification through crime analysis, intervention, and evaluation. Many departments use the "broken windows" theory that community disorder and criminal incidents are sensitive to context and situation, so that small changes, such as removing trash from the streets, and targeting enforcement of misdemeanors, such as loitering, can reduce the likelihood that disorder will be tolerated by the community or committed by problem individuals.

- The problem-oriented policing approach employs a systematic data collection and analysis model to identify and analyze specific problems and develop interventions. The data collection and analysis model includes crime mapping, interviewing victims and perpetrators, and analyzing crime data, such as specifics about locations, times, and types of victims. Applying the model allows police to tailor interventions to the specific problem.

- Problem-oriented policing provides situational crime prevention by organizing problem analysis using a tool called the crime triangle that assumes a criminal incident requires a motivated individual or group, an identified target or victim, and an opportunity to act. Situational crime prevention involves reducing the likelihood that all three elements would be present at a given time, thereby reducing the likelihood of an incident.
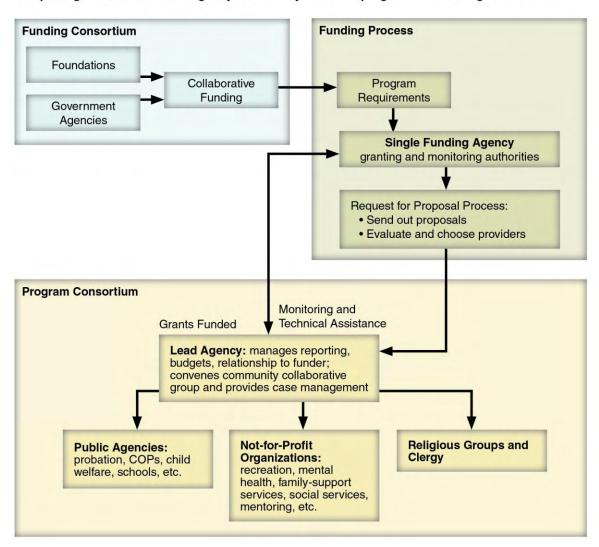
Intelligence-Led Policing is an organizational philosophy that incorporates principles of COP and problem-oriented policing; directs intelligence resources; makes extensive use of informants, data, and collaborative information sharing; and offers a targeted approach to violence reduction, disruption, and prevention. While intelligence-led policing uses information from the grassroots strategies of COP and problem-oriented policing, it is a top-down organizational model to develop a strategic approach to intervening against persistent and serious problems of disorder.

- Incorporating grassroots engagement, problem solving, and intelligence analysis into the decisionmaking process reduces the likelihood of radicalization and terrorist incidents.

- Such an integrated approach improves the strategic deployment of manpower and resources, deterring or disrupting potential terrorist actions.

(U) Community-Policing Models for Grassroots Engagement

Sample organization of a multiagency community-outreach program and funding consortium.

Funding Consortium

- Foundations
- Government Agencies
- Collaborative Funding

Funding Process

- Program Requirements
- **Single Funding Agency** granting and monitoring authorities
- Request for Proposal Process:
  - Send out proposals
  - Evaluate and choose providers

Program Consortium

Grants Funded

Monitoring and Technical Assistance

Lead Agency: manages reporting, budgets, relationship to funder; convenes community collaborative group and provides case management

Public Agencies: probation, COPs, child welfare, schools, etc.

Not-for-Profit Organizations: recreation, mental health, family-support services, social services, mentoring, etc.

Religious Groups and Clergy

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