# Do IT Tools Help Develop Community Policing?
# Lessons Learned from the Implementation of The National Security Threat Map in Poland

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# Do IT Tools Help Develop Community Policing? Lessons Learned from the Implementation of The National Security Threat Map in Poland

**Abstract:** In many countries, the police, as a part of public administration, have witnessed many changes during the last few years. This article explores the process of the reform of the Polish police force, which took place between 2015 and 2017. Doing so examines in detail the process of implementing an IT tool – The National Security Threat Map – by paying particular attention to the mechanism of engaging external stakeholders. This study is conceptual but empirically focused. The paper posits that, despite the hierarchical nature of the police administration structure, it is possible to build an engagement of external stakeholders.

**Keywords:** *community policing, local security, IT tolls, public policy*

## Introduction

In recent years, public administration has experienced many challenges in changing social circumstances, IT technologies, public participation, and financial constraints. As a part of this structure, the police could not stay alone (Vitale, 2017; Stenning & Shearing, 2005; Joyce, 1994). David Bayley and Clifford Shearing (1996) argued that policing is no longer monopolized by the public police force, that is, the police force created by the government. Policing is now being widely offered by institutions other than the state, most notably by private companies and by communities on a volunteer basis. Moreover, during the first two decades, we have experienced a strong drive to reshape police management in new directions, such as community policing (Brogden & Nijhar, 2005; van Eijk, Steen, and Verschuere, 2017; Terpstra, 2008; Karlovic & Sucic, 2017), problem-oriented policing (Reising, 2010; Cordner, 2014), strengthening municipal policing (Donnelly, 2013; Maillard & Zagrodzki, 2017), pluralizing of policing (Bayley & Shearing, 1996) and, last but not least, volunteer engagement (Uhnoo & Löfstrand, 2018; Longstaff et al., 2015).

The Polish policing system provides a very particular case study of a system that, until very recently, has been largely reform resistant. It offers an interesting case to explore as it has a long-standing tradition of top-down management that has not been changed since the mid-1990s. In 1990 a democratization reform was introduced as a part of political and social transformation, providing the new system of transparency, accountability, and civic leadership. Since this time, the only reforms that affected how the police were working were linked with territorial public administration reforms (Majer, 2011; Misiuk, 2018). However, it led us to a new system of policing in Poland which gained substantial public trust, which is unprecedented for other public institutions (nearly 90% according to the 2017 National Crime Survey). Considering this, neither public opinion nor politicians have demanded any incremental change in policing in Poland. While in many European countries community policing reforms have been implemented, Polish Police has remained in limbo. There are only a few traditional ways to build and strengthen relations between the local community and police. Firstly, *dzielnicowy* (a policeman or policewoman covering local areas) is a first contact policeman to people seeking help. Secondly, institutional arrangements between Police and local governments create an opportunity to boost cooperation between institutions. However, it may vary how it is implemented in practice. Last but not least, local branches of Police may arrange or participate in public consultation organizing as an *ad hoc* initiative.

Under these circumstances, reforming the Polish police appears to be a challenging endeavor. Not only would it require a crystal-clear agenda, but it would also demand a considerable implementation of effort to meet the goal. As it is in many countries, the State Police in Poland is one of the most extensive armed formations in the country. Nowadays, it numbers more than 100 thousand policemen and women working in every corner of the country. Therefore, implementing any reform is a considerable challenge demanding much

effort from both the police and public administration. In this respect, it is not surprising that in most cases, reforms are based on legal amendments rather than organizational change. In 2015, the government announced a significant modernization initiative, The National Security Threat Map, that presaged the implementation of an IT tool into the Polish police organization. From the very beginning, it was advised by The Ministry of Internal Affairs and Public Administration as a "new tool strengthening relations between the police and local communities" (Zieliński, 2016) due to the great emphasis on a broad engagement of various stakeholders (mostly from external institutions) and using the contributions of local communities. In this context, it was a completely new tool of cooperation that was hard to compare with previous ones.

This article explores the implementation of The National Security Threat Map as a new IT tool devoted to developing cooperation between the police and the local community and within the police administrative structure. The process was long spanning, from December 2015 to 2017 (see the detailed timetable in Figure 1).
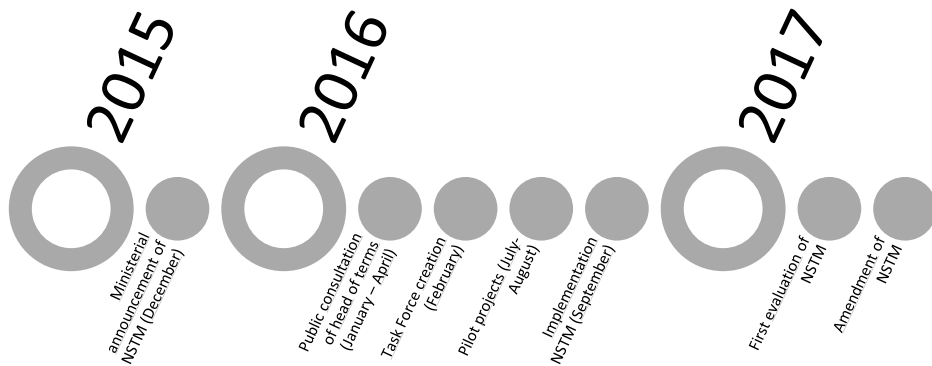


Figure 1. Timeline of the NSTM implementation.
Source: Own research.

It claims that a participative process of formulation and implementation, which was developed through stakeholders' expertise, did achieve short-term goals. Having that said, the paper suggests that gaining success in the long term is only possible if the police maintain and develop a consultation process. It is the best way to let internal and external stakeholders become accustomed. To verify this thesis, the authors analyzed documents from the police and the Ministry of the Internal Affairs. Furthermore, it was very insightful to check how the system works by conducting interviews with police officers responsible for implementation. Direct access to data was possible due to participation in the reform by one of the following authors of the research.

This paper is organized as follows: in the next section, the concept of implementation as an organization field is presented. Furthermore, the paper goes on to explore the stages of

the implementation of Polish reform. It is followed by a discussion about the causes behind its success and failure. The paper ends with some concluding remarks.

## Implementation as a Forgotten Part of Public Policy

Policing is a specific and multi-faceted field of public policy. On the one hand, it is strictly connected with hierarchical and control-power relations both inside the police administration and external stakeholders. On the other hand, there is a constantly growing and increasingly stronger international trend to reshape policing management in a community policing direction. Therefore, any attempts to reform policing are exposed to these contradictions and have to be taken into account to successfully implement new policies.

It has far-reaching consequences for policing. The hybrid nature of this policy realm has to be especially taken into consideration during the preparation process of any reform. The huge organization in terms of the number of police officers, a wide-spread organization running in every corner of the country, the diverse nature in terms of the means used in daily work – these are only a handful of the specific characteristics that make policing reform so complex and vulnerable to mistakes.

Reforming public policy has never been an easy and smooth process. Whatever field is considered, time is needed, as well as comprehensive data and knowledge, coalition partners, and, last but not least, different kinds of means that allow implementing an agenda. For these reasons, public policy is a handy tool that allows to analyze and find out critical factors and key challenges in the policy process. Beyond any doubts, it can also be implemented into research about the process of reforms in policing. In literature, several models of public policy cycles are used to explain the policy process. These are focused on different phases and details in the policy process (Adorno & Blake, 2011; Anderson, 2003; Considine, 2005; Hudson & Lowe, 2009; Parsons, 2001). However, we would like to draw attention to three distinct parts: policy formulation, policy implementation, and, last but not least, policy evaluation. Each of them can be studied separately, but at the end of the day, it creates a whole process that is very interrelated. This study is solely focused on policy implementation, which is very often forgotten during a reform process. In most cases, policymakers pay considerable attention to policy formulation, thinking that decisions made at early stages are decisive.

However, turning a blind eye to implementation processes seems to be the beginning of the ineffectiveness of the public policy process. Public service leaders around the world are struggling not only to anticipate emerging demands better but also to address reform backlogs. Time and time again, however, major policy reforms prove tough to adopt in turbulent environments and even more challenging to anchor over time. That leads to considerable uncertainty and inefficiency as governments and societies try to keep pace with change and thrive. Policies that unravel are wasted opportunities and costly. They lead to cynicism about the effectiveness of governments and, more generally, public service advice, making it more difficult to deal with other emerging challenges (Lindquist & Wanna, 2011). The

authors are convinced that more interesting and practically important is the implementation process during which many details and procedures are being invented. The consequence of choosing such an analytical perspective is the focus on rules and routines and appropriate policy actions shaping the behavior of actors. These put actors in the center, and the latter have formal rules and technical tools that allow them to change their behavior.

Public policy has changed during the last few decades, so that implementation approaches have differed too. What has not changed is that more profound insight into the implementation process helps to transcend the distinction between politics and public administration. We could learn that from the first studies conducted in 70. and 80. (Pressman & Wildavsky, 1973; Browne & Wildavsky, 1984). However, it was uncovered extremely quickly that policy implementation is not only "translating policy into action" but a very complicated and interdisciplinary process overlapping public management, organizational theory, political science studies, and behavioral approach. Therefore, new light of research gave top-down and bottom-up approaches. The first camp conceived implementation as the hierarchical execution of centrally defined policy intentions (Nakamura & Smallwood, 1980; Mazmanian & Sabatier, 1983). In this context, the most important thing was to produce unequivocal policy objectives and control over the implementation stage. The whole implementation process was seen as a rational and logical chain of events that could be properly planned and executed. The second one emphasized the more everyday problem-solving strategies of street-level bureaucrats (Lipsky, 1980). That is why much more effort should be put into discussion and negotiation with the main actors in policy delivery. Bottom-up supporters rejected hierarchical guidance. On this basis, hybrid theories have tried to overcome the division between these two camps by incorporating top-down and bottom-up theoretical models (Elmore, 1985; Winter, 1990; O'Tolle, 2000; Suggett, 2011). Scholars have emphasized that only by joining these two elements – backward and forward planning – would success be possible. Therefore, policymakers should start with the consideration of policy instruments and available resources for policy change (forward mapping). In addition, they should identify the incentive structure of implementers and target groups (backward mapping) (Pülzl & Treib, 2007, p. 95).

To make the picture more complete, it is important to mention two different theoretical perspectives that have been used in implementation studies. The first one is game theory, which mathematically explains how rational individuals act in conflicting circumstances. In this context, implementation is seen as a continuation of a political game between actors engaged in the adoption process (Winter, 2003). The second one is the agency theory mainly focused on how principals delegate implementation to the state and/or local agents. The most important thing in this perspective is to monitor the agents' actions and the relations between them (Kiser, 1999).

## Policy Formulation

The National Security Threat Map (NSTM) was introduced by The Ministry of Internal Affairs and Public Administration at the end of 2015. Therefore, it was nothing like the typical top-down decision-making process based on hierarchical relations between governmental administration and the police. The Deputy Minister, responsible for overseeing internal security, commissioned a Chief Police Commissioner to incept the beginning of the preparation of the NSTM. Previous experience of using data and maps on a local level to better understand security issues triggered the development of a new tool. The reasons for doing so were twofold. Firstly, the central concept behind this idea was attracting citizens to share their knowledge and expertise about local circumstances. Secondly, there was a temptation to use IT tools in security management to gain more precise and detailed knowledge about security in local areas. It seems to be a plain fact that security management based only on statistical data is getting more and more obsolete, so that there is a big desire to embrace new techniques of gathering information and learning more from them. Considering this, it is important to emphasize that the initial idea was very broad and provided some general direction. The Chief Police Commissioner should have worked it out in detail and prepared an implementation plan. Nevertheless, it was not the first initiative to use IT tools in policing management in Poland. On a much lower scale, two successfully implemented applications allowed users to find the nearest police station (*Moja komenda*) or contact a community policeman (*Mój dzielnicowy*). The primary assumption behind these tools was to ease communication between citizens and the police, but nothing more. Therefore, there was huge room for improvement and to cover new fields such as delivering specific services.

On February 9, 2016, the Chief Police Commissioner issued Decision No. 45 to bring to work a special task force team. The main aim was to prepare and implement an IT tool called NSTM. This team was created by many officials such as directors from Police Headquarters, some regional commissioners, and, last but not least, technical staff. Given the general assumptions provided by The Ministry of Internal Affairs and Public Administration, as well as the Chief Police Commissioner, they had to prepare the flow of information, organizational arrangements, and technical solutions that would be used as a pilot project and then checked in the future in some places. Several things had to be considered to achieve this goal. Administrative division of the country that is a foundation of organizational structure, existing databases, the digital skills of policemen were the entrance variables of the NSTM. The project would be impossible to accomplish without the substantive support of the General Office of Geodesy and Cartographer in Poland. However, many more questions had to be answered. There are no doubts that IT tools give additional benefits in any kind of management process – better accessibility of data, lower costs, and a wide variety of output presentation. However, publishing security data in the public domain in a local context brings many doubts. Does this data affect housing market prices? Might it be used in subsequent crimes by offenders? How will citizens react to this kind of data, especially when they learn

that their district is more vulnerable than others? Should any rules be enshrined in terms of accessibility to this data? These and many more doubts raised during the preparation period, and the task force appointed to prepare the NSTM had to face these issues.

The final version of the NSTM was based on the special soft map program ArcGIS. The most important feature of this tool was that it allowed users to submit their applications directly to the map so that the police might have collected both statistical information and location. Moreover, the NSTM was designed to store data reached during public consultations with citizens, debates, or other sources of information. In this way, the NSTM created the circumstances to build a complete data store, allowing local policemen and managing staff to create a comprehensive picture of local areas. These new functionalities introduced an utterly new way of communication between the police and citizens and inside the organization. Given that each citizen could check submitted applications on the Internet, the scope of public accountability of the police lifted significantly. However, it was not only the number of applications and their location but also knowledge about what had been done with them. Therefore, citizens had two roles to play – co-producer of vital security data and a controller who could in every time check if their or other applications had been taken into consideration. In this respect, the NSTM gave a potent tool to introduce a new measure to build a community policing approach. Besides this bottom-up pressure on local police, there is one more dimension worth taking into consideration. In addition to that, it is hard to overestimate the NSTM influence on the internal management process in the police. Easy access to all data submitted by citizens enabled more efficient planning and scrutiny at each management level. In this way, building evidence-based policing seems to be much more possible.

Given that citizens' information is a fertile ground to build community policing, the Chief Police Commissioner conducted a public consultation process. The reason for doing so was the willingness to check what kind of response might be expected after the implementation period. This kind of action shows that the formulation policy was based on a hybrid approach, and both top-down and bottom-up actions had been taken to get the most effective outcome. Many organized meetings proved that much effort had been put in to receive robust feedback. Reading the minutes of the consultation meetings gave a very fruitful overview of citizens' interests and opinions about local security. Things that made them afraid were the situation on the roads, abuse of alcohol in public spaces, dirty and cluttered streets, and youth violence. Despite the entry stage of the NSTM preparation, this kind of information showed which functions might be the most often used in practice. Needless to say, that consultation allowed promoting new IT tools and build peoples' awareness of them.

The police collect information in many different respects on a daily basis. Therefore, working on the NSTM was not an entirely new endeavor. They have been used in such bases as The Police State Information System (*Krajowy System Informacyjny Policji*, KSIP), mainly used to gather data about crimes; Police Electronic Reporting System (*System Elektronicznej Sprawozdawczości w Policji*, SESPol) collecting evidence about offenses; Car

**Tab. 1.** Complete consultations meeting during NSTM preparation

| Voivode-ship Headq. | Regional level | | County level | | Local level | | SUM | |
|---|---|---|---|---|---|---|---|---|
| | Number of consultations | Number of participants | Number of consultations | Number of participants | Number of consultations | Number of participants | Number of consultations | Number of participants |
| Białystok | 1 | 52 | 12 | 1018 | 576 | 10366 | 589 | 11439 |
| Bydgoszcz | 2 | 76 | 40 | 924 | 605 | 13807 | 647 | 14807 |
| Gdańsk | 12 | 114 | 82 | 2713 | 719 | 12115 | 813 | 14942 |
| Gorzów Wlk. | 2 | 31 | 17 | 402 | 484 | 5132 | 503 | 55565 |
| Katowice | 5 | 336 | 82 | 2746 | 590 | 15419 | 677 | 18501 |
| Kielce | 2 | 130 | 28 | 1229 | 399 | 10519 | 429 | 11878 |
| Kraków | 3 | 64 | 91 | 1805 | 693 | 11818 | 787 | 13687 |
| Warsaw | 2 | 40 | 18 | 425 | 557 | 6284 | 577 | 6749 |
| Lublin | 3 | 125 | 39 | 609 | 534 | 8765 | 576 | 9499 |
| Łódź | 5 | 157 | 56 | 1976 | 545 | 11878 | 606 | 14014 |
| Olsztyn | 1 | 105 | 57 | 1575 | 376 | 8059 | 434 | 9739 |
| Opole | 1 | 56 | 20 | 683 | 465 | 6478 | 486 | 7217 |
| Poznań | 2 | 140 | 38 | 1559 | 547 | 10073 | 587 | 11772 |
| Radom | 2 | 88 | 48 | 3697 | 2307 | 27685 | 2357 | 31470 |
| Rzeszów | 1 | 32 | 72 | 1969 | 450 | 9433 | 523 | 11434 |
| Szczecin | 7 | 724 | 34 | 1065 | 569 | 9946 | 610 | 11735 |
| Wrocław | 3 | 61 | 43 | 1127 | 743 | 12142 | 789 | 13330 |
| **SUM** | **54** | **2331** | **777** | **25525** | **11159** | **189919** | **11990** | **217775** |

Source: Own research, information from the Prevention Bureau, the State Police Headquarter 15.10.2016.

Accidents and Collisions Evidence System (*System Ewidencji Wypadków i Kolizji*, SEWIK) and the Conduct Support System (*System Wsparcia Dowodzenia*, SWD) which helps to dislocate forces and policing means properly. In this light, building a new IT tool needs to reflect the relation between previous ones. The primary question was could we use the NSTM to connect data from different sources, or was it just another tool in operation. Having a positive answer for the first alternative would give a chance to use the NSTM to improve an internal flow of information. As a result, it would be a valuable tool for citizens and police management staff, giving them better evidence in decision-making processes.

## Implementing State Endanger Map

The implementation process was introduced by three regional pilot projects in Białystok, Gdańsk, and Warsaw, which lasted from July to September 2016. Each of them was pursued in the same scenario previously prepared by the Police Headquarters. Therefore, it consisted

of the same procedure dealing with the NSTM, appointing a person responsible for the coordination and a weekly reporting system. It is worth mentioning that the street-level bureaucracy had been operating on a county level, which meant that there were between 20 to 30 counties in each region. The reason for doing so was the fact that counties are the primal level of policing in Poland. Coordinators were the focal points in this pilot project because they received a submission from the citizens first. According to this, they decided who should have verified information, changed the status in submission in the NSTM, and gave feedback to the county commissioner. It meant that they had two roles to play. Firstly, they were responsible for properly managing the received information to prove or reject the submission. Secondly, they had to respond to the citizens as quickly as possible to show a willingness to cooperate and gain trust in citizens' eyes. Pilot projects were preceded by an information campaign during which people living in each region could learn background knowledge about the NSTM. Press conferences, leaflets, local media, internet campaigns, and local government actions were mainly introduced to communicate with citizens. Having information, organizational and technical means, pilot projects could prove or falsify the usefulness of the NSTM.

Willingness to use the NSTM by citizens might be surprising. Nearly 8,900 users submitted their applications, which gave fertile ground to improve the training version of the NSTM. However, it seems to be evident that in most cases, local scale offenses were raised. For more detailed data about the pilot projects, see the table below.

**Tab. 2.** All offenses submitted during the pilot projects

| Categories of threats | Number of submitted applications in 3 regional headquarters | | | | |
|---|---|---|---|---|---|
| | SUM | Con-firmed | Not con-firmed | New ones | During verification |
| Vandalism | 191 | 26 | 134 | 9 | 22 |
| Rough sleepers | 118 | 30 | 71 | 6 | 11 |
| Illegal baths | 58 | 26 | 26 | 0 | 6 |
| Garbage dumps | 144 | 35 | 89 | 6 | 14 |
| Poaching | 34 | 5 | 26 | 2 | 1 |
| Youth gatherings | 320 | 44 | 249 | 7 | 20 |
| Dangerous places in baths areas | 11 | 3 | 7 | 1 | 0 |
| Illegal deforestation | 15 | 0 | 11 | 2 | 2 |
| Illegal car racing | 147 | 7 | 120 | 6 | 14 |
| Impropriate signage on the road | 118 | 27 | 79 | 2 | 10 |
| Impropriate car parking | 1246 | 282 | 811 | 43 | 110 |
| Dangerous train passing | 30 | 7 | 21 | 0 | 2 |
| Unguarded crossing | 11 | 7 | 4 | 0 | 0 |
| Impropriate car infrastructure | 274 | 98 | 156 | 7 | 13 |
| Greenness destroying | 57 | 8 | 38 | 3 | 8 |

| Categories of threats | Number of submitted applications in 3 regional headquarters | | | | |
|---|---|---|---|---|---|
| | SUM | Con-firmed | Not con-firmed | New ones | During verification |
| Quad racing in forest | 80 | 1 | 68 | 3 | 8 |
| Over speed cars | 1739 | 606 | 927 | 38 | 168 |
| Alcohol drinking in public spaces | 3189 | 705 | 2074 | 87 | 323 |
| Drawing | 20 | 3 | 13 | 1 | 3 |
| Drug taking in public spaces | 371 | 19 | 299 | 8 | 45 |
| Illegal grass burning | 19 | 0 | 16 | 1 | 2 |
| Car accidents with forest animals | 61 | 22 | 33 | 2 | 4 |
| Improprate traffic organization | 310 | 35 | 238 | 10 | 27 |
| Bulled animals | 57 | 0 | 54 | 3 | 0 |
| Mendicancy | 245 | 38 | 186 | 3 | 18 |
| SUM | 8866 | 2034 | 5750 | 250 | 831 |

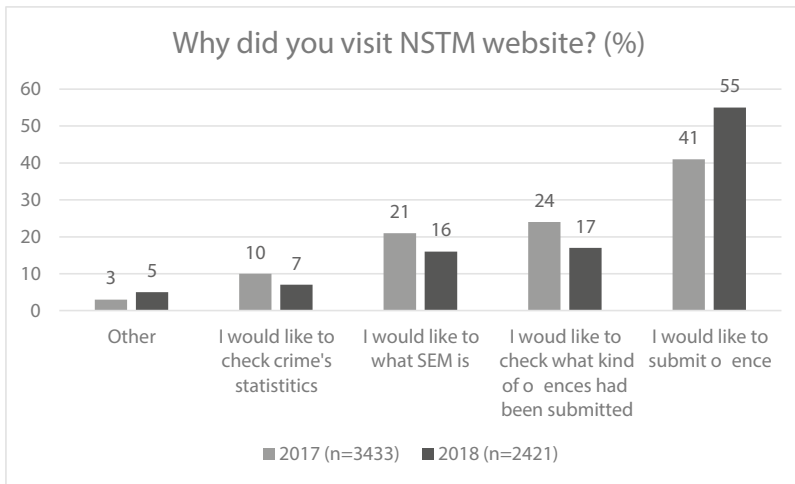Source: Own research based on data from the State Police Headquarters.

The intriguing things shown during the pilot projects were a vast number of unconfirmed submissions. It was hard to explain precisely the reason for these outcomes. Perhaps, some citizens used the NSTM in order to check how it worked.

Pilot projects showed that some technical changes were needed. Users' experiences provided many valuable and practical findings that have allowed IT staff to improve NSTM. Problems connected with logging in and logging out, saving gathered information, and inaccuracy with maps were only a few examples found during pilot projects. Moreover, there were many more than that. The following important conclusion was that there is a lack of digital competences among police officers. Because of that, there were problems with finding commitment in coordinators. Street-level workers became the best example of how properly formulated and implemented change could fail due to their incompetence. Therefore, the conclusion was to change the curriculum of training programmes for police officers and emphasize digital skills. Equally important were comments submitted by citizens when pilot projects were delivered. Not only did it show that they used the NSTM, but it also gave more input to the final version of the IT tool. From their perspective, it was crucial to add new offenses to the list in the Internet application, such as night car rallying, dark public spaces, or disturbing quiet hours. Some users were interested in personal data policy and specifically if their submission would be checked any further. However, there was no doubt that the outcomes were very successful twofold. Firstly, many offenses had been verified positively, and as a consequence, police implement the required measures. Secondly, recommendations gathered from police officers and citizens enabled the Police Headquarters responsible for the technical part of the NSTM to improve the final application.

The next step was to embrace the NSTM in the whole country. It was carried out in three phases in order to do this as smoothly as possible. Internal regulations issued by the Chief

Police Commissioner introduced a legal framework for a few regions and the whole country (Guidelines, 2016). The aim of doing so was to pinpoint responsibilities in each level of governance in the police. It was important to avoid the overlapping of functions and prepare an efficient flow of information. The official launching of the NSTM was orchestrated in three phases which meant that from September 9-20, 2016, different regions started using the application. Given previous communication experience from pilot projects, regional commissioners conducted information campaigns to encourage citizens to use the NSTM daily.

After several months of working with the NSTM, it is possible to show how this application has changed the relations between citizens and the police. According to the presented data, there is a growing interest in using the NSTM to submit offenses. Previously, there was more interest in looking for data. However, this is becoming a new tool of communication between shareholders. For more details, see Chart 1.
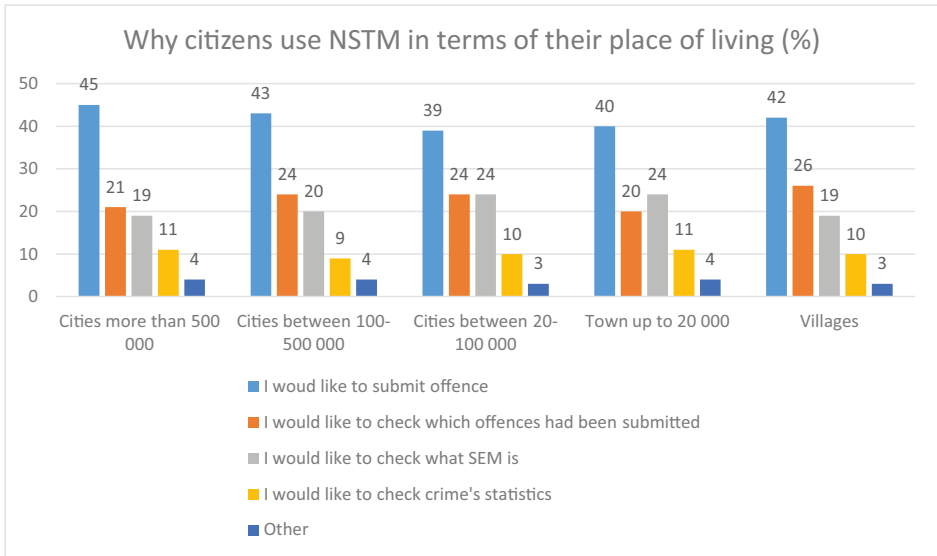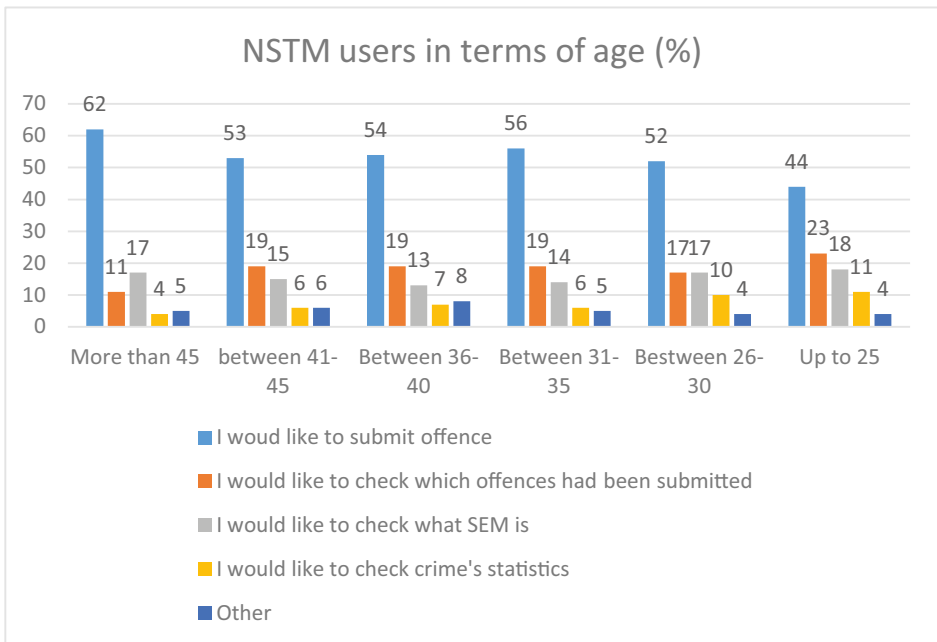


**Chart 1.** Why do citizens use the NSTM?
Source: Own research based on a social survey conducted by the State Police Headquarters.

Interestingly, wherever citizens live, there is no huge difference in how the NSTM is being used. In the first place, the application is used to submit offenses. However, the next position is not clear, but it is linked with the willingness to learn something about security in the local area. Therefore, we can say that the NSTM plays a vital learning role for application users. For more details, see Chart 2.

What differentiates how citizens use NSTM is their age. According to the conducted research, we can say that the younger user, the more diverse way of using NSTM. People who are less than 25 years old are trying to use all functionalities of the application. However, the older user concentrated more on only submitting offenses. For more details, see Chart 3.
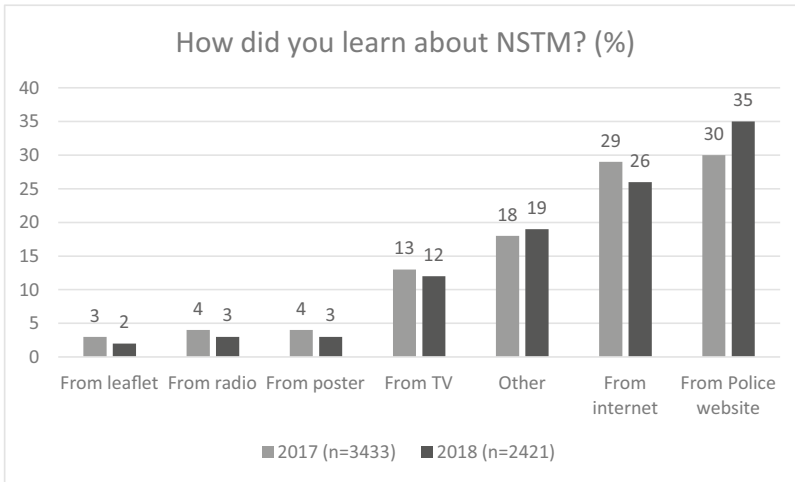
**Chart 2.** How citizens use NSTM in different places (n=3433)
Source: Own research based on a survey conducted by the State Police Headquarters in 2017.



**Chart 3.** How citizens use the NSTM in different age groups (n=2421)
Source: Own research based on a survey conducted by the State Police Headquarters in 2018.

There is no doubt that the best place to encourage citizens to use the NSTM is the Internet itself. According to the research outcome shown below, more than 50% of respondents learn about the application in virtual circumstances. These results remind us that this IT tool has its advantages and disadvantages. Digitally illiterate people will never use it. Therefore, it is important to make a continuous effort to strengthen relations with these citizens in a more traditional way.



**Chart 4.** How users were attracted to use the NSTM
Source: Own research based on a survey conducted by the State Police Headquarters in 2017 and 2018.

The first years of the NSTM functioning have shown a huge level of exploitation of this tool. Nearly one million submissions prove that it was the correct decision to create such an IT tool to improve relations between citizens and the police. In this way, the police have adjusted communication to social circumstances. There is no doubt that citizens mostly use this way of communication to submit offenses rather than crimes. Citizens have most frequently reacted to show antisocial behavior in their nearest areas, such as alcohol drinking in public spaces, inappropriate car parking, car racing, or youth gathering. However, the rest of the offenses are as important as the best-known ones. Precise details are shown in table 3 below.

**Tab. 3**. Offenses submitted by NSTM from 2016 to 2019.

| Category | Verifica-tion | Confirm | Non-confirm | Confirm (elimi-nated) | Fake or mistake | Alto-gether | % checked threats |
|---|---|---|---|---|---|---|---|
| Altogether | 671 | 459409 | 268468 | 221996 | 23905 | 974449 | 51,6 |
| Vandalism | 25 | 12420 | 3065 | 3540 | 803 | 19853 | 34,7 |
| Rough sleepers | 9 | 5587 | 1792 | 1969 | 371 | 9728 | 40,2 |
| Illegal baths | 0 | 596 | 161 | 205 | 167 | 1129 | 38,0 |
| Garbage dumps | 27 | 10896 | 4430 | 6247 | 575 | 22175 | 49,4 |
| Poaching | 8 | 2716 | 156 | 187 | 312 | 3379 | 11,2 |
| Youth gather-ings | 18 | 18087 | 3071 | 4959 | 711 | 36846 | 30,7 |
| Dangerous places in baths areas | 1 | 444 | 112 | 112 | 139 | 808 | 33,5 |
| Illegal defor-estation | 6 | 2577 | 100 | 154 | 223 | 3060 | 9,07 |
| Illegal car racing | 26 | 9932 | 1921 | 1053 | 803 | 13735 | 23,0 |
| Improprate signage on the road | 35 | 21706 | 20437 | 17714 | 1312 | 61204 | 63,7 |
| Improprate car parking | 154 | 112681 | 87544 | 60596 | 3631 | 264606 | 56,8 |
| Dangerous train passing | 0 | 1233 | 400 | 353 | 154 | 2140 | 37,9 |
| Unguarded crossing | 0 | 474 | 466 | 308 | 116 | 1364 | 62,7 |
| Greenness destroying | 11 | 5995 | 1006 | 1174 | 373 | 8559 | 26,6 |
| Quad racing in forest | 4 | 4145 | 633 | 894 | 173 | 5849 | 26,9 |
| Over speed cars | 142 | 86383 | 102985 | 581115 | 7815 | 255450 | 65,1 |
| Alcohol drink-ing in public spaces | 97 | 91916 | 29312 | 51842 | 2217 | 175384 | 46,9 |
| Drawing | 0 | 393 | 18 | 52 | 143 | 606 | 15,1 |
| Drug taking in public spaces | 14 | 27965 | 1221 | 2747 | 1054 | 33001 | 12,4 |
| Illegal grass burning | 4 | 1867 | 134 | 243 | 162 | 2410 | 16,8 |
| Car accidents with forest animals | 5 | 1198 | 701 | 295 | 98 | 2297 | 45,3 |

| Category | Verifica-tion | Confirm | Non-confirm | Confirm (elimi-nated) | Fake or mistake | Alto-gether | % checked threats |
|---|---|---|---|---|---|---|---|
| Impropriate traffic organi-zation | 26 | 19734 | 5587 | 5166 | 1063 | 31576 | 35,2 |
| Bulled animals | 6 | 5284 | 120 | 212 | 402 | 6024 | 5,9 |
| Mendicancy | 15 | 8451 | 1422 | 2013 | 389 | 12290 | 28,9 |
| Stray dogs | 28 | 6623 | 1645 | 1843 | 627 | 10766 | 34,4 |
| Place of risky entertainment | 9 | 51 | 19 | 1 | 22 | 102 | 25,0 |

Source: Own research based on data collected in the State Police Headquarters.

Despite the huge popularity of the NSTM among citizens, there is still room for improvement. A large number of non-confirmed submissions remain, and there is a need to explain this fact. Is it still an issue of testing the tool or presumably a lack of digital skills? It would be important to research police officers to learn more about the actual way of functioning the NSTM. What is their attitude to this IT tool? Do they think about the NSTM as a next reporting duty that has to be fulfilled or a useful tool that leverages the effectiveness of their work? Finding answers to these questions would tell more about the actual role of the NSTM in transforming the police on both a national and local levels.

## Discussion

Implementing the NSTM was based on a hybrid approach. On the one hand, the formulation of the policy change was indicated by top-down decisions. On the other hand, citizens were invited to express their opinions about this IT tool and test it during pilot projects. This way of proceeding with change in the police was a complete novelty in Polish security policymaking.

Successful implementation of the NSTM might be a positive example for the future. There are several lessons that we can learn according to this story. Firstly, it is important to have political support from the beginning since there is a growing concern about the real target of developing IT tools in security policy. Secondly, formulating and implementation processes ought to be open and transparent for the public. It was pursued by information campaigns, consultation process, and social surveys. Thirdly, introducing change in such organizations as the police needs time. Going through all steps – policy formulations, IT tool preparation, pilot projects, and all-country implementation – took nearly two years. It is hard to judge if it was too long or too short. However, pushing for any shortcut might cause inverse effects.

Each implementation process might be seen as a mutual learning process for both citizens and public administration alike, which, in this case, is the police (Levy, 1994; May

1992; Hall, 1993). All sides could learn something about social partners as well as about themselves. Introducing the NSTM brought a unique lesson for the police to learn about their digital skills, project management, and citizens' needs. However, it remains an open question to discover who learns, what is learned, and what effects emerged on security policy. This learning perspective is the following research postulate that will give more insight into behavioral change caused by the IT tool. Nevertheless, it would not be an exaggeration if we said that in this way, the whole process of building and implementing NSTM developed community policing. However, it is a matter of time to find out if this hybrid pattern of implementing security policy will become an evident trend in the future.

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