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European Crime Prevention Network Conference

Exchange of good practice in crime prevention between practitioners in the Member States concerning:

- Youth violence/ethnic minorities
- Domestic burglary - including its causes within the wider built environment
- Robberies motivated by drug addiction - especially in public places like the streets

October 7th - 8th 2002 in Aalborg, Denmark



Summaries and Project Descriptions Volume 2

Exchange of good practice in crime prevention between practitioners in the Member States

The EUCPN have agreed that the crime prevention work in the network should be concentrated on the below mentioned three areas. These areas were therefore the focus areas at the European Crime Prevention Network Conference in Aalborg, Denmark on 7th – 8th October 2002.

Three workshops were set up to discuss good crime prevention practice within:

- Youth violence/ethnic minorities
- Domestic burglary – including its causes within the wider built environment
- Robberies motivated by drug addiction – especially in public places like the street

The workshops were based on projects submitted by the Member States to the Danish secretariat before the seminar. Conclusions from the discussions in the workshops were recently published at www.crimprev.dk/EUCPN. The report containing summaries of the projects and detailed project-descriptions will also be available at that web site.

The aim of the report is threefold:

- to showcase good performance on the part of the local practitioners in the Member States,
- to inspire others to implement good quality crime prevention in policy and practice across the EU, and
- to add value at EU level by exchanging practical ideas for projects which are replicable in other Member States, Applicant States and beyond.

Each Member State was invited to submit three projects – one project from each of the focus areas described above – containing one or more elements of "good practice".

Criteria for choosing the three projects

In order to establish a certain common standard we suggested some criteria for Member States to follow in choosing the projects. Where possible, the practice elements described should have "news value" – in other words, they should add to the existing knowledge of practitioners. However, given the diverse levels of experience in crime prevention across the EU and Applicant States, what may be familiar in one country may be news in others.

To be included in the report the good practice example had to apply the following main criteria: Projects must have successfully and measurably reduced or prevented youth violence, domestic burglary or drug-motivated robbery. Ideally, the necessary

information on the method of intervention should be supplemented by any additional good practice elements under the headings of intelligence, implementation and insertion.

If no projects with tangible impacts on crime were available, we accepted examples which have measurably delivered plausible and evidence-based interventions on the ground and which could report good practice in intelligence, implementation or insertion.

While "capacity-building" activities (such as training, or provision of equipment or guidance materials) are important aspects of good practice, to qualify for present purposes they had to be part of a project with specific operational, crime-reducing objectives.

1. Projects must apply methods of "civil" prevention (that is, they must not exclusively or mainly act through conventional methods of law enforcement).
2. Projects must be free of significant adverse side effects and consistent with human rights and equivalent legislation.
3. Projects must have been in operation for at least one year to allow practical problems, and impact, to become apparent.
4. Projects must have been evaluated – preferably to a good standard and preferably with an independent element.
5. Projects can originate from any government or non-government group or organisation, preferably those working in partnership with others.
6. Projects must be capable of replication by other countries, organisations and communities (in other words, they should not depend on conditions unique to the originating country) and should be sufficiently well described in terms of the 5 I's to facilitate replication.
7. The projects must not be more than 5 years old, unless you are presenting an up-to-date account of a long-term intervention with children, for example, which has just born fruit.
8. The project-description must be provided in English and should not exceed five pages in length.

Youth violence

Country: Austria

Summary

Project Title: Viennese Model of Working with Juveniles.

The Topic Area: Youth Violence

The object of the project:

- The project object is to prevent or at least reduce an unfavorable personal development to prevent children and juveniles from being drawn into criminality.

Intervention (method):

- Institutional co-operation and networking (police, social workers etc.).
- Co-operation with volunteers inside ethnic groups (to get better communication).
- Discussion with the risk groups – monthly.
- Crises intervention.
- Permanently contact with the juveniles - phone contact (to build up the confidence).

The target group of the project:

Children and young people in risk environments and situations

Evaluation – scope, method, results, replicability and experience

collection/accumulation:

Positive results - reduction of crime and conflict situations.

The project will continue in a co-operation with Germany (EU-project).

PREVENTION OF YOUTH VIOLENCE/ETHNIC MINORITIES

"Viennese Model of working with juveniles"

Introduction:

A very large amount of crime stems from a very small proportion of those who commit crimes. The proportion varies between kinds of offences, but in general and for the majority of serious offences such as burglaries, robberies and other kinds of violent crimes, it is possible to identify a group of permanent offenders who are disproportionately criminally active.

The most effective means of preventing the large amount of crime is preventing new recruits from entering upon such careers. The criminal career generally starts at 14 years (criminal responsibility) with vandalism, minor thefts, etc. The longer the deviant career persists, the harder it is to prevent its continuation by means of social or situational crime prevention measures. Therefore it is very important to prevent children and juveniles from being drawn into criminality at an early stage.

When young people commit offences, the community has to react rapidly, clearly and consistently. The main emphasis in this work lies outside the framework of the criminal justice system. Therefore special attention has to be paid to the need for early intervention, that is, intervention focusing on children and young people in risk environments and situations. The aim of such intervention is the prevention, or at least the reduction of an unfavorable personal development. Therefore early and multidisciplinary intervention is necessary. The activities of the Viennese Police in cooperation with social workers of the Consulting Center for Juveniles in Vienna represents an example in early crime prevention by local involvement.

Since 1995 the Viennese Police and the "Jugendzentrum der Stadt Wien", (NGO, consulting facility) situated in the 21- st district of Vienna cooperate in order to cope with different problems of adolescents and young people of different social and ethnic backgrounds and provenances.

The legal mandate of the police in the field of crime prevention is embodied in the "Security Police Act" (Sicherheitspolizeigesetz).

The scope of priority problems are:

- Vandalism
- Drug consumption
- Noise pollution
- Conflict situations in general: among the juveniles, conflicts with adults, juveniles of foreign provenance (Turks, Yugoslaws, Africans), problems with the police, and authorities, etc.

The analysis of these main fields of problem and the first conversations with the youth group of interest detected new and very serious situations, namely consuming of legal and illegal drugs, gambling addiction, causing financial shortages and criminality of procurement by thefts or robberies especially of mobile phones.

In order to face the problems a platform of communication and cooperation had been founded. This platform consists of following institutions:

- head of the youth - center
- youth welfare work (social workers)
- drug addiction consulting facilities
- Agency for promoting of integration (Integrationsfonds)
- Police/contact officers working with juveniles

Starting from the identification of the problems the platform began to analyse the reasons and origins.

Vandalism, noise pollution and consuming of drugs and procurement criminality:

- At risk groups
- "Hot spots": opportunities to commit crime ?
- which kind of drugs, drug addiction problems
- Causes of committing offences: social and ethnic problems, problems within the family, sickness caused by drug consuming or addiction, financial problems caused by gambling fever etc.
- Conflicts because of ethnic problems: 1999 the crime prevention activities began with at risk juveniles in a Yugoslavian club and at the beginning of 2002 the Turkish clubs were also involved in the cooperation. The discussions with these groups of young people show, that the ethnic conflicts often arise at an age of 14 years, when the young people begin to search for their identity - as a result of the behavior of the social environment. But the marginalisation of the juveniles often occur as a sanction measure by their families and the society, when they do not meet their conception of a traditional way of life. The Turkish adolescents are especially subjected to traditional cultural and religious restraints. In order to tackle these problems the contact officer of the Viennese Police had to search for an "insider", voluntarily cooperating with the police and the social worker, because some ethnic groups are not able or do not want to communicate their problems to people, who do not belong to them. Beyond that, many of the young people of Yugoslavian or Turkish origin complained of a discriminatory behavior of the police and the Austrian authorities in general.

But all adolescents have the same problems and needs and therefore the basic principles of the cooperation and the work with them are important for all groups and kinds of young people.

Fulfilling the legal mandate to prevent crime and violence the police carried out following activities:

- Cooperation with the head of the youth - centre and the social workers
- Discussion with the at risk groups
- Crisis intervention, calming the situation

- Networking with other institutions (social welfare authorities, integration agency etc.)
- Working permanently with the respective juveniles

At first it was necessary, that the young people were open minded for communication and it is also very important to be in contact with the juveniles permanently, otherwise the confidence will get lost. Therefore it is also necessary to provide the possibility of a continuous phone contact in case of problems or a personal crisis of the young people. It is foreseen, that the discussion meetings have to take place monthly.

Although no evaluation has been carried out, positive results could be identified:

- positive attitude/behavior towards authorities and institutions
- reduction of conflict situations among the ethnic youth groups
- reduction of violence
- reduction of offences
- better insight for the problems of adolescents and adults

Further experience in the field of working with young people has shown that the contact and the communication has to be reliable and honest.

EU - Project:

For December 2002 a EU - Project named "working with juveniles" will be started by the "Volkshilfe Wien" (Agency for Assistance for the People) in cooperation with Germany.

Vienna, 5. August 2002

Dr. Gabriele LOIDL

Country: Belgium

Summary

Project Title: GraFF'n ART – A positive Graffiti policy in the city of Bruges

The Topic Area: Youth violence – youth vandalism

The object of the project:

To stop the development of graffiti vandalising buildings etc.

Intervention (method):

- Locations at risk, hotspots: problem of the cumulative effect of graffiti. Once a graffiti or tag has been sprayed on a wall, the location becomes an attractive for other offenders to spray other graffiti's and tags on the same wall.
- "Punish what is not allowed"
Municipal police: special graffiti cel;
- "Remove what could be avoided"
A permanent graffiti removal bus: equipped with professional graffiti facade cleaning equipment. A technical engineer removes newly sprayed graffiti within 48 hours;
- Master and pieces, taggers and tags as contemporary art.
Graffiti-sprayers: partners in the different axes of the multi-track policy (curative component, artistic component, and sensitising component).
In exchange for a certain commitment, areas that may develop into graffiti art galleries are put at the disposal of graffiti masters, who are given the space to express their artistic talent in a positive and generally acknowledged manner. Beginning graffiti sprayers can enter workshops.
- "Unknown, unloved..."
Communication, information and discussion with the inhabitants in Bruges.
In primary as well as in secondary schools, graffiti are made a subject of discussion within the framework of certain themes that are part of the curriculum.

The target group of the project:

- the offenders: the "illegal" graffiti and tag sprayers
- victims: buildings (public and private) and the historical patrimony

Evaluation – scope, method, results, replicability and gathering & processing of experience:

- The project can be applied in other cities.
- Via artistic projects the contact with the graffiti sprayer is guaranteed. The initially hostile relationship between the graffiti sprayers on the one hand and the police and the local authorities on the other hand has been transformed into a dialogue.

GraFF 'n ART

A positive Graffiti policy in the city of Bruges

- *Name of the project:* *GraFF 'n ART: a positive Graffiti policy in the city of Bruges*
- *Contact person and adress:*
 - *Mr. Koen Timmerman (municipal Prevention department)*
 - *Ms. Sophie De Meyer (project-manager)*

*Municipal Prevention Department
Blinde Ezelstraat 1
8000 BRUGES
BELGIUM*
- *The topic area of the project: Youth violence – youth vandalism*

KEYFEATURE OF PROJECT/METHOD

1. Description and analysis of the nature of the problem

1.1 what was the crime problem the project wanted to tackle?

For some years, graffiti constituted a substantial problem in the city center of Bruges. Through the years, the tags and pieces 'marked' the streets more and more in consequence of a cumulative effect. Not only did the graffiti create a degenerate impression in some districts, many art-historical buildings of rich patrimonial value were also severely damaged.

To put a stop to this development, the city of Bruges set out a positive graffiti policy: graffiti are recognised as an art form, but graffiti as vandalism are dealt with in a repressive way.

1.2 the elements in the problem which wanted to be changed and/or developed?

The city council decided to deal with the graffiti **problem** via the safety and partnership contract and in accordance with the principles of an integrated approach; a strategy that is both preventive and repressive and that is applied on four fronts at a time.

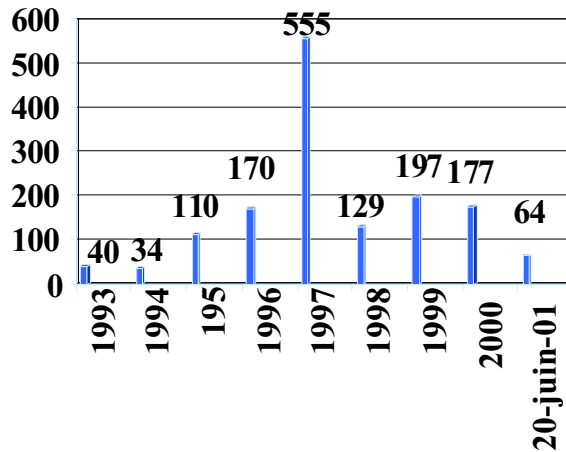
1.3 what types of evidence were assembled to identify the crime problem?

Crime pattern analysis based on:

- Crime survey and recorded crime data: Observation of the number of graffiti offences: reported by a special police graffiti cel that scrupulously traces new graffiti offences and reports them.
- Analysis of risk and protective factors in offenders backgrounds and areas: On the basis of these new offences, offenders are tracked down and identified.

- This approach soon resulted in the exposure of about twenty very active graffiti sprayers.

Annual Survey of the number of graffiti offences



The key aspect that informed the decision of the city council to target the problem, was the growing number of graffiti offences and the cumulative effect as the consequence of spraying graffiti.

2. target groups of the project (size, victims, offenders, places/situations)

the ‘target group’ refers to:

- the offenders: the “illegal” graffiti and tag sprayers
- victims: buildings (public and private) and the historical patrimony
- locations at risk, hotspots: problem of the cumulative effect of graffiti. Once a graffiti or tag has been sprayed on a wall, the location becomes a attractive for other offenders to spray other graffiti’s and tags on the same wall.
- People and institutions who are mobilised:
 - municipal police: special graffiti cel;
 - a permanent graffiti removal bus: equipped with professional graffiti facade cleaning equipment. Newly sprayed graffiti are removed within 48 hours by a technical engineer;
 - municipal prevention department;
 - graffiti-sprayers: partners in the different axes of the multi-track policy (curative component, artistic component, sensitising component);

3. Plan of the project

3.1 Has the project done anything especially interesting in the stages of the Preventive Process that is worth learning from?

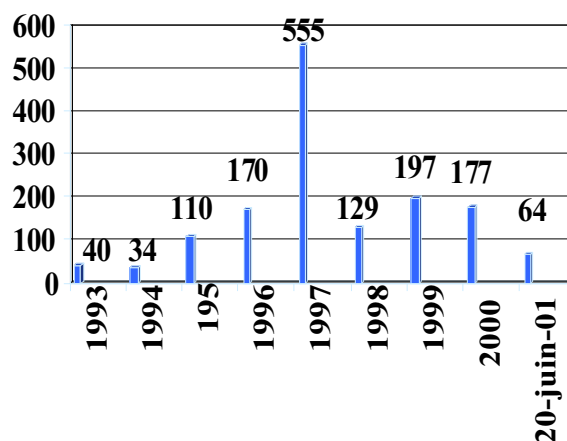
This project is build around a multi-track policy in accordance with the principles of an integrated approach. The strategy to tackle illegal graffiti can be found in the approach of the problem at four fronts at the same time.

*** Repressive component: punish what is not allowed...**

Spraying graffiti on facilities that are not intended for this purpose was and remains a punishable act. Therefore, the police department established a special graffiti cell that scrupulously traces new graffiti offences and reports them. On the basis of these new offences, offenders are tracked down and identified. This approach soon resulted in the exposure of about twenty very active graffiti sprayers. Their files were handed over to the public prosecutor's department. For the prosecution, the city of Bruges and the police insisted on an alternative punishment. Pending the decision of the judge, they agreed with the Public Prosecutor in Bruges on letting the graffiti sprayers participate voluntarily in the removal of the graffiti damage they had caused. A report of these voluntary cleaning activities was added to the individual file, as a result of which the graffiti sprayer concerned could demonstrate his 'good will'. In other words, the punishment is a form of voluntary preparatory alternative self-sanctioning, the first of its kind in Belgium.

The results of this approach become visible in the number of new graffiti offences, which have shown a downward trend since 1997: from 555 in 1997 to 177 in 2000.

Annual Survey of the number of graffiti offences



*** Curative component: remove what could not be avoided...**

In order to deal with the cumulative effect of the decay caused by graffiti and the erosion vandalism, the policy plan also provides for a drastic cleaning operation. Money was invested in a real graffiti bus. A discarded police van was skilfully converted into a graffiti removal bus. This bus was equipped with professional façade cleansers, such as a high- and low-pressure installation, a water reservoir and several cleaning products, as a result of which graffiti can be professionally removed from smooth and porous surfaces. With the help of stone powder and a special spraying and rinsing technique, graffiti are removed from each surface without damaging the vulnerable walls. The graffiti are removed by a technical engineer. He carries out this task together with the security guards who are

working with the municipal prevention department within the framework of the coastal action plan during the off-peak season.

The municipal prevention department has developed a graffiti recording system in co-operation with the police : all reports of graffiti offences are collected in a central reporting station. In a first phase, attention was paid to the different districts separately. In the year 2001, most of the graffiti have been removed, as a result of which the graffiti can now be removed more rapidly. Newly sprayed graffiti are removed within 48 hours. As a consequence, erosion vandalism is prevented and the barrier for spraying new illegal graffiti is raised drastically. A strategy of determent in other words.

The graffiti are removed free of charge. In this way, it is avoided that victims of graffiti fall victim to graffiti for the second time. This extremely low threshold results in the fact that virtually all victims assent to the removal of the graffiti.

The investment costs are borne by the city, the personnel costs and the material costs are partly borne by the safety and partnership contract.

*** Artistic component: masters and pieces, taggers and tags as contemporary art...**

Obviously, the city council of Bruges is not insensitive to the artistic talents that lie hidden behind the graffiti in Bruges and wants to allow these artists to give free rein to the expression of their contemporary art form, although not unconditionally...

In exchange for a certain commitment, areas that may develop into graffiti art galleries are put at the disposal of graffiti masters, who are given the space to express their artistic talent in a positive and generally acknowledged manner. Beginning graffiti sprayers can enter workshops.

About 20 projects have already been realised successfully. They can be classified in various categories that are in keeping with the universal philosophy behind the project. In other words, the projects are organised for beginners and masters.

Survey of the start and the continuation of the permanent art zone

- In order to partly abandon the thematic work on art projects, which are generally limited in time, a living graffiti wall, the first of its kind, was created in August 1999.

Masters can give their imagination free rein on the back wall of the bonded warehouse, a cultural factory where young artists of every sort can refine their art, without having to consider time or theme.

Last year in August, the permanent art zone was extended in a very original way by means of 6 goods wagons.

*** Sensitising component: unknown, unloved...**

As in many prevention projects, communication is a key word. The artistic projects aim at changing the negative image of graffiti (tags with a degenerate effect in the street scene) into respect for the artistic aspect. The inhabitants of Bruges are also informed about the city's four-track policy via a leaflet drawn up in collaboration with young graffiti sprayers.

In primary as well as in secondary schools, graffiti are made a subject of discussion within the framework of certain themes that are part of the curriculum.

3.2 Value of the project in order to have something that can be replicated or reconstructed in new contexts

- Prevention of criminality : graffiti as a sign of dynamism instead of graffiti as an expression of vandalism

By means of a combination of punishments and tolerance, the multi-track policy of the city of Bruges aims at creating an atmosphere in which an expression, which was originally experienced as criminal, is transformed into an acceptable artistic activity. In the past, graffiti created an atmosphere of deterioration and criminality, an atmosphere that aroused feelings of insecurity in large sections of the population.

The city of Bruges opted for a cocktail of repressive and preventive elements in order to reduce to a minimum graffiti as a phenomenon of nuisance. This cocktail now seems to yield results : the number of tags has decreased considerably, the degenerate street scene is being eliminated, people become familiar with artistic graffiti, ...

- Solutions ‘in dialogue’

The policy plan of the city of Bruges is based on the opinion that an efficient prevention strategy can only be effective in consultation with the graffiti sprayers themselves. That is why the city decided from the outset to comply with the request for an area of artistic expression for the graffiti artist. With the launch of a number of ‘art zones’ and the creation of a ‘permanent art zone’, the city meets a need, although not unconditionally. The graffiti sprayers are expected to observe the principles of the graffiti charter: no illegal graffiti, warn young graffiti sprayers about the possible consequences of illegal graffiti spraying, ... (Annexe 18)

The proverbial big stick is essential. That is why the police follow the graffiti phenomenon meticulously. Via a number of identifications, the graffiti sprayers have become fully aware of the fact that the police keep close track of the developments. At the same time, however, the police refer the graffiti sprayers to the prevention projects and point out the possibilities of the artistic zones. Collaboration for the removal of the graffiti is also stimulated: in consultation with the public prosecutor’s department and the police, graffiti sprayers whose file has not yet been dealt with, are involved in the removal of the graffiti before they appear in court. This enables them to demonstrate their positive commitment to the graffiti project.

Finally, the general public is also addressed: via an informative brochure and the graffiti art zones, the ‘criminal’ connotation of graffiti is put into perspective and citizens are invited to have the graffiti, to which they fell victim, removed professionally.

- Concrete results: visible!

This project lends itself to visible results. The number of graffiti offences decreases very clearly as a result of the removal actions. These removal actions clearly reduce the attraction of certain ‘black spots’, which used to be the object of permanent graffiti trouble. Police reports and reports of town guards and security guards show that the number of new graffiti is very limited.

As a matter of fact, the removal activities are immensely appreciated by the residents and the owners of the premises: there is practically a total willingness to have the graffiti removed. Quite often, the graffiti removal team also gets relieved and positive reactions from local residents: the quality of life in their street is clearly improving.

Via the artistic projects, the contact with the graffiti sprayers is guaranteed. The initially hostile relationship between the graffiti sprayers on the one hand and the police and the local authorities on the other hand has been transformed into a dialogue. New challenges relating to graffiti are created permanently by the municipal prevention department, and the graffiti sprayers are involved to the largest possible extent. The success of this dialogue also appears from the reaction of the local authorities. Initially, the council only wanted to allow highly structured artistic projects (removable panels with a limited freedom of choice of theme).

In the mean time, a 'Living Wall' where graffiti artists can give their imagination free rein, has been created in August 1999. This popular place has developed into a meeting place for experienced and less experienced graffiti sprayers. The graffiti sprayers experienced the extension of this zone with 6 goods wagons, which were donated by the Belgian railways, as "the max" or as they put it aptly : "The most beautiful present ever..."

➤ Applicable elsewhere?

The project can certainly be applied in other cities; the four components can serve as framework, the interpretation depends on the characteristics of the city concerned.

However, there are a number of conditions, the most important of which is undoubtedly an adult dialogue with the graffiti sprayers. Their request implies an adjustment of the project. At the same time, the necessary means must be made available for the police department in order to guarantee the strict follow-up of illegal graffiti. This follow-up is essential for the actual follow-up of the agreements with the graffiti sprayers (i.e. no illegal graffiti in exchange for the support of artistic projects).

Furthermore, there must be a good dialogue between the prevention department and the police, and the most important condition implies that the police do not put the necessary mutual trust between the prevention worker and the graffiti sprayers under pressure, e.g. by asking names or facts.

A third condition is the methodical organisation of the removal. The removal of graffiti in places makes little sense: the street scene does not change considerably and old graffiti keep attracting new graffiti. That is why it is also important that the removal is organised free of charge. Anyone who has to pay for the removal of something he did not cause himself, gets the feeling of being a victim twice. An investment by the local authorities will therefore be inevitable.

A last condition is communication: there must be a clear communication about all components with the citizens. It increases their sense of involvement as well as the mutual respect between graffiti sprayers and citizens.

➤ The quality of life improves!

The introduction of the project has already made clear that all possible attempts are being made to reach a win-win situation for all parties. At the same time, this

formula increases the quality of life of the local community and the various subgroups:

- owners are compensated via the free removal
- the systematic removal improves the street scene considerably and eliminates the irritation of residents and visitors
- via the art projects, graffiti sprayers are given space to express their talents and they have the respect of a large part of the population, that starts to look at graffiti from another angle
- the city council is released from an unwanted source of tension

The improved quality of life created by this project concentrates on both target groups: concessions are made to offenders as well as victims. Graffiti sprayers are made aware of the seriousness of the material and immaterial damage caused by their acts.

Over the years, both target groups have entered into a dialogue, as a result of which their motivations are mutually accepted and respected. Tags do not belong on other people's property and are therefore regularly removed free of charge by the municipal graffiti team.

On the other hand, the artistic areas are widely appreciated, which constitutes a mainspring for the graffiti sprayers to continue working in the same manner.

Country: Denmark

Summary

Project Title: Prosit

The Topic Area: Youth Violence

The object of the project:

The overall objective is to create a feeling of security in and around local schools and to stop the development of juvenile delinquency and gang-related crime in the neighbourhood.

Intervention (method):

So far the project has carried out a questionnaire survey, which is the exploratory stage. The purpose of the study has solely been to analyse and describe crime among children and young people in the neighbourhood prior to the preventive effort.

The target group of the project:

Offenders as well as victims and the broader community in the local area are the primary target groups. Existing local institutions include the educational institutions, local authorities and local police.

Evaluation – scope, method, results, replicability and gathering & processing of experience:

The project is scheduled to be evaluated subsequently.

However it should be noticed that the survey started a discussion and dialogue about prevention of criminal behaviour in the involved schools

EUCPN Good Practice Description

Project title: “Prosit”

Crime Problem addressed: Crime among children and young people in a specific Copenhagen district

I. Description and analysis of the nature of the problem:

General context of the project.

The project called “Prosit” (Latin; meaning: *may it become you*) is a local project involving the Copenhagen district of Valby, two schools and the local police. Its overall objective is to create a feeling of security in and around local schools and to stop the development of juvenile delinquency and gang-related crime in the neighbourhood.

On the basis of more or less substantiated information submitted by various authorities throughout year 2000 about an increase in violent or in fact criminal incidents among very young pupils in primary school in the form of threats, violence, theft and robberies, Valby local police initiated the establishment of a forum consisting of decision-makers in schools and in the neighbourhood, the child and youth administration departments in the districts of Valby and Kongens Enghave and the Danish Crime Prevention Council, in the spring of 2001.

Another problem was the fact that for fear of reprisals the victims of these incidents, their parents, other adults and witnesses very rarely report this type of crime or unacceptable behaviour to the police.

On the basis of this, it was decided to initiate Project "Prosit" in order to establish and implement targeted and consistent efforts in this field.

The cooperation between the authorities in question consisted in the definition of the objectives, means and methods which the new effort would require of all participants in the project and which could be initiated within the existing framework. .

The crime problem that the project aimed to prevent was crime among children and young people and the feeling of insecurity among the others.

The objective of the project was to achieve an awareness in young people of the noticeable consequences of criminal behaviour as relevant authorities take immediate action. In connection with this, the formalised cooperation were to see to it that

- the scale of the crime committed among pupils in selected schools in the area was uncovered.
- further crime was prevented and that perpetrators and offenders were arrested, etc.
- case work and prosecution of juveniles above the age of criminal liability was carried out swiftly and consistently. As regards juveniles below the age of criminal liability, consistent pedagogical offers/demands are to be initiated in direct consequence of the criminal act or unacceptable behaviour.
- targeted crime preventive tutoring and education on all levels are carried out.

The elements of the problem/subject, whose change/development was intended, was to

1. Improve and develop more substantiated knowledge of crime among children and young people, and of unreported crime.
2. Influence attitudes and behaviour among pupils and staff in relation to criminal behaviour – so that more persons will have the courage to report to the police criminal behaviour in the school environment.
3. Develop and create safe school environments and neighbourhoods for children, young people and other residents

The types of evidence to assemble to identify the problem

At the initiation of this project, the absence of more thorough knowledge within the area of child and juvenile delinquency was admitted and actual substantiated information was therefore a necessary prerequisite prior to the final planning of an active effort. Therefore, the first part of the project consisted in procuring this more "firm " knowledge within this field. As the project was initiated later than planned and the gathering of information was not concluded until the summer of 2002, it is primarily this part, i.e. bullet point 1, which will be described as well as the efforts which this information suggests.

II. Target groups of the project (size, victims, offenders and place/situations)

Offenders as well as victims and the broader community in the local area are the primary target groups. Existing local institutions include the educational institutions, local authorities and local police.

III. Plan of the project

An interesting part of the stages of the preventive process in this project has so far been the exploratory stage in the form of a questionnaire survey.

The exploratory stage has been fulfilled with the survey described in the section above and it is the focus of this description. The survey as such is not preventive but it is one of the foundations for the preventive action. However, it should be noticed that the survey started a discussion and dialogue about prevention of criminal behaviour in the involved schools

The purpose of the study has solely been to analyse and describe crime among children and young people in the neighbourhood prior to initiation of the preventive effort. In short, the study illustrates the following;

- The number of pupils which have been victims of robbery, theft, violence and threats within the last year.
- The number of reported incidents to the police and the number of pupils who have told their parents or other adults about the incident. Why do some pupils choose not to report crime to the police or tell an adult about it ?
- The types of crime which pupils have been exposed to and pupils' attitude to reporting crime to the police.

A total of 1,172 pupils from 4th to 9th form in 5 schools participated in the study.

The main results of the questionnaire survey showed that

- Thirty-seven (37) per cent of all children had been exposed to crime, approximately one (1) pupil in three (3) had been exposed to some kind of criminal act within the last year. Of these, approximately fifty (50) per cent have been exposed to several incidents. This frequency is not surprisingly high but somewhat lower than previous studies. However, this does not signify an acceptable level. One pupil in five has been exposed to threats which is a majority. Slightly fewer pupils have been exposed to theft. One pupil in ten have been exposed to violence while four (4) per cent have been exposed to robbery.
- Crime was primarily committed in school which is an important fact in relation to future crime preventive efforts as it is comparatively easier to take action in school than in the streets or in the residential area. However, choice of action is left to each school.
- The main reason why pupils do not report to the police the crime they have been exposed to is that they do not consider the occurred incident serious. Secondly, they do not believe that the police will actually do something and thirdly they were afraid, they wanted to take care of it themselves and not tell their parents about it.

Great effort has been put into the preliminary work with the questionnaire to ensure that the survey would be useful in relation to the central problems of the overall project as well as to ensure that the questionnaire would also be useful for others who wanted to carry out the same type of fact-based survey. Thus, persons involved in the design of the questionnaire have especially been concerned with the survey's wording and comprehension as well as the different types of criminal offences (robbery, theft, violence and threats).

Still, it is important to emphasise that there are both advantages and disadvantages to a questionnaire survey carried out in this manner and with this topic. By means of a questionnaire survey it is possible to gain an accurate impression of the comprehensiveness of a problem, in this case crime and the non-reporting to the police of that crime. The study may also reveal a typical "victim profile" but on the other hand it does not reveal the causes for the phenomena in question. Therefore, it is possible to say that this type of information gathering provides a type of general view of the occurrence of a phenomenon such as crime, however, in order to fully understand the underlying social, cultural and possibly psychological mechanisms, it is necessary to carry out additional and often more thorough and qualitative studies. The challenge of this project is to transform the study's results into crime preventive actions and efforts and the dilemma, or rather the difficulty, in this connection is that firstly it is essential that the results of the study are interpreted and seen in their right perspective in relation to other studies and in relation to crime prevention in general. The issue at hand here is the knowledge of what, respectively, is known to be effective and known not to be effective on different levels of preventive work (primary, secondary, tertiary). This demands the presence of accumulated facts, information and experience on the subject in question with some of the involved parties and possibly specialists.

The project has reached the analysing stage on the basis of which future efforts are to be planned, even though local efforts have been initiated in some schools already as the immediate need for action is pronounced and as this somewhat extensive analysis stage is time-consuming, as we all know.

IV. Cost of the project:

Until now, the project has incurred expenses solely in relation to the questionnaire survey which has been made by the opinion and research institute CASA which is well-known within the field of social science.

The costs of the study and the report have amounted to approximately DKK 200,000.00.

V. Evaluation of the project:

The entire Project "Prosit" is scheduled to be evaluated subsequently.

VI. Dissemination of the results:

A report has been completed and it contains the complete results of the questionnaire survey as well as the scope and its position in relation to the overall project.

Country: Finland

Summary

Project Title: Anti - Bullying Intervention

The Topic Area: Youth Violence

The object of the project:

Prevention of bullying at school.

Intervention (method):

- Training teachers in a one-year training course in methods against bullying (aiming to lower tolerance of bullying in the classes).

Class-level methods implemented:

- Meetings with discussions
- Drama/role-play
- Making class-rules
- Co-operation with the parents

The target group of the project:

48 school classes from 16 different schools in Turku and Helsinki.

Evaluation – scope, method, results, replicability and experience collection/accumulation:

A cohort-longitudinal design was used in the analysis so three groups were formed: pre-test classes, classes with an extensive and classes with a low implementation of the programme. High implementation was significantly related to lower levels of bullying in the post-test measurement.

Country: France

Summary

Project Title: The regional information programme for young foreigners in Lille (DRIJE)

The Topic Area: Youth violence and ethnic minorities

The object of the project:

Administrative and legal follow up of the targeted public, social and educational support, orientation of individual situations towards adapted services, professional training

Intervention (method):

- **interviews** in drop-in centres
- **Assistance** with administrative formalities
- **Training programmes** for children and young people (in schools and social centres), for parents and for professionals.
- **Implication in public services actions** : participation in urban policy working groups
- **The target group of the project:**

Minors and people aged less than 26, foreigners or coming from immigrant families.

Evaluation – scope, method, results, replicability and gathering and processing of experience:

Being a service of access to law and rights, it cannot be evaluated on the achievement of the rights but on the possibility given to the targeted public to exercise them.

All the young persons and children who come to the centre are immediately dealt with and obtain a response (information, counselling, and assistance).

Needs in terms of counselling and assistance are increasing, especially because of the growing number of lone foreign minors, because housing conditions are getting more precarious and because relationships with employers and administrations are getting more difficult.

Subject: youth violence and ethnic minorities

The concept of ethnic minority does not exist under French law, which provides for rights for individuals without any distinction based on his/her belonging or not belonging to a given ethnic group. Therefore, violence committed by young members of these ethnic groups cannot be dealt with according to tailored rules. However, there are specific regulations on such individuals' rights to stay in France and on their political rights, depending on their nationality.

Beyond these principles, it is a matter of fact that young foreigners or individuals with immigrant parents experience integration difficulties, in terms of language as well as in the economic, social, school and professional fields. These difficulties can be a source of tension that contributes to increased violence by such individuals.

Therefore, one of the ways to reduce these tensions is to facilitate their access to law and their rights under the law, in order to prevent administrative and sometimes judicial circuits seeming untouchable to them. In this way, access to advice on the law and rights under the law can be a direct way to prevent violence.

Access to advice on the law and rights under the law consists not only of giving information to the relevant people, but also of telling them how they can exercise their rights. An important part of the assistance that can be provided is in relation to **nationality law, residence permits, family law, employment law, housing law.**

Furthermore, minors' reduced legal capacity and their greater dependency necessitate a tailored approach on advising them on the law and their rights. This approach for young people and children is tailored both in terms of the methods used to advise them and the content of the advice on their rights.

Two schemes created within this framework are presented below.

Practical example: the regional information programme for young foreigners in Lille (DRIJE)

This service was created by a protocol, signed in 1994 by the regional department of youth judicial protection administration (DRPJJ) and the foundation for action and support for integration and fight against discrimination (FASILD), within the framework of a 1989 national convention. It has been implemented by the departmental association for childhood and teenage protection in North of France (ADNSEA), in partnership with other institutions (see funding).

Background to the action :

Field professionals were stating that an increasing number of first or second generation young immigrants were involved in criminal proceedings and in extremely complicated family and administrative situations. These professionals first of all organised a follow up of these youngsters in the judicial process and then decided there was a need for a general programme of access to advice on the law and rights under the law.

Targeted public :

Minors and people aged less than 26, foreigners or coming from immigrant families.

Aims :

Administrative and legal follow up of the targeted public, social and educational support, orientation of individual situations towards adapted services, professional training.

Actions :

- **interviews** in drop-in centres: legal and administrative information covering all areas of everyday life, especially in nationality law, asylum law. Mediation of conflicts with employers, social housing companies, administrations. Satellite centres have been set up in the Lille's neighbouring towns.
- **Assistance** with administrative formalities (e.g. : contacts with the service of the prefect for residence applications, assistance in meetings with employers),
- **Training programmes** for children and young people (in schools and social centres), for parents and for professionals (social workers, teachers...). A technical assistance group has been set up in order to organise study days.
- **Implication in public services actions** : participation in urban policy working groups (local committee for crime prevention, local contract for security), departmental council for access advice on the law and rights, departmental commission for access to citizenship (specialised in fight against racial discrimination).

Staff :

DRIJE employs a manager, a lawyer, an educator provided by the local youth protection administration, a psychiatrist in charge of supervision and a secretary, all working part-time.

Funding :

DRIJE is co-financed by the Ministry of Justice (youth judicial protection administration), FASILD, county council and local partnership special funds (*politique de la ville*). It is implemented by ADNSEA. The funding is evaluated every year after examination of the annual report.

Evaluation :

Being a service of access to law and rights, it cannot be evaluated on the achievement of the rights but on the possibility given to the targeted public to exercise them.

All the young persons and children who come to the centre are immediately dealt with and obtain a response (information, counselling, assistance).

Needs in terms of counselling and assistance are increasing, especially because of the growing number of lone foreign minors, because housing conditions are getting more precarious and because relationships with employers and administrations are getting more difficult.

Figures :

In 2001, DRIJE responded to **835** new requests (631 in 2000), of which **257** minors. **76** different nationalities are represented among the people dealt with by DRIJE. Maghreb is the most represented region, before sub-Saharan Africa and eastern European countries.

Reasons for consultation :

223 on nationality law

280 on residence permits

383 on housing, schooling, health questions.

On the specialised website (www.droitdesjeunes.gouv.fr), **91** questions about foreign people's stay in France and nationality were answered.

Some situations have been on-going for several years : in 2001, **29** cases had started the previous year.

60% of the requests are made by persons living in Lille's urban area.

Difficulties :

- to make professionals aware of the importance of law in social issues. One of the aims of DRIJE is that access to advice on the law and rights for young people be increasingly taken into account in public policies and professional practices.
- To ensure continuity of funding and to increase it up to the level of the public's needs.

To act in accordance with professional ethics, to improve the quality and continuity of its intervention, to develop and conceptualise its action, DRIJE built a partnership with similar services. This partnership became the **national network for access to advice on the law and rights under the law for children and young people** (see objectives).

Objectives:

- to continue the actions already undertaken
- to develop training programmes on access to advice on the law and rights for foreigners
- to organise study days on integration and fight against discrimination issues, especially on lone foreign minors
- to increase the number of NGOs that participate in the national network for access to advice on the law and rights under the law for children and young people.

The national network for access to advice on the law and rights under the law for children and young people

This informal network was created in April 2000 by six NGOs. It works in partnership with the Ministry of Justice, the Ministry of Social Affairs, the interministerial delegation to urban affairs, the foundation for action and support for integration and fight against discrimination (FASILD) and the Fondation de France (NGO).

Aims :

- to ensure that access to advice on the law and rights under the law for young people is more taken into account in public policies,

- to develop the number of places providing such an access and to give them technical support at early stages
- to make people acknowledge that access to advice on the law and rights for minors and young people is a standalone issue,
- to contribute to greater communication on children's rights.

The network's actions :

- the draft of a covenant stating the members' beliefs, practices and principles of functioning as well as the network's aims,
- the realisation of studies,
- the mutualisation of tools and experiences during meetings and with a fortnightly news letter,
- technical assistance and counselling to start-up services.

Future plans :

- the organisation of a scheme to support the creation of new NGOs
- the development of a partnership with other Ministries (interior affairs, education, youth and sports)
- the creation of a training programme for new and existing services providing advice on the law and rights under the law, with a specific focus on the issue of discrimination
- the diffusion of a directory of services providing advice on the law and rights for children and young people.

Contacts :

The national network for access to law and rights for children and young people

General secretary : Richard Sancho Andreo, 36 rue Oberlin, 67000 Strasbourg

Telephone : +333.88.24.84.00 - Fax: +333.88.36.48.75

Mail : accesdroits-enfantsdroits@wanadoo.fr

The regional programme of information given to young foreigners in Lille (DRIJE)

Manager : Youcef Boudjemai, 1 rue Saint-Grenois 59800 Lille

Telephone : +333.20.51.38.11

Mail : sdj@wanadoo.fr

Country: Germany

Summary

Project Title: Crime prevention Education in Participating Schools. The project
Project im Team (PIT: Prevention through Teamwork)

The Topic Area: Violence Prevention

The object of the project: To reduce crimes committed by and against children and youths. Emphasising violent crime (based on police statistics). It is aimed to increase social competence among youths and improve the social climate in the class.

Intervention (method): Behavioural exercises to educate children in social competencies and social values as well as to help form a stable personality. Part one: Teachers focus on the issues 'violence', 'thievery' and 'addiction'. Parents are informed about the programme. Part two: Discussions of the issues assisted by experienced police officers. Part three: Personality development. Part four: Social interaction and co-operation build on part one.

Teachers will be offered training. Co-ordinated by the participating schools

The target group of the project: Students of the participating schools from 7th – 10th grades. Parents will be involved through specially designed parent information sessions.

Evaluation – scope, method, results, replicability and experience

collection/accumulation: Conducted through hour assessment questionnaires for teachers and police officers, hour assessment questionnaires for students and concluding enquiries of police officers and teachers.

Result: Troublesome behaviour has improved. The Office for Crime Prevention, Schleswig-Holstein, has published the concept of the PIT Project and other regions in Germany have adopted the programme. The programme contains elements in which the impacts of prevention activities have been documented to be effective.

Country: Germany

Summary

Project Title: The Braunschweig Model on Violence Prevention

The Topic Area: Youth Violence (Violence prevention and anti-racism action in schools)

The object of the project: The project aims to empower youth to learn and to apply non-violent- verbal and non-verbal methods to curb violence. Further it aims to train juveniles to take part in conflict resolution teams at their schools.

Intervention (method): The Branschweig Model on violence was developed by professionals coming from a working group formed of youth counsellors, social workers, teachers, street workers, church workers, members of city institutions and the police force. The model consists of a six-stage action plan.

- 1: Steps against violence
- 2: Strong without violence
- 3: Athletes for non-violence
- 4: Police Project
- 5: Confidence and empathy building
- 6: Peer mediation project

The target group of the project:

A number of selected schools located in socially challenged areas. The schools provide a good arena for interdisciplinary work with victims and victimisers among students.

Evaluation – scope, method, results, replicability and experience collection/accumulation:

The programme has proved to be highly successful with at least 5 schools doing it for the second to fourth year. Individual projects have reached more than 100 schools in more than 4 different provinces in Germany.

Country: Greece

Summary

Project Title: “Youthstart”

The Topic Area: Youth violence and ethnic minorities

The object of the project:

Training programme with psycho-educational activities to motivate the participants to face their drug problems and reduce their delinquent activities, to prevent their social isolation, to make them interested in their health and to support both them and their parents psychologically.

Intervention (method):

Activities and courses such as:

- Computer use, Greek language, Painting, Theatrical play, Sports.
- Seminars about young people's rights and responsibilities,
- Vocational counselling,
- Social and personal skills groups.

The target group of the project:

- Age between 16 and 20 years old
- Use, abuse and/or dependency on psychotropic substances
- Delinquent behaviour
- School drop-out

Evaluation – scope, method, results, replicability and experience

collection/accumulation: An evaluation study was performed by the Department of Psychology, Panteion University of Social Sciences in Athens for the first 2 years of operation of the project. The report, which is in Greek and available on demand, is very positive. Youngsters seem to understand that this program has to give a chance to avoid further problems.

The program is adoptable in other countries.

also the participants on an individual base, if they express a wish to discuss a personal subject.

The graffiti workshops operate within the structure of the Youth Support Centres. Any young person aged 14-21 is entitled to apply to enter the workshops if seats are available. Youngsters who approach the centres in order to get various kinds of support (such as job search, advice to tackle a particular problem, legal counselling, etc) are informed about the workshop and encouraged to join in. The selection is made by the counsellor on the grounds of the interests of the applicants, in correlation with their personal needs and plans. In every group there are some more experienced members and some learners. The first ones are advised to act also as "teachers" to the latter. Group members are expected to respect the agreed rules of the group (including rules of no racism, no violence exercise, no drug use, regular participation, etc).

A central aim of the workshops is to offer legitimate space for expression to the graffitiists in contrast to the illegal activities that may put them into risk of getting arrested and getting into trouble. This is not an easy task, as youngsters are attracted by the idea of minor deviance. However some strong motives are put on the other side, such as strong group identity, recognition, free sprays, etc. The groups discuss their public interventions and chose the subject they will picture. ARSIS staff proposes social issues to be included among these subjects, such as youth rights, anti-racist messages, etc. Participation in decision-making and implementation helps the participants in becoming more sociable and responsible. Developing trust relationships is also an important issue. The youngsters who begin trusting the educators and counsellors, can more easily ask them for personal support.

The General Secretariat for Youth and private companies sponsored the graffiti workshops in the past. Individual events organisers also paid for their expenses and for workshop's consumables.

Internal **evaluation** has been conducted in each workshop on an annual base since 1999, while external evaluation is still due. The basic results of the latest evaluation of graffiti workshops in Athens (September 2001-July 2002) are presented below.

In 2 graffiti workshops there were 34 registrations of youngsters aged 14-21. 23 of them were pupils in school, 3 had finished high school and 8 were early school leavers. 3 participants were known to have been arrested for committing minor offences. The 2 groups met regularly once every week during this period and participated in 13 open events. During the year only 3 young persons who entered the groups dropped out. 5 members of the graffiti workshops asked for support to return to school or to manage better in school attainment. 5 members of the groups got advice for vocational orientation and 2 of them found jobs with the support of the employment office of ARSIS.

The graffiti workshops of ARSIS are included in the action plan of the organisation submitted to the Greek Ministry of Labour for the years 2002-3 in the context of the EU Structural Funds for Social Inclusion. External evaluation will be provided for the purposes of this action plan.

Country: Netherlands

Summary

Project Title: Morocco Father Project

The Topic Area: Youth Violence

The object of the project:

The aim with the project was to get rid of this negative image of the *Overtoomse Veld* district and to increase quality of life and safety in the district.

Intervention (method):

- The project is based on social control, a method and concept adopted from large cities in Morocco (required adjustment to the local circumstances)
- Moroccan fathers initiated the surveillance project. In relation the fathers kept a logbook of (criminal incidents).

The target group of the project:

Young Moroccans causing nuisance in the district.

Evaluation – scope, method, results, replicability and gathering and processing of experience:

The project still exists and similar projects are under consideration.

There has been a general contribution to social cohesion in the *Overtoomse Veld*

For replication it is important that getting other organisations from the district involved; that the incentive must lie with the residents and the government providing encouragement creates sufficient support.

I. Description and analysis of the nature of the problem

Around about 1998, there were a lot of disturbances and nuisance in the Amsterdam district known as the *Overtoomse Veld*, including crimes such as vandalism, involving Moroccan youths. The problems had been mounting up during previous years till the moment came when everything exploded in 1998. The media in particular labelled the district as a no-go area. Family members hardly dared to pay visits in the district. The media also paid continual attention to the fact that the parents of Moroccan children failed in bringing up their children, which only helped increase the disgrace that was brought upon these parents.

Moroccan parents (and other residents) and businesses were fed up of the negative image and a group of Moroccan fathers in the district started a surveillance project according to an example that is common in Casablanca, Tangiers and Rabat. The project is based on **social control**, whereby a large part is played by knowing and being known.

The aim of the project was to get rid of the negative imago of the *Overtoomse Veld* district and to increase quality of life and safety in the district.

The Moroccan resident fathers developed their working methods themselves. As a result they were not regarded as an appendage to the police and they retained their authority over the younger Moroccans.

II Target groups of the project

The target group of this project were the young Moroccans causing nuisance in the migrant-rich *Overtoomse Veld* district, in order to raise the quality of life in the neighbourhood by social control (secondary prevention).

The project also aimed at improving the involvement of residents in the district. The project was implemented in close co-operation with the neighbourhood manager. There was co-operation with the police, the management of the city region *Slotervaart/Overtoomse Veld*, the mosque, the youth association *Oportuna*, the management of the local *Albert Heijn* supermarket and the *Impuls* Foundation, a welfare institution.

III. Plan of the project

(1) Adopting the concept of social control from large cities in Morocco by Moroccan resident fathers in foreign surroundings. This required adjustment of the Moroccan concept to local circumstances. Blindly copying the project could definitely have led to failure.

(2) The resident fathers kept a logbook of (criminal) incidents.

Concrete results of the project were:

- A reduction in reported nuisance and crime,
- Improved quality of life and social control,
- Improvement in communication between residents and authorities, as well as between residents themselves,
- Increased involvement of residents in their own district and bearing responsibility for it,
- Increased support among residents for the role of the police and the judiciary in the district,
- General contribution to social cohesion in the *Overtoomse Veld*.

The following are important in adopting the project for elsewhere:

- That the question is asked whether the district for which the project is being considered is suitable.
- That sufficient support is created by getting other organisations from the district involved.
- That the incentive must lie with the residents, without any pressure from the government. The government's role lies in providing encouragement.

A blueprint of the project exists.

IV. Organisation of the project

The project was set up from within the Al Mawadda Foundation. This foundation appointed a separate (resident father) management. The members (residents from the district) of the Al Mawadda Foundation therefore form a 'breeding ground' for the resident father project for appointing people as resident fathers.

V. Cost of the project

The resident fathers are volunteers and receive no reimbursement. Right from the start the management of the *Slotervaart/Overtoomse Veld* district provided premises so that the resident fathers had accommodation from which they could do their rounds. The district also finances the material requirements of the resident fathers, such as mobile telephones, (rain-) coats, etc.

VI.. Evaluation of the project

The project still exists. The progress of the project and plans to cope with future developments are discussed with the police neighbourhood manager.

The resident fathers are responsible to the city district council for the way the subsidy is spent and for their achievements. The police inform the resident fathers about the locations and times supervision by the resident fathers is required.

A description of the project's methods is available.

Presenting the project during the European Crime Prevention Aware (1ste prize).

A great deal of media attention for the project both from home and abroad.

Delegations from cities at home and abroad have visited the project. A resident father project has now started in Roermond (the Netherlands) and Mechelen (Belgium).

Other cities, such as Brussels, are considering a similar project.

Article in special English edition of SEC (Society and Crime Prevention), december 2000

Country: Ireland

Summary

Project Title: “Woodale project”

The Topic Area: Youth violence

The object of the project:

The WOODALE project aimed to provide an intervention focused on the small core group of joyriders and on changing their behaviour.

Intervention (method):

The project emphasises the following:

- Progression to training or further education and that participants become self-reliant in planning their own social lives.
- Creating awareness of the wider space outside the immediate area of residence of the participants.
- Encouraging traditional hobbies’, such as horses, pigeons and fishing.
- Using ethical questions or dilemmas in everyday interaction to teach respect for themselves and others.
- Using activities to promote self-awareness, where the emphasis is on ‘fulfilment’ and not ‘achievement’.

The target group of the project:

- Young people from a suburban area near Dublin above the age of criminal responsibility and below the age of majority who are engaged in criminal behaviour and not yet entered the formal justice system through prosecution.

Evaluation – scope, method, results, replicability and gathering and processing experience:

The Woodale project was one of the most successful projects of its kind.

On the basis on self-report behavioural checklist administered to the participants, the project appeared to behaving a positive impact on the frequency of offending and anti-social behaviour.

The Woodale Project proved to be something of a model of “best practice” in formulating the guidelines.

European Crime Prevention Network (EUCPN)
Good Practice Examples - Conference, Denmark, 7-8 October, 2002

Name of the Project: WOODALE Project
Contact Person & Address: Chief Superintendent
Garda Community Relations Section
Harcourt Square
Dublin 2
IRELAND
Topic Area of the Project: Youth violence/ethnic minorities

For the purpose of this exercise, a project that focuses on so-called 'joyriding' has been selected. Joyriding is a problem that particularly affects certain areas of the larger cities of Ireland, and it results in distress to communities and, occasionally, serious injury and death to joyriders, spectators, passers-by and police officers. The issue of ethnic minorities is not a feature of this good practice example.

I. Description and Analysis of the Nature of the Problem

- 1.1 The WOODALE Project is one of a number of 'Garda youth diversion projects (GYDPs)', i.e., community-based projects funded by the Department of Justice, Equality and Law Reform ('Ministry of Justice') and operating with the support of the national police service ('the Garda Síochána). On a generic basis, GYDPs seek to positively engage - in the community and outside the formal criminal justice system - with young offenders and those at very high risk of offending, with the aim of preventing the onset or continuance of offending behaviour.
- 1.2 The WOODALE Project, established in 1997, is situated in a suburban area with a high density of local authority (i.e., public) housing approximately seven miles north of Dublin city centre. The area is a designated area of disadvantage and can be characterised as having a substantial youth population as a proportion of total population, low retention rates in full-time education and a high proportion of the youth population concentrated in semi-skilled and unskilled categories.
- 1.3 In relation to the project's target group, the nature of the offending would appear to be restricted to driving stolen or 'company cars'¹; allowing oneself to be carried in a stolen car; criminal damage; larcenies and petty crimes; and public order offences.
- 1.4 In the mid 1990s, the local community was dissatisfied with the level of youth service provision, and local police officers considered that the area might be suitable for the establishment of a Garda youth diversion project. However, the local police officers initially envisaged the project engaging in leisure- or youth club-type activities. At this stage, there were already three youth projects operating in the area, managed by the City of Dublin Youth Service

• ¹The term 'company cars' is used where a group of young people club together to buy older, almost wrecked cars from dealers for very small sums of money (EUR 50 -130).

Board (CDYSB), and the CDYSB considered that any new project should specifically focus on intervening with identified youths.

- 1.5 Joyriding-related offending by young males was perceived by the local community as the dominant crime issue in the area. A small core group of joyriders displaying their driving skills was considered to create a wider problem of public disorder, drawing substantially larger groups of young people together who acted as ‘spectators’. The safety and well-being of not just the joyriders but also the spectators were duly put at risk. Following much discussion, it was agreed that the WOODALE Project would not replicate existing primary preventative youth work but, rather, would provide an intervention focused on the small core group of joyriders and on changing their behaviour. In doing so, the project would contribute to preventing the phenomenon of larger gatherings.

II. Target Group of the Project

- 2.1 The target group of the WOODALE Project is young persons above the age of criminal responsibility and below the age of majority who are engaged in criminal and/or anti-social behaviour and who have not yet entered the formal criminal justice system through prosecution.

- 2.2 Project participants are identified and referred through three main sources:
- Garda Juvenile Liaison Officers (JLOs), i.e., police officers who are specially trained and permanently assigned to deal with young offenders;
 - Probation and Welfare Service, i.e., the State agency that manages young offenders referred by the Courts on non-custodial sanctions; and
 - second-level schools.

The JLOs compile a list of potential participants for discussion with the project co-ordinator (the youth worker who delivers the diversionary services ‘on the ground’). The process of selecting participants is then filtered:

- by identifying those young people with whom the project co-ordinator considers s/he can work; and
 - by whether it is possible to cluster a group of those as a ‘natural’ or pre-existing group of ‘mates’.
- 2.3 The project co-ordinator will then contact the young person and uses photographs of activities to enthuse them to become involved. Although the young person is referred, their participation is voluntary and they have to ‘opt in’. The prospective participants are then asked to attend an induction night, to which the parents are also invited. The induction is facilitated by the project staff and is attended by the relevant JLO. At this gathering, the young person is informed that their participation in the project will be reviewed according to their offending behaviour.
- 2.4 The WOODALE Project has created links with a broad range of community networks, projects, tenants’ groups, parents, schools and local professionals, which have allowed it to become well embedded locally. The project has also engaged in and organised particular local events (such as a soccer league)

aimed at stimulating interest and involving the target group in community activities. However, by design, the project does not engage in generalised crime prevention activities in the local area, in order to ensure the maintenance of a tight focus on intervening with the target group.

- 2.5 Accordingly, it has been found² that the WOODALE Project, as with the other Garda youth diversion projects, has little appreciable impact upon community members' feelings of safety or security, even though the project is recognised as doing 'good work', as it would appear that such feelings are influenced by too many other factors.

III. Plan of the Project

- 3.1 As previously mentioned, the WOODALE Project focuses on particular young people rather than all young people in the area. The agreed guidelines on methods and interventions are that:

- there would be a maximum of twenty young people accepted into the project at any one time;
- there would be four groups of approximately five young people and that one group would be referred through the Probation and Welfare Service;
- the group would form around a core project activity, and this would constitute the 'educational' aspect of the project;
- there would be a social or 'fun' element; and
- specific interventions to meet individual needs could be provided, e.g., counselling.

- 3.2 The project is outcome focused - the goal is that those who are offending will choose to follow other paths of behaviour. At the practical level, the project emphasises the following:

- progression to training or further education and that participants become self-reliant in planning their own social lives;
- creating awareness of the wider space outside the immediate area of residence of the participants;
- encouraging 'traditional hobbies', such as horses, pigeons and fishing;
- using ethical questions or dilemmas in everyday interaction to teach respect for themselves and others; and
- using activities to promote self-awareness, where the emphasis is on 'fulfilment' and not 'achievement'.

The project seeks to optimise opportunities for the participants to learn - in ordinary as well as structured settings.

IV. Organisation of the Project

- 4.1 The management model chosen is best described as a structured professional youth service model, with input from agencies at management level and with additional input from the local community at advisory level.

• ²In the evaluation report *The Impact and Effectiveness of the Garda Special Projects*, as cited later.

- 4.2 Specifically, the project structure is composed of:
- an overall management committee comprising a CDYSB senior youth worker, the local police inspector and a senior probation and welfare officer;
 - an advisory committee comprising local members of the Garda Síochána, a representative of the Probation and Welfare Service, three local community representatives, a teacher from the local secondary-level school and a representative of the CDYSB.
 - a referrers' review/monitoring group.
- 4.3 The management committee, which is not a feature of most Garda youth diversion projects, grew out of the need and the desire that there would be some mechanism to deal with cross-agency issues at local management level. The management committee effectively doubles as the referrers' review/monitoring group, as it discusses issues in relation to referral and suspension policy and makes recommendations to the advisory committee to inform and guide practice.

V. Cost of the Project

- 5.1 The average annual financial allocation to the WOODALE Project sums to approximately EUR 70-75,000.

VI. Evaluation of the Project

- 6.1 The WOODALE Project, together with 13 other Garda youth diversion projects then in existence, was independently evaluated in 1998-99 by extern researchers (Children's Research Centre, Trinity College Dublin), as commissioned by the Department of Justice, Equality Law Reform. The resultant report, *The Impact and Effectiveness of the Garda Special Projects*, was published in October 2000³. The terms of reference of the research were to:

- (1) assess and evaluate the Garda youth diversion projects in relation to:
 - the success or otherwise in targeting young people engaged in criminal and anti-social behaviour;
 - the impact in reducing crime and anti-social behaviour among participants; and
 - the improvement of quality of life in the areas where the project is in operation; and
- (2) identify examples of best practice within the management, operation and organisation of individual projects; and
- (3) comment on the potential for improving links with other statutory and voluntary agencies providing related services in the same area(s).

- 6.2 The findings are complex and too numerous and detailed to reproduce here. However, in relation to the WOODALE Project, the researchers concluded that there was a highly structured process of referral and screening of potential

• ³Much of the description of this good practice example relies heavily on the content of this research report.

participants, together with formal systems for tracking and monitoring progress in the project. There is a clear expectation of behavioural change, and continued participation on the project is reviewed on this basis. Although the research did not seek to rank or grade projects on their performance, it was clear that the WOODALE Project was one of the most successful projects of its kind. Moreover, on the basis of a self-report behavioural checklist administered to participants on five GYDPs, including the WOODALE Project, the projects appeared to be having a positive impact on the frequency of offending and anti-social behaviour.

- 6.3 In the year 2000, the Department of Justice, Equality and Law Reform commissioned the Centre for Social and Educational Research, Dublin Institute of Technology, to research and prepare an in-depth profile of participants on Garda youth diversion projects, including the WOODALE Project.
- 6.4 The researchers used a combination of questionnaires and an analysis of local population statistics to build up a risk profile, and the resultant report, *Study of Participants in Garda Special Projects*, reveals, among other matters, that:
 - (1) the key indicators of risk identified with regard to the communities in which the project participants live include high youth populations and high levels of anti-social behaviour and intimidation.
 - (2) unemployment rates, rates of dependency on social welfare, levels of early school leaving, numbers of one-parent families, and households with more than four children were above the national average for all of the areas in which projects included in the study were located.
 - (3) aspirations of educational achievement among the project participants were low.
 - (4) approximately 59 per cent of the project participants reported previously being in trouble with the Garda Síochána, with the most common reasons relating to 'robbing' cars/vans/bikes.
 - (5) approximately 63 per cent of the project participants reported having previously drunk alcohol, approximately 59 per cent reported having previously skipped school; and approximately 54 per cent reported having previously stolen from a shop/supermarket.
 - (6) there is a strong correlation between offending behaviour/anti-social behaviour of individual project participants and that of their peers, with approximately 56 per cent reporting that someone close to them had previously been in trouble with the Garda Síochána.
- 6.5 In light of the demographic increase in the number of young people aged 12 to 18 years in Ireland, a high-level decision was made to dramatically increase the number of Garda youth diversion projects across the jurisdiction. A major investment programme led to an increase in project numbers from 12 in 1997, 29 in 1999 to 64 at present. This numerical increase resulted in a commensurate need for quality assurance across projects and the imperative to ensure that genuine diversionary outcomes would be achieved by the projects.

- 6.6 The Department of Justice, Equality and Law Reform duly decided to develop comprehensive guidelines for the establishment, operation, management and administration of projects. This development process relied heavily on the findings of research into the projects, particularly *The Impact and Effectiveness of the Garda Special Projects*, and the WOODALE Project proved something of a model of ‘best practice’ in formulating the guidelines.

VII. Dissemination of the Results

- 7.1 The report *The Impact and Effectiveness of the Garda Special Projects* was launched by the Minister for Justice, Equality and Law Reform in October 2000. It was distributed free of charge to all Garda youth diversion projects and other interested parties, such as third-level educational establishments and youth work organisations. It is also available electronically free of charge on the Department’s website (www.justice.ie) and for sale from the Government Publications Sale Office, Sun Alliance House, Molesworth Street, Dublin 2, Ireland.
- 7.2 The report *Study of Participants in Garda Special Projects* was published in August 2002 and was distributed free of charge as in paragraph 7.1 above. Copies are also available free of charge directly from the Department of Justice, Equality and Law Reform.
- 7.3 The main findings of both reports were presented by the respective researchers to the *2001 Annual Conference of Garda Youth Diversion Projects*⁴, held in Dublin on 9-10 October, 2001, as a means of stimulating debate and promoting acceptance of the need for comprehensive guidelines for the operation and management of the projects, to ensure an appropriate focus on those most in need of this form of intervention.

• ⁴ Attended by practitioners and project representatives.

Country: Italy

Summary

Project Title: Pollicino

The Topic Area: Youth violence/crime

The object of the project:

Implementation of new plans for socialization and work opportunities for young people who are “at risk of social exclusion” or involvement in criminal activities.

Intervention (method):

- Phase one: “Basic professional notions”: Aims to encourage the adolescents to acquire more self-awareness; commence processes of empowerment etc.
- Phase two: “Individual professionalism”: establishment of work relations
- Phase three: “Business start-up and insertion in work environments”: Establishing work relations with businesses where apprenticeships took place and creation of a business.

The target group of the project:

Young people who are at risk of social exclusion

Evaluation – scope, method, results, replicability and gathering & processing of experience:

. In some cases there was an immediate willingness to host youths, whereas in others, lengthy periods of reflection and awareness were necessary to insert participants.

Country: Italy

Summary

Project Title: Penal mediation

The Topic Area: Youth Violence

The object of the project:

The project is aimed at pacifically managing any conflicts arising in the reconstruction of social bonds, with emphasis given to the victim of a crime.

Intervention (method):

An office for juvenile crime mediation has been opened, which is aimed at assisting juveniles in the Lombardy region who have committed a crime. In order to re-educate the juveniles by placing emphasis on the emotional and humane aspects of the crime situation.

The target group of the project:

Juvenile offenders

Evaluation – scope, method, results, replicability and gathering & processing of experience:

The outcome of the project is reparation, realised by means of a symbolic or, less importantly, material act, which fosters reciprocal recognition between the individuals, involved in the situation

Project	Cultural mediation
Location	Treviso - Italy
Juvenile Services	Penal Institute for Juveniles and Residential Structure of Treviso
Period	From 1995
Partners	Volunteer association “Fratelli d’Italia” of Treviso
Objectives	A full program of various measures aimed at non-EU young offenders has been studied, to recognize and protect their cultural identities and enhance communication among the juveniles, institutions and local agencies.
Activities carried out	Within the environment of the juvenile services described above, and with respect to juveniles who have been deprived of their freedoms, cultural activities will be carried out in order to implement the various treatment measures and in order to re-create socialization and communication under an educational and assistance profile. Moreover, contacts between juveniles and local resources will be facilitated to enable the realization of educational projects that allow the juvenile to leave the juvenile penal structure and which facilitate entry and integration in the local community.
Users	Juvenile inmates of the Penal Institute for Juveniles and present in the Residential Structure in Treviso.

Project	“Pollicino”
Location	Palermo and Termini Imprese
Juvenile Services	Center for Juvenile Justice of Palermo – Juvenile Social Services of Palermo
Period	1997-2000
Financing	European community employment initiative
Partners	The implementing agency for the project is an ad hoc group of companies, denominated “Pollicino Consortium” composed of the Don Calabria Institute – at Termini Imerese, the “Inventare Insieme” Association (Onlus) and “Al Azis” Cooperativa Sociale S.r.l.
Objectives	Implementation of new plans for socialization and work opportunities for young people who are “at risk of social exclusion” or involvement in criminal activities.
Activities Carried Out	Professional training course for “Community Educators of

adolescents at risk of social exclusion”

The training sessions were attended by 20 students plus 5 who sat in at the courses. Twelve of the participants were employees of the “Pollicino Consortium” and 13 were collaborators and volunteers from the above consortium. All twenty students and 2 of the students sitting in on the lessons completed the course and received the relative qualification.

Professional training course for “Managers of Non-Profit Organizations – Local Development Agents”

The course was attended by 15 students, 5 of whom were employees of the agencies belonging to the “Pollicino Consortium” and 10 collaborators and volunteers from the above agencies. 11 students were admitted to the final exams. The Regional Council for Labor has to appoint the Chairman of the examination committee in order to issue the relative professional qualification.

Refresher course for “Teachers of courses for workers aimed at young people at risk of social exclusion”

11 people attended the course: eight teachers from the “workers’ courses” attended by “Pollicino” children (five from S.M.S. Antonio Ugo di Palermo and three from S.M.S. Tisia d’Imeria of Termini Imerese), co-ordinators from the two semi-residential communities and one educator from the Municipality of Palermo.

At the end of this course, a professional certificate by the Superintendency of Studies of Palermo (Project Partner) was released to participants.

Train the trainers (permanent training)

This activity was implemented by the Professional Personnel Training Scheme for the Messina Juvenile Services as a self-training experience based on community experience and aimed at maintaining the objectives and constructing operative instruments to support work with adolescents and defining professional roles for community educators.

Professional training course for “multipurpose operators in the field of tourism and environmental services”

Twenty-eight youths participated in this course: 14 full-time course students and two sit-in students at Palermo; 14 course students at Termini Imerese.

The two sit-in students were inserted in consideration of possible drop-outs during the training course.

The youths involved were girls and boys at risk of social exclusion, aged between 15 and 19 years of age reported by the juvenile social services. Many of these adolescents had been taken in charge by various national social-educative agencies.

Twenty-three youths completed the training course (82%): 12 from the Municipality of Palermo and 11 from the Municipality of Termini Imerese.

	<p>Abandonment of the course was due mainly to family and personal reasons (two transfers to other cities, two transfers and other training initiatives). Despite the course drop-outs, Community operators continued their task of directing and accompanying adolescents and maintained collaboration with reference services and youths' families.</p> <p>The training course, which started in September 1998 and terminated in May 2000, was structured as follows:</p> <table> <tr> <td>1st Phase Basic Professional Concepts</td><td>(450 hrs)</td></tr> <tr> <td>2nd Phase Specific Professional Concepts</td><td>(1,000 hrs)</td></tr> <tr> <td>3rd Phase Start Up – Business Activities</td><td>(450 hrs)</td></tr> </table> <p>The first phase, denominated “Basic Professional Notions” started in September 1998 and ended in January 1999.</p> <p>The first phase comprised 450 hours subdivided as follows:</p> <ul style="list-style-type: none"> 168 hours professional sector 140 hours community sector 112 theoretical-practical training <p>The objectives of the First Phase were to: encourage the adolescents to acquire more self-awareness; commence processes of empowerment; accompany them in their professional choices in accordance with their aptitudes and interests with particular reference to the tourist/environmental sector; activate group activities in relation to the community; acquire basic professional know-how with regard to tourism and environment; encourage awareness of territorial resources; develop general capacities and conceptual networks to be used in working situations.</p> <p>The second phase “Individual Professionalism” started in February 1999 and was concluded in December 1999.</p> <p>Conclusion of the second phase was initially foreseen in October 1999. However, given the personal difficulties of several youths and, above all, a slow establishment of “work relations” more time was necessary to implement the stages. The Ministry of Labor was therefore requested to extend the deadline for conclusion of the second phase to December 31.</p> <p>The second phase was preceded by mapping of the work expectations of the adolescents and their expectations concerning possible insertion in the work force. Therefore personalized training plans were set up, linked to the projects defined in the previous phase. It was not particularly easy to find businesses willing to host participants. In some cases there was an immediate willingness to host youths, whereas in others, lengthy periods of reflection and awareness were necessary to insert participants.</p> <p>The second phase, comprising 1,000 hours, was subdivided as follows:</p> <ul style="list-style-type: none"> 640 hours apprenticeship/individual stages with businesses 300 hours theoretical training 60 hours guided tours and exams <p>The objectives of the second phase were to: encourage specific</p>	1 st Phase Basic Professional Concepts	(450 hrs)	2 nd Phase Specific Professional Concepts	(1,000 hrs)	3 rd Phase Start Up – Business Activities	(450 hrs)
1 st Phase Basic Professional Concepts	(450 hrs)						
2 nd Phase Specific Professional Concepts	(1,000 hrs)						
3 rd Phase Start Up – Business Activities	(450 hrs)						

	<p>professionalism in youths by means of educational apprenticeships carried out within businesses and external agencies in order to facilitate their insertion in the labor market, encourage orientation towards labor and business; encourage promotion of working experiences among other young people in the community.</p> <p>This phase places particular importance upon training apprenticeships, i.e. a practical instrument for encouraging entry into the labor market. The youths have completed 640 hours of training apprenticeship and for each youth a personalized project was defined with respect to timeframes, objectives and activities.</p> <p>Theoretical training was aimed at improving cultural awareness, sharing of events and respect of rules, developing one's critical capabilities, orientation towards work, sharing of stage experiences, stimulating relationships, business acumen and territorial development.</p> <p>Guided tours were aimed at encouraging awareness, discussion and exchange between the communities of Palermo and Termini Imerese and to learn about the business situations in these two areas.</p> <p>The third phase, denominated “Business Start-Up and Insertion in Work Environments” started in January 2000 and terminated in May 2000.</p> <p>The duration of the third phase was 450 hours.</p> <p>Two possible ways of participation were foreseen: the first was orientated towards establishing a working relation with businesses where apprenticeships took place, whereas the second was orientated towards the creation of a business.</p>
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Country: Portugal

Summary

Project Title: "Programa Escolas - "Choices" programme -

A national governmental and experimental program.

The Topic Area: Youth Violence/Ethnic minorities

The object of the project:

Prevention of youth Violence in multicultural contexts in each of the 53 disadvantaged of 3 districts. (Oporto, Lisbon, Setúbal)

Reduction of juvenile criminality by participation in Escolas' projects.

These projects have the aim to:

- To reduce their school failure and professional qualifications
- To reduce their aggressive behaviours and other risk behaviours
- To develop their social, interpersonal and prevocational skills
- To take them out of the streets

Intervention (method):

Previous diagnoses of the problem in the local area and to fulfil the local needs in relation to the prevention of juvenile delinquency and criminality.

Creation of opportunities for the juveniles' social and professional inclusion.

Mediation and supervision.

The target group of the project:

Young offenders and victims between 6 and 11 years and mainly from 12 to 18 years with few school qualifications, who have not been targeted by any or only a few local and central institutions.

Evaluation – scope, method, results, replicability and gathering & processing of experience:

Qualitative and quantitative data for identifying the risk of the offenders.

External and internal evaluation. The main analyses dimensions are based on these criteria:

- Adequability
- Management and process efficacy
- Efficiency
- Equity
- Impact
- Public satisfaction

Annex 2

GUIDELINES FOR DESCRIPTION OF THE PROJECT:

Name of the project: Programa Escolhas – “Choices” Programme - a national, governmental and experimental program.

Contact person and address: Drº Eduardo Vilaça (National Coordinator); Campo Grande, nº 5-A 1700-087 Lisbon, Portugal.

The topic area of the project: Prevention of Youth Violence in multicultural contexts.

I. Description and analysis of the nature of the problem

- ✓ **Nature of the Problem:** Juvenile Delinquency and Criminality in Portuguese disadvantage neighbourhoods/communities

1. What was the crime problem the project wanted to tackle?

- a) **Directly:** The incidence of Juvenile Delinquency and Criminality in each of the **53** disadvantaged communities of **3** Portuguese districts: Lisbon, Oporto and Setúbal; as well as the Social and Professional Exclusion of the offenders and youngsters at risk of those communities;
- b) **Indirectly:** The fear and insecurity perception and feelings of those local communities and in the 3 districts, and in the Portuguese society, in general.

2. The elements in the problem/subject, which wanted to be changed and/or developed?

To reduce the prevalence of juvenile delinquency and criminality in each of the 53 communities and to diminish the fear and the insecurity feelings of local communities and the society, in general. To enhance the protective factors for the youngsters at risk of the local communities through the creation of opportunities for their social and professional inclusion. To reduce in those youngsters attending Escolhas' projects their school failure and abandonment and consequently their low school and professional qualifications; to reduce in them their aggressive behaviours and other at risk behaviours; to develop their social, interpersonal and pre vocational skills, and to develop some opportunities to take them out of streets.

3. What types of evidence were assembled to identify the crime problem?

- a) For the selection of the first 50 communities, where it had been decided by 5 Ministries where the program should be implemented (although its National Coordinator could introduce some changes according to other identified needs), one used qualitative and

quantitative data provided by those Ministries (mainly Justice, Education and Internal Administration), and by local authorities and NGO'S.

- b) For the implementation of local interventions the program used qualitative and quantitative data provided by local institutional registrations and through participatory methodologies with representants of local and central institutions aimed at tackling the juvenile delinquency problem.

✓ **Describe key aspects of the evidence that informed the decision to target the problem, including whether a recent problem or one of long standing**

A sudden increase in the juvenile criminality incidents in the 2000 summer which were immediately spread through all the media and frightened the Portuguese society in general.

✓ **Any special difficulties encountered or innovative approaches adopted in obtaining/analysing the evidence?**

- a) **Innovative:** Participatory and local diagnosis mainly based on the local actors;
- b) **Difficulties:** frequent lack of organized data, delay in obtaining important data because only recently some services received computers; lack of a culture of registration in social intervention; political elections and changes.

II – Target Groups of the project (size, victims, offenders, places/situations):

- a) **Primary target:** approximately **2000** excluded and at risk youngsters (666 for each district and 38 for each community) from disadvantaged urban contexts in the 3 Portuguese districts (Lisbon, Oporto and Setúbal), who are offenders and victims, (from 6 to 11 years and mainly from 12 to 18 years with low school and professional qualifications and not being targeted by any or few local or central institutions);
- b) **Secondary target:** local partners and local young actors as mediators in each community were expected to be mobilized and to participate in partnership with territorial intervention;
- c) **Tertiary target:** residential communities of the target youngsters and the society, in general.

III – Plan of the project:

- 1) Has the project done anything especially interesting in the stages of the preventive process that is worth learning from?
- 2) As a minimum, has the project followed an adequate process of:

- 1) In each of the **53** communities, the first phase of the program implementation was a local participatory diagnosis which aimed at identifying the risk and protective factors of the local youngsters at risk and of the offenders (*ex: school failure and abandon, adolescent pregnancy, poverty, aggressive behaviours, lack of parental supervision, lack of local equipments for time leisure, peer relationship problems, local authorities interested in this problem, etc*).
- 2) All the local planned interventions(projects) were based upon these previous diagnosis to fullfil the local needs concerning the prevention of juvenile delinquency and criminality.
- 3) The local interventions were always based on the local resources and on the existent national resources within logic of local partners mobilization and utilization of the maximum existent resources.
- 4) The program has an internal and external evaluation.
- 5) As consequences of the **on going evaluation** we may refer the following: there were several adjustments concerning the projects' human resources (staff); in fact the Ministries Council Resolution (RCM) n° 4/2001 which officially created the Escolhas Program, stated the projects' staff to be picked from local and central institutions; however most of those institutions had not available staff to transfer to Escolhas projects. As a result the program had to contract most of its projects' staff which had an impact in the program organization structure in the 3 districts; the RCM had also stated the integration and the work of mediators within its projects but had not planned a technical structure which aimed at the follow up and supervision of the mediators, some of them also youngsters at risk; resulting from this evaluation the program created a new position/figure in the 3 district teams – the Mediators Coordinators and a supervision structure with several and regular meetings with the mediators, as well as regular training sessions on job.

The RCM has also a great focus and gives a huge importance to local partnership interventions, however the 3 years duration of the program seems to be one of the main difficulties in the building and efficacy of local partnerships because the program has to give priority to the results presentation instead of being concerned with the processes related to the mobilization of local partners, which in some cases needed more time; also the planning and execution of local projects to combat and prevent Juvenile Delinquency and Criminality require a lot of skills in Strategic Planning, Community Intervention, Psycho Social Rehabilitation, Mental Health, Community Mobilization, amongst others, which were lacking in most of the program's staff as well as in the local institutions' staff; as a result it was necessary to train the program and projects' staff in some of those skills, mainly in Strategic Planning; which was only possible in September 2002.

IV. – Organization of the Project: 1 National Coordinator, 3 Districtal Coordinators and 3 District Teams – each one with 6 to 8 Communities Coordinators (each one responsible for the planning and implementation of

local projects in 2 or 3 communities), 2 Mediators Coordinators, 68 mediators, and 138 “Bolsseiros” (“Scholarships”).

V. – Cost of the project: 7.481.968,456 Euros each year during 3 years.

VI. - Evaluation of the project:

The program’s evaluation is internal and external. The **external evaluation** is **independent** and is based on 4 key issues: the program conception’s, its implementation and execution, its management structures, and obstacles and purposes. The main **analyses dimensions** are based on the following criteria: **adequability** (*ex: the program frame in the urban context, the selection frame of the communities, the local diagnosis and its relation to the local projects’ design, etc*) **pertinence** (*ex: initial definition of the problem(s), theoretical and methodological frame of the local projects, integration degree of the projects, decision make structures, etc*), **management efficacy** (*ex: technical structure of the projects, decision make and information structures, internal evaluation forms, training structures, etc*), **process efficacy** (*ex: interventions types, and degrees of realization for each type of project, objectives attainment, construction of basic indicators, effects not planned, degrees of innovative aspects, projects relation to other programs, projects and measures*), **efficiency** (*ex: means and results, budgets and financial evaluation of the projects, available resources, etc*), **equity** (*ex: target public characterization, initial diagnosis and target public, risk situations and non target public, etc*), **impact** (*ex: planned and attained results, non planned results, innovative effects introduced, impacts in different intervention areas, results at the partnerships level, etc*), **public satisfaction** (*ex: participation degrees of the different participants, attendance and participation degrees of the target groups and their families, etc*).

Concerning the internal evaluation which is **on going** and **final** the initial main concern was to create a group of indicators for all projects and related to the aims of the program (*ex: number of youngsters with school abandonment who return to school or integrated training courses, number of youngsters at risk who are attending the projects, number of youngsters at risk who developed a life project, number of youngsters at risk who had better results at school, satisfaction level of the participants, number of ex offenders who didn’t get any sanction, number of criminality incidents amongst the target public in each community*).

- **The main results of the internal evaluation** (numbers of this year until June): **a)** Number of projects implemented in the 53 communities: **70**; **b)** Number of youngsters at risk and offenders attending th local projects: **1874**; **c)** Number of individual meetings between Escolhas Staff and local partners: **477**; **d)** Number of Group meetings between Escolhas Staff and local partners: **84**; **e)** Number of youngsters locally diagnosed as at risk: **3205**; **f)** Number of mediators with a training course and integrated in the local teams: **68**; **g)** Number of “Bolsseiros” (“Scholarships”) with a small training course and integrated in local projects: **138**; **h)** Number of target youth attending the projects who had been sent to other institutions for their social and professional inclusion: **155** (**96%** to training courses and **4%** to school and labour market).

- **The generability and explicability of the results in other contexts:**

- A) The program is experimental and implemented only in 3 districts, although Portugal has 18 districts. The good practices will be identified and evaluated by the external and independent evaluator; this will facilitate the dissemination of the good interventions to others communities and other districts if the programa will last beyond 2003;
- B) Mediators as youngsters selected in the target communities;
- C) Bolseiros – a strategy to motivate and give life opportunities to target youngsters in disadvantaged communities;
- D) Three level coordination, partnership and intervention: national-district-local.

VII. – Dissemination of the results (reports, articles, presentations, websites):

- A website – www.programaescolhas.pt where it's also planned to disseminate the main results obtained with both evaluations;
- 5 external evaluation reports;
- A final report;
- A report about the characterization of the target public in the 53 communities;
- 1 public forum of the local projects;
- 1 public presentation of the evaluations results.

Country: Spain

Summary

Project Title:

The Topic Area: Youth Violence/Ethnic Minorities

The object of the project:

Re-education of juvenile offenders - taking account of their personal, relative and social circumstances and delegating competence in Autonomous Communities.

Intervention (method):

- Establishing the "Children monitoring centre", which is taking care of children's subjects and is composed by representatives of different institutions - public and private.
- Specialised Police units within the criminal general department.

The target group of the project:

Males between 16 and 17 years old - involved in:

- Committing offences against person
- Robberies with violence
- Run/away - escape from home

Evaluation – scope, method, results, replicability and experience collection/accumulation:

External evaluation.

Drawing up of Grume's Annual Report containing a balance and a statistical and operational descriptions of juvenile delinquency in Spain.

KEY FEATURES OF THE PROJECT	DESCRIPTION OF THE MEASURES
<p>I Description and nature of the problem analysis:</p> <p>1) What was the crime problem the project wanted to tackle?</p> <ul style="list-style-type: none"> - Scope of the project. - Crime or disorder problem only. <p>2) The elements in the problem/subject, which wanted to be changed and/or developed?</p> <p>II. Project Target Groups (size, victims, offenders, places/ situations):</p>	<p>1)</p> <ul style="list-style-type: none"> a. - Increase of the crime among minors. b. - Young immigrants of legal age, paperless, try to pretend that they are minors to get benefits under the law ruling the penal responsibility of minors. c. - Increasingly competence of the specialised groups on juvenile crime, on minors transferral to internment institutions. d. - Juvenile offenders escape from internment institutions. <ul style="list-style-type: none"> - Minors and juveniles offenders - Minors and juveniles crimes. <p>Through measures adopted by the Government should be addressed towards the rehabilitation of the minor and his/her highest interest, suppressing any repressive connotation and directing performances to a preventive-special function.</p> <ul style="list-style-type: none"> ◆ Drawing up the juvenile delinquent profile: male, between 16 and 17 years old, they commit offences against the person, specially injuries/bodily harm, car thefts, robberies with violence, run away/escape from home, and other offences. ◆ Assessment of the minor role of juveniles in criminal micro-nets and organisations which are engaged in drug trafficking; and, in the most disadvantaged areas, detection of minors' small-scale involvement in surveillance actions to alert drug peddlers to the arrival of Police officers. They are used as "couriers" or "errand boys" who carry small quantities of drug from the supplier to the distributors. ◆ On a small scale, some families are engaged in drug trafficking, and they use minors as drug peddlers and to distribute drug among other minors.

	<p><u>The different participants, by means of a Working Group.</u></p>
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III. Plan of the project:

Setting the specific law: *Organic Law 5/2000 Ruling Criminal Responsibility of Minors*, which is aimed to the re-education of the juvenile offenders, taking into account their personal, relative and social circumstances and delegating competence in the Autonomous Communities.

It is tried, from the National Plans, to incorporate the activities of the different Ministries (Education, Labour and Social Affairs, Health, Interior) by establishing the CHILDREN MONITORING CENTRE which is taking care after children's subjects and is composed by representatives of different institutions, both public and private.

JUVENILE COURTS: It has a national territory scope, they are provided with specialised judges on juvenile offences and they work jointly with each Autonomous Community to fulfil the imposed provisions. They have TECHNICAL TEAMS to draw reports on the different aspects of minors: family, school, local, community, etc. So that the judge, after the hearing of the Minors Prosecutor, can impose the most adequate and rehabilitating sanction both for the minor and his/her victim.

MINORS PROSECUTORS: They work in their offices within the Courts.

MINOR'S OMBUDSMAN: He/she is only established in the Madrid Autonomous Community and looks after the highest interest of minors, both victim or offender.

CITY COUNCILS: They co-ordinate the social services and the Minors Protection Centres.

SPECIALISED POLICE UNITS WITHIN THE CRIMINAL POLICE GENERAL DEPARTMENT:

- UDYCO (Drugs and Organised Crime Units) that have been established to fight against drug trafficking and illegal trafficking in human beings.
- Minors Groups (GRUME), highly specialised on paying attention to juvenile offenders; they work jointly with the other groups already explained and recognised under the

	<p>specific law.</p> <ul style="list-style-type: none"> ▪ Liaison officers in other countries. ▪ Attendance to round tables, talks, symposium, etc., on “Juvenile Crime and Justice for Minors in Europe”: a) Paris “ 19-20th October 2000 and b) 12th March 2002, “Crime and Security: Present Awareness” Meeting in the Sorbonne University, focused on crimes and justice involving minors in France. ▪ Special Operations are carried out in leisure and free time venues and in those group meeting places to control vandal acts and violence, above all during week-ends. ▪ Drawing up of a GRUME report evaluating juvenile crime from the entrance into force of the new law and comprehensive information of all interventions and events involving juvenile offenders, descriptive files of police and extra-police activities (police transferrals, to put the children into their parents’ care, etc) ▪ Document counterfeiting courses to verify the genuineness of the foreign minors’ identities, birth date or name changes to avoid their location. <ul style="list-style-type: none"> ◆ Setting up of a police record with photographs and fingerprints of young offenders, for protection and identification purposes, with restricted access and with the consent of Juvenile’s Courts and Public Prosecutors. ◆ Control of violence in football stadiums and violence in sports in general, by means of cameras installed in stadiums. ◆ Groups specialised in Sects where minors are active. ◆ A more effective police presence in the streets, by means of crime fighting specific programmes such as “Community Policing”, “Police –School”, within the “Police – Family” Programme. With these programmes, the Police Officer figure is introduced into schools, as being a person invested with the characteristic authority of an Officer but close to young people, aware of their problems and being somebody to whom you can turn to at any time or situation. ◆ POLICE 2000 PLAN: There are set up the “Community Police Officers” (Policías de
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<p>IV. Organisation of the project:</p>	<p>Proximidad) who are in direct contact with citizens. These Police Officers detect more quickly and effectively the young offenders/ juvenile delinquents who hang around the streets in groups; and, therefore, the Officers pay a special attention to the schools' surroundings, and they watch out for children truancy, drugs sale, vandalism and violence between rival groups, etc.</p> <ul style="list-style-type: none"> ◆ EUROPOL: Investigation of Trafficking in Human Beings and criminal offences that money laundering entails. Participation in meetings to draw up specific strategies and prepare concrete police operations which affect the 15 Member Countries. ◆ Close co-operation with Non Governmental Organisations devoted to the complete protection of minors. ◆ Drawing up of measures provided for in the laws which sanction / integrate into society the minor who commit actions which are defined as statutory crimes, by means of legal systems specific for them: <ol style="list-style-type: none"> 1) Imprisonment in a young offender institution under closed regime 2) Imprisonment in a young offender institution under open regime, carrying out activities out of the institution 3) Imprisonment in a young offender institution under open regime, carrying out activities inside the institution 4) To be taken into an institution for therapy 5) Outpatient treatment. Attending a day care centre 6) Weekend stay 7) Parole. <p>Study of variables which influence juvenile crime: Social Exclusion/ Poverty/ Neglect/ Truancy/ Alcoholism/ Family Problems/ Drug Addiction/ Illiteracy/ Others.</p> <p>The institutions in charge of these studies are:</p> <ol style="list-style-type: none"> a) The Secretariat General for Social Affairs of the Ministry of Labour and Social Affairs, and concretely the Directorate General for Social Action, the Minor and the Family, with its new "Children Monitoring Centre". b) The Technical Teams of the Juvenile's Public
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<p><i>V. Cost of the project:</i></p> <p><i>VI. Evaluation of the project:</i></p> <p><i>VII. Dissemination of the results (reports, articles, presentations, websites)</i></p>	<p>Prosecutor Offices.</p> <p>c) The Minor's Ombudsman (only at Madrid)</p> <p>d) The Regional Institutes for the Minor and the Family, dependent on each Autonomous Community</p> <p>e) University doctoral theses, either on Psychology or Sociology or Criminology</p> <p>f) Different Non Governmental Organisations which receive subventions from the Ministry of Labour and Social Affairs</p> <p>g) Foundations devoted to children assistance and support.</p> <p>Police Groups specialised in minors and drug trafficking, and public and private institutions participating in the Project.</p> <p>The evaluation of costs is difficult, because different Administration departments participate in the Project.</p> <p>Drawing up of a GRUME's Annual Report containing a balance and statistical and operational descriptions of juvenile delinquency in Spain.</p>
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Country: Sweden

Summary

Project Title: Support Centre for Young Victims of Crime

The Topic Area: Youth Violence

The object of the project:

The principle objectives of the Support Centre is to make special resources available for the work conducted with young crime victims taking their experiences of crime seriously, so that they do not lose faith, in the community, the adult world or the justice system.

Intervention (method):

- Counselling individually and in groups.
- Writing down a description of the crime (The victim).
- Drawing a picture of the crime-scene (The victim).
- Discussion with the victims about their fear and feelings.
- Drawing two pictures - How to act upon the crime (the opinion of the victim):
 1. *The victim's punishment of the perpetrator.*
 2. *The society's punishment of the perpetrator.*
- Personnel support of Law-students – e.g. in court.
- Evening parents-meetings.

The target group of the project:

- All young people, who have been victims of crime.
- The parents of the victims.

Evaluation – scope, method, results, replicability and gathering & processing experience:

- Social workers at the Support Centre continuously updates statistics relating to number of visits, telephone conversations, meetings, lectures etc.
- The victims and their parents are given the opportunity to complete an evaluative questionnaire. It is indicated that those victims who assigned a support person are very satisfied with the help they received. The victims has been:
 - 1) Less nervous
 - 2) Being able to express themselves better.
 - 3) Being able to provide a more credible account of the crime.
- No scientific study of the crime preventive effects of the Support Centre's work has yet been conducted.

2002-09-10

L Alexandersson

The Swedish National Council for Crime Prevention

Project name: Support centre for young victims of crime

Contact person: Ann Hellströmer, Support Centre for Young victims of crime,
Box 32025, 106 75 Stockholm. Tel +46 8 401 23 34

Project's principle focus: Taking care of young victims of crime

Description and analysis of the problem

The number of youth muggings being reported to the police increased considerably during the latter part of the 1990s, particularly in metropolitan areas. "Indications from the field" show that smaller communities have also been affected by such muggings over recent years. A study conducted by the Swedish National Council for Crime Prevention (BRÅ) at the end of 1999 confirms that this particular offence type, where both perpetrators and victims are young people, has undergone a real increase. The study shows that slightly over ten per cent of boys and five per cent of girls had been mugged over the course of a two to four year period, when they were between thirteen and seventeen years old. Among social workers and police, it has long been known that young crime victims are often "forgotten".

The way that young victims react to the crimes they have experienced varies considerably. Without exception, the victims that have been in contact with the Support Centre have experienced psychological problems as a result of the indignities that the crime has involved. Besides being subjected to the crime itself, additional psychological injuries may be sustained as a result of the failure of adult witnesses to intervene, the fact that the police are not always able to find the perpetrators and that the police investigation is discontinued as a result, the provision of little or no support during stressful court proceedings, or the possible release of the perpetrator. Further indignity may be experienced if the victim does not then receive a damages payment of some kind from an insurance company. The job of the Support Centre involves working through and alleviating the consequences of these injuries.

Among young victims of crime, there is a widespread distrust of the judicial system's desire and ability to react to this type of offence. If the perpetrators of these offences are not caught and convicted, this involves profound psychological strain for the victims of the crimes. Establishing a swift and regular contact with the young crime victims leads to an improvement in the opportunities available to society to pursue its response to criminal acts of this kind and thus to increasing the numbers of similar offences that are cleared up.

Following developments and creating sound strategies to prevent youth muggings and to react to those that do occur is also important from a more long-term perspective. The BRÅ study referred to above shows that youths with an immigrant background are over-represented among the perpetrators of these offences. One consequence of this may be heightened levels of anti-immigrant sentiment among young people, an

increased hostility towards immigrant groups and perhaps even an increase in involvements with groups professing anti-immigrant and racist ideologies. Youths from an immigrant background are also counted among the victims of these crimes, and it goes without saying that they receive the same help and support as any other young person. All young people have a right to the help and support of the Support Centre when they have been the victims of crime.

The project's target groups

Among the principle objectives of the Support Centre is to make special resources available for the work conducted with young crime victims, and thus to take their experiences of crime seriously, so that they do not lose faith in either the community of which they are a part, the adult world or the justice system. Through the provision of support for young victims of crime as their cases are processed through the justice system, society at large is given an improved opportunity to fully prosecute this type of offence. This ought also to reduce the risk that crime victims themselves may wish to take out their own revenge, and thus become perpetrators of crime themselves. Furthermore, the fact that the study conducted by the National Council for Crime Prevention in Stockholm and Malmö showed that youths from an immigrant background were over-represented among the perpetrators of offences of this kind also means that there is a clear risk for heightened levels of anti-immigrant sentiment and racism among the young victims of these crimes.

The direct target group for the project is thus the young persons who have been the victims of crime. From this standpoint, the Support Centre's activities may be designated as tertiary and have the objective of preventing repeated exposure to crime.

Although most young victims of crime are not subject to physical injury, the vast majority do suffer from various forms of psychological problems that in turn often have negative social consequences. Despite the fact that the reactions of victims of crime are a highly individual phenomenon, the experience of victimisation in association with mugging or assault, for example, is acutely traumatic for the vast majority of young men and women. In the study conducted by the National Council for Crime Prevention that was mentioned earlier, the data showed that approximately half of the victims felt humiliated, violated, were angry with themselves, and so forth. Around 80 to 90 per cent experienced feelings of hatred and a desire for revenge in relation to the perpetrators, feelings that often remained with the victims for a considerable time. For many, the crime involved profound changes in their everyday life, including fears of running into the perpetrator again, for example, avoiding certain places and certain people, experiencing nightmares and having difficulty sleeping.

These various forms of injury constitute a complicated and intractable complex of problems. The regular counselling sessions with social workers and the practical, legal and moral support provided by the support personnel over the course of the legal process much improve the chances of repairing the damage to the victims' fundamental feelings of security that have been brought about by their experiences of the crime.

Since the crime victims are legally minors, their parents constitute another important target group for the project. Together with police from the Youth Offending Division in Stockholm, the Support Centre has arranged evening parent meetings, which amongst other things take up the following questions:

- What happens in the course of a police investigation
- How children and young people usually react to being the victims of crime
- Information on courses in self-defence
- Being a parent to a child who has been victimised by crime

Recently, the Support Centre has started a project entitled Parental Support, providing counselling sessions for the parents of young crime victims with a trained social worker, scheduled in the late afternoon or during the evening. The Support Centre also organises self-help groups where mothers and siblings of crime victims are given the opportunity to talk with other mothers and siblings who find themselves in the same situation.

The project's content and effectuation

The social services administration in Stockholm and the County of Stockholm Police Authority initiated the Support Centre for Young Victims of Crime on June 1 1999. The Centre is located in the same premises as the police, which facilitate daily contact and close collaboration in tasks that involve both.

The first contact takes place when the victim of a crime reports the incident to the police together with his or her parents. The Youth Offending Division provides the Support Centre with a copy of crime reports where the victim is under eighteen years of age and has been victimised in connection with a mugging, theft, harassment or assault etc. The Support Centre then sends a hand-written, personal letter, together with an informative brochure, to the victim, offering help in the form of counselling. The Support Centre also makes contact with young crime victims of whose existence it is notified by school counsellors, for example, victim support groups and help-lines, and victim support workers within the police organisation.

Counselling

Once the young person and his or her parents have contacted the Support Centre, an appointment is made for a first meeting. At this time the young person is given information about what the Support Centre has to offer and three further counselling sessions are arranged, at which the parents do not participate. If there are a number of victims associated with the same incident, they are offered the opportunity to participate in joint counselling sessions.

During the counselling sessions, the crime event itself is discussed in detail, as are the feelings that the crime has given rise to, a process known as debriefing. The aim of the counselling is to work through difficult emotions and to build up the young person's self confidence so that he or she is able to put the crime behind them and move on. Seventy-three per cent of those visiting the Support Centre have been young males. Almost half of the crimes experienced by the Centre's female clients comprise sexual crimes of varying degrees of seriousness. This type of crime usually produces

far more profound psychological and social consequences. The counselling sessions are therefore very different for boys and girls respectively. A far from insignificant proportion of Support Centre clients have been exposed to crime repeatedly, either during the period when the counselling sessions were being conducted or once contacts with the Support Centre had ceased. It is quite natural for these young persons to contact the Support Centre again.

At the first meeting, the youth is given a “homework” assignment, which consists in writing down as detailed a description of the crime as possible, and drawing a picture of the “crime scene”. Using this visual and written presentation of the incident as the starting point, it is possible to work through reactions and feelings that the crime has given rise to in the course of the counselling sessions which follow. The description may also be used should the case come to court, even though there may be some delay before this occurs.

During the second session, the discussion takes up the young person’s fears and the feeling of having been violated. This involves working through the unpleasant experiences connected with the crime, such as physical and psychological injuries and the loss of faith in one’s personal invulnerability.

At the third counselling session, the discussion includes the question of what consequences the perpetrator ought to face, and once again the young person is given a “homework” assignment. This time the assignment involves drawing two pictures, the first of which shows what they themselves would like to do to the perpetrator if they were to meet them again. The second picture is a drawing of the punishment they would like to see society mete out to the offender. The idea here is that this form of processing reduces the victim’s levels of aggression.

Law students as support personnel

The activities of support personnel constitute a very important part of the work of the Support Centre. These personnel are recruited from among the law students at Stockholm University. Their task is to provide assistance and support for the victims of crime from the time of the original police crime report until court proceedings are completed. The support personnel provide a step-by-step guide to the workings of the legal process for the victims, their families and the witnesses. In addition, they are present in court during the trial in order to provide moral support. The most common questions asked of the support personnel focus on the trial itself. What happens in court, the roles of the various actors involved, what the victim might receive by way of compensation, and the perpetrator by way of punishment.

The work of the Support Centre involves a concrete everyday collaboration between two of the principle actors in the field of youth crime prevention, the police and the social services. At the same time, the pioneering character of the work means that it is under continuous development and, as has been described above, mobilises and involves new groups such as law students and parents in the preventive and reparative work. The Support Centre has been the focus of a great deal of interest both in Sweden and in other countries. Its work has spread to other districts in Stockholm and to other local authorities in Sweden.

Cost of the project

Two social workers have been working full time in the project and are paid by the Social Services in Stockholm. The contribution of the police in the project is more difficult to estimate. A successful collaboration between the social workers and the police is depending on that the Centre is located in the Polices' premises, which has been the case in this project. The cost for localities, telephone and other attendant cost are thus covered by the police. Collaboration with the police is most important in the beginning of the project and could, during a 4-month period, be estimated to half-time occupation (20 hours per week). After that the contribution of the police declines. The cost of the law-students support is limited to petty expenditures.

Follow-up and evaluation

In order to facilitate a more scientific evaluation of the work of the Support Centre, documentation constitutes a very important part of this work. Social workers at the Support Centre maintain continuously updated statistics relating to numbers of visits, telephone conversations, meetings, and lectures etc. In addition, the victims of crime and their parents are given the opportunity anonymously to complete an evaluative questionnaire once their contacts with the Support Centre have run their course.

The statistics show that during almost three years of activity, the Support Centre has been visited 1645 times. Of these visits, 1525 involved counselling sessions with victims of crime, 69 involved meetings with support personnel, 9 meetings of groups of mothers, and 29 educational visits. A total of 903 personal letters have been written and sent to victims of crime. The Centre has had contacts with a total of 401 clients, of whom 380 were complainants in criminal cases. During this period, 31 support personnel have been engaged, of which 13 were men and 18 women.

The questionnaires filled in by the victims of crime indicate that those who have been assigned a support person are very satisfied with the help they have received. The moral support provided by these personnel during the court case has meant that the victims have been less nervous, have been better able to express themselves and have been able to provide more credible accounts of the crime. The support personnel have also provided help in connection with the question of compensation awards and other practical issues. At the same time, the law students have themselves gained important insights that will serve them well in their future professional roles as judges, barristers, prosecutors etc.

No scientific study of the crime preventive effects of the Support Centre's work has yet been conducted. A study of this kind is at present being planned and the scrupulous documentation of the work of the Centre to date will be of considerable help when this study is carried out.

A Support Centre that is able to respond rapidly to provide support for the young victims of crime, and that works in close collaboration with the Youth Offending Division in connection with the registration of crime, ought over the longer term to contribute to improvements in the levels of confidence exhibited by young people with regard to the justice system in general and the police in particular.

Country: UK

Summary

Project Title: Youth Offending

The Topic Area: Youth Violence

The object of the project:

The YIP (Youth Inclusion Programme) as a whole has the objectives to reduce arrest in the target group by 60%, reduce crime in the YIP Neighbourhood by 30% and to achieve at least a one-third reduction in truancy and exclusion rates for young people.

Intervention (method):

The different methods used aim to give the individuals a diversionary 'hobby' in order to develop the individual towards a positive future and a new behavioural attitude. The intervention methods come in the form of formal group activities, e.g. sport, art, social development etc.

The target group of the project:

The 50 most at risk juveniles aged between 13-16 years old within the most deprived neighbourhoods, selected by local partners (police, teachers, and social services).
Evaluation – scope, method, results, replicability and gathering & processing experience:

The programme, which has been rolled out in 70 neighbourhoods in England and Wales, is operating with a standard structure.

The standardised structure enables a consistent approach towards rolling out new schemes in new areas when needed.

The structure has also enabled a standard evaluation process to be constructed to look at both performance and operational excellence.

The benefits of the structure:

- Programme integrity.
- The bringing together of best practices from different schemes.
- A national help-line to aid YIP managers when they have queries relating to local issues or operational procedure.
- Cohesive direction to further development of YIP strategy by building on best practice and experiences from the regions.

Any youth crime programme operating at national and local levels can adopt the programme.

United Kingdom Project example – youth crime⁵

Project Title: South Tyneside Youth Inclusion Programme (YIP), Biddick Hall Ward

Crime Problem Addressed: Youth Offending

Project description – The 5Is

1. Intelligence

General Context

The South Tyneside Youth Inclusion Programme is one of 70 projects, which make up the Youth Inclusion Programme (YIP) in England and Wales. The main aim of a YIP is to ensure that young people who are currently excluded from mainstream society are ‘brought back’ through a number of focused interventions targeted and selected through a highly structured and standardised implementation process applied in each local project. Specifically a YIP targets the 50 most at risk young people aged between 13-16 within the most deprived neighbourhoods. The emphasis in this project description is mainly at the level of Implementation – the structures and processes by which the young-person-specific interventions are targeted and delivered – rather than that of the Interventions themselves.

South Tyneside YIP went live in the January-March quarter of 2001. It covers two estates: Biddick Hall and Whiteleas, which are separated by a main road. Both estates are within wards that figure in the top 5% on deprivation indices. The total population of the borough is 154,567 from which 6,960 make up the population of the YIP neighbourhood being targeted (4.5% of the borough). The population of the YIP neighbourhood is predominantly white, with 98.9% of people identifying themselves as white, 0.3% black and 0.31% Asian. The population of Whiteleas is predominantly elderly, and many of the residents have lived in their houses for quite some time. Biddick Hall is much more of a ‘traditional’ council estate with a large percentage of young people, many of whom are single parents.

The crime problem that the project aimed to prevent

The YIP aims to reduce arrest rates in the target group by 60%, reduce crime in the YIP neighbourhood by 30% and to achieve at least a one third reduction in truancy and exclusion rates for young people. During 1999 the types of crime recorded included 43 occurrences of assault and robbery, 164 burglaries (both domestic and commercial) and 236 cases of autocrime and 255 counts of criminal damage. The YIP as a whole has the **objectives** to *reduce arrest in the target group by 60%, reduce crime in the YIP neighbourhood by 30% and to achieve at least a one-third reduction in truancy and exclusion rates for young people.*

Significant consequences of the crime problem/s

The Biddick Hall estate has a bad local reputation because of high levels of youth crime and negative perceptions of the area held by older people on the neighbouring

⁵ Prepared by Tom Collins, Cap Gemini Ernst & Young (CGE&Y), and Judy Renshaw, Youth Justice Board England & Wales.

estate. In 2000 tensions mounted between the two estates when a large group of young people began to drink heavily on summer evenings. Their behaviour became drunk and disorderly, and a number of small riots erupted with the young people becoming violent. These riots specifically targeted the caretaker of a local primary school and property of elderly people on the surrounding estates. Many young people were arrested and a large amount of negative press coverage on the incident was published. The young people who reside in this area have poor prospects. With youth (16-19) unemployment in this area at 15% and adult unemployment at 11.9%, youths who have gained a criminal record will have little or no chance of finding gainful employment unless something can be done to change their behaviours as soon as possible.

Evidence of crime problem – sources of information and analysis

For the period covering 1997-1999 (prior to the setting up of the YIP), the YIP neighbourhood targeted was responsible for 6.3% of total recorded crime within the Biddick Hall Borough. It also accounted for nearly 10% of all occurrences of juvenile disorder. The level of recorded crime across the borough in 1999 for the target age group (13-17) was 491 offences, with 417 offences being committed by males and 74 committed by females. The *neighbourhood audit* process (described under Implementation) adds further information.

Immediate causes and risk factors

The YIP neighbourhood area in Biddick Hall is one of high social deprivation. The area may be characterised as having the following *risk factors*: high poverty/low car ownership; a high proportion of lone parent families; a high proportion of young people aged 10-16 in trouble with police; high youth (16-19) unemployment (15%); high adult unemployment (11.9%); and high levels of truancy and exclusion (17% unauthorised absence and 10 permanent exclusions in 1998/99).

2. Intervention

Specific interventions encompass a number of different **methods** that are tailored to the individual's needs and also relate to the area risk factors. They aim to give the individuals a diversionary 'hobby' to pursue outside of crime, enabling them to develop a *new behavioural attitude* and allow them to *plan and move towards what will be a positive future*. The intervention methods come in the form of formal group activities which may take the form of sport, art, social development, educational awareness, and others. South Tyneside YIP uses a range of activities with a number of different focuses such as:

- A DJ and music-mixing project run every Wednesday evening directly after the local teenage disco shuts at 9pm.
- Football and Basketball courses, fitness training, climbing, girls group, girls' motor skills, a motor project and a job search with TEN (see section 4).
- Activities also enable the young people to make a positive contribution to their local community. For example, with the help of a professional artist, an underpass on the estate has been redecorated with murals. At Easter three youths took part in a coast-to-coast cycling event to raise money for a wheelchair for a local girl.

One example is a football team formed by South Tyneside YIP, which participated in the local Sunday league. Players in the team were not chosen because of their footballing skill but because of their needs. The team chose to have YIP as their team name even though staff thought that they might be stigmatised because of it. In terms of **intervention principles**, this activity aimed mainly to build the young people's

resources for avoiding offending, and attitudes predisposing to criminality – namely team mentality, social skills, an attitude of assertiveness rather than aggressiveness. It also enabled them to be involved in a mainstream activity, thereby reducing readiness (motivation) to offend by changing current life circumstances, and perhaps removing them from the influence of crime-promoting individuals and subcultures and exposing them to pro-social models and sources of social control. All these principles (described here in terms of the Conjunction of Criminal Opportunity framework) had the overall aim of reintroducing previously excluded young people back into mainstream society – with far wider benefits than merely crime prevention.

3. Implementation

Overview – national programme

The South Tyneside YIP is part of a *national programme* which has the aim of reintroducing previously excluded young people back into mainstream society. It does this by acting at 2 **social levels** – *individual* and *neighbourhood* – and targeting the 50 individuals *most at risk between ages 13-16* in particular neighbourhoods selected in terms of *youth crime problems, their causes and scope for implementing solutions*. These individuals have been selected after close consultation with local agencies including the Police, Social Services and the Local Education Authority/schools. Once young people have been identified they are engaged by YIP staff known as ‘core workers’, who encourage the young people to come to the YIP on a voluntary basis. Once the individual is successfully engaged, they are involved in a number of interventions. A *nationally structured model* for how this process should be rolled out has been developed and is shown in some part below:

- Each young person actively involved in the YIP receives 10 hours of contact from the YIP in the form of interventions.
- Each of the 50 has a development action plan, regularly updated while on the programme.
- The interventions come in the form of formal group activities which may take the form of sport, art, social development, educational awareness, and others. The overall prevention strategy was based on work by the Communities that Care organisation on risk factors and a summary of effective intervention published by YJB in 2001.⁶
- The use of a variety of delivery agencies ensures that interventions are provided by highly qualified professionals who are experts in their field and have the necessary experience to help and understand the young people’s needs. Interventions are therefore of the highest quality in matching to individuals and in implementation, and at all times they are delivered in a supportive environment.

The supporting and guiding environment for projects – infrastructure

The YJB takes overall responsibility for the delivery, outcomes and financial arrangement of the YIP. *Programme integrity* is taken extremely seriously. Core YIP *processes and best practices* are identified and communicated to the YIP by the National Supporter (NS) who are based at the YJB. The NS may also offer *feedback and advice* to YIPs who had an issue, either directly through phones or email, or via the Regional Supporters (RS). These assist the YIP on a face-to-face level when needed, or where issues prove too difficult to resolve at a regional level, the help of

⁶ Utting, D. (2001). *Communities that Care – Risk and protective factors associated with youth crime and effective interventions to prevent it*. London: Youth Justice Board.

National Supporters is called upon. Alongside the operational support there is a independent National Evaluator (NE) who works at programme level to evaluate the programme looking at: progress towards meeting YIP *objectives*; ensuring projects are *targeting* those most at risk; checking projects are making an *impact* on an individuals behaviour. Evaluation also takes place at the *regional* level by Regional Evaluators (RE) who aggregate data to pass onto the NE.

Targeting of the action on the crime problem, offender, place and victim

The YIP targets 'The 50' most at risk *young people* in the selected neighbourhood. This selection is made following an identification process carried out by local partner agencies such as the police, social services and the local education authority/schools. Each agency is asked to identify and rank, young people who they consider most at risk in the local community. These lists are then passed onto the YIP, who collates the information using a matrix, from which the 50 most at risk young people are identified. These individuals are then engaged and encouraged to take part in the YIP on a voluntary basis.

Before this can take place the right *neighbourhood* has to be selected. The South Tyneside YIP specifically targets the Biddick Hall Borough, which covers an area of 3,451 households and has a population of 6,960. To ensure that this was the right area to target, a neighbourhood audit was carried out. Three groups of individuals were consulted. Firstly, the young people from the target age group were spoken to, allowing them to voice any concerns and opinions about the area in which they live. The young people's opinions were taken regarding: attitude towards school/education; levels of involvement by young people in leisure activities and their attitudes to current service provision; young people's needs and requirements of local agencies and services; the perceptions of young people about crime and their experience of, and attitudes towards, crime and nuisance; and the level of involvement by young people in criminal or antisocial behaviour. Secondly, local service providers in statutory and voluntary organisations were interviewed. Their points of view were obtained regarding: problems and opportunities for young people in the area; the range and effectiveness of existing provision for young people; suggestions for new provision and experience of good practice in engaging young people were collected. Finally an assessment of the current provision for young people living in the areas was undertaken. Following the Audit, the 'Management Partnership' steering group, formed from local agency partners, were consulted to approve the location of the site.

Input of funds, effort, human resources

Each year the South Tyneside YIP receives approximately €114000 funding from the Youth Justice Board for England and Wales (YJB). Almost €9900 of this is used to fund a continuous independent evaluation process. South Tyneside has to match the contribution from the YJB to a total of €114000 for each full year. This funding can be either in cash or in kind, such as staff time and rent. Between April 2001 – March 2002, South Tyneside raised about €117000 of in kind matched funding. The types of funding given included: the premises and provision of staff for computer projects; supervisors for music projects; a Youth Offending Team (YOT) substance misuse worker and sessional staff. Between April 2002 and March 2003 South Tyneside YIP have received about €76000 cash from the Neighbourhood Renewal Fund (NRF) and about €38000 funding in kind from Community Education, the YOT and Tyneside Enterprise Network.

Converting the method into action on the ground – management, planning and supervision

Delivery on the ground is provided by the Youth Offending Team (YOT) who have appointed a YIP manager (Pam Vedhara) to run the YIP under their jurisdiction. Pam has the direct responsibility for ensuring that the staffing levels are correct. She has put in place number of YIP staff covering: core group workers who contact and communicate with the 50 young people at risk; intervention workers, who are involved in delivering activities or ‘interventions’; and administrative staff whose prime role is to enter data collected in the field, into a centralised management information system know as YIPMIS. Provision of resources, delivery of engagements and interventions is not always exclusively provided by the YOT. South Tyneside YIP also has the two main delivery partners from Community Education and the Health and Education Action Zone. They provide support and resources to the YIP to help engage the 50 and run intervention programmes.

Outputs achieved

At any one time 50 young people are undergoing this intensive process, and may stay engaged for several years. Every 6 months the ‘50 most at risk’ are reviewed, so there may be a larger total ‘turnover’ of young people.

Monitoring, quality assuring and adjusting the action in the light of feedback

The South Tyneside YIP is still a live project, and is regularly assessed by a number of bodies, as described in general terms under ‘The supporting and guiding environment for projects’. In more detail, the consultants Morgan Harris Burrows (MHB) subjects all YIPs nationally to an independent evaluation. From this evaluation a quarterly report using quantitative information is produced. On a six monthly basis an intensive report is produced by MHB using additional information collected during qualitative interviews conducted by Regional Evaluators. Both of these reports summarise the YIP’s performance in relation to the core Youth Inclusion Programme targets described under ‘Crime problem’. From an operational perspective, the National Supporter, who sit within the YJB but are provided by the independent consultants Cap Gemini Ernst & Young (CGE&Y), are responsible for ensuring that operational effectiveness of all YIPs is maintained. This is monitored via a network of Regional Supporters who undertake a number of visits to YIPs throughout the year and offer feedback and advice to any operational issues that may arise. In addition to this there is currently an operational Quality Assurance survey being rolled out. For which Regional Supporters will conduct face-to-face interviews with YIP managers and core YOT and neighbourhood representatives to ensure that standard operating procedures are being followed.

4. Insertion in the community

Partnership

The South Tyneside YIP has developed a reputation for being an innovative and leading voice in the field of local youth crime prevention. In terms of community safety and crime and disorder reduction, little happens without the South Tyneside YIP being involved either as a practical ally or as a strategic partner. As a result the YIP sits on the boards of many local committees who deal with the problem of crime in the Biddick Hall Ward. Key partners include; the Youth Offending Team (YOT); fire brigade; community safety; community wardens; substance misuse agencies; community education; youth workers; Nexus (Tyne and Wear travel) and

Northumbria police. The YIP also has representatives who sit within the steering group of the Children's Fund.

Links have been forged with the voluntary sector, primarily to the organisation TEN (Training & Enterprise Network). TEN is set up to help 'engage the unengagable' by supporting these individuals and pushing them towards gainful employment. The YIP and TEN have set up a joint initiative to ensure that at age 16 young people who will be moving away from the YIP can have a seamless transfer to TEN and potential future employment.

Mobilisation and collaboration

The YOT has the prime responsibility for contacting and maintaining relationships with the agencies who identify the young people at risk (primarily police, local authority, social services). A management partnership steering group has been set up, of which the South Tyneside YIP is a member. This management partnership has the objective of overseeing development within the whole borough, and addresses issues that do not relate exclusively to the YIP. At a local level there is a community association, through which support for the YIP is generated. The YIP team has networked on the estate to ensure that YIP is understood. As a result of this volunteers from the community have been recruited to help with the delivery of areas of the YIP.

5. Impact/cost-effectiveness and process evaluation

Impact

Although the juvenile crime problem is by no means resolved, reported crime in the neighbourhood has fallen by 36% since the project began. Large falls have been recorded in robbery (with violence), burglary and vehicle crime. Year on year the numbers of offences in the neighbourhood have been dropping consistently. In 1999 the total number of crimes was 969, by 2000 this was 845, for 2001 this was 653 and in the first five months of 2002 the recorded number of crimes is 381. In direct relation to the core 50 group of individuals targeted by the YIP, for the start of 2002 the offending rate for the individuals has decreased by 76.06%. One example of individual success is that of Stephen, who has a string of petty convictions to his name and a father in prison for serious drug dealing offences. Since getting involved in the YIP, Stephen has stopped offending and has been accepted into the army.

Cost-benefit analysis

The funding cost to run the South Tyneside YIP is €228000 per year (split between the YJB and local matched funding). The programme runs in 6 monthly cycles where individuals may either leave the 50 most at risk group or could continue within the group. If split equally between the core 50 group and assuming that the 50 stay part of the programme for one year, this equates to a cost of about €4600 per year per young person. The cost to police to identify a young offender is approximately €2300. If this is taken through to a successful prosecution an additional cost of approximately €4600 is incurred. If the offender is put into custody, the cost to the criminal justice system is approximately €15200. Additionally, when the offender leaves prison the cost of supervision/probation can be around €9100. These figures can change depending on the severity of the crime. As the YIP deals with those most at risk of future offending, it is highly likely that many of the young people if they were not involved in the YIP would enter into this system. With this in mind, and seeing the relative success of the Youth Inclusion Programme, the cost of €4600 per person, per year is a relatively small sum to pay.

Process

The key process in this programme is considered to be the role of *national supporters and evaluators, with regional versions of each*. This helps the programme to keep on track and for the Youth Justice Board to know what the projects are doing. It also enables schemes to learn from each other, when representatives meet at regional and national events. *Programme integrity* and *programme evolution* are both served, whilst *local flexibility and initiative* are not constrained.

Replicability

The South Tyneside YIP is part of a national scheme, for which there is a standard operating structure that has been rolled out in 70 neighbourhoods across England and Wales. This national structure has enabled consistency of approach towards rolling out schemes in new areas when needed. The structure has also enabled a standard evaluation process to be constructed to look at both performance and operational excellence. The benefits this structure brings include: programme integrity; the bringing together of best practices from the different schemes; a national help-line to aid YIP managers when they have queries relating to local issues or operational procedure; and a cohesive direction to further development of YIP strategy by building on best practice and experiences from the regions.

This kind of *targeting and service delivery model* can be adopted by *any youth crime programme operating at national and local levels*, whatever the specific interventions implemented with the individual young people in the projects; and the overall approach to *programme integrity and evolution* has far wider application.

Domestic Burglary

Country: Belgium

Summary

Project Title: Prevention of Domestic Burglary

The Topic Area: Domestic Burglary

The object of the project:

- Prevention of domestic burglary
- Improvement of safety perception

The effect pursued is to make people aware of their responsibilities in matter of burglary prevention and also of their ability to bring sufficient responses to this kind of risk.

Intervention (method):

Specific projects:

- Allowance related to protection of particular houses
- Installation programme of entry doors in social flats
- Advise service to anyone who wants to protect his house
- Meetings with the population in order to deliver safety advises

Non specific projects:

- Supervision of team dissuasion agents in the city area
- Teams of dissuasion agents in public transport
- Teams of dissuasions agents at hospitals
- Caretakers in public buildings
- Prevention secretary for medical and paramedical services

The target group of the project:

- All inhabitants of the city, but with particular attention towards elder people.
- Potential or actual victims of burglary.
- The whole city, but with particular attention towards hotspots of burglary such as council estates.

Evaluation – scope, method, results, replicability and experience collection/accumulation:

Difficulties:

- Accuracy and reliability of crime recording
- Weakness of human and financial resources

Troublesome tradeoffs

- The project tends to favour the middle-class
- Shifting of crime problems towards less protected targets

I. Description and analysis of the nature of the problem

1) Prevention of domestic burglary

Improvement of safety perception

- The whole Charleroi area (15 municipalities, 200.000 inhabitants)
- Prevention of
 - burglary
 - agressions
 - hold-up and carjackings
 - car robbery
 - incivilities
- Prevention on target groups :
 - elder people
 - hospital public and staff
 - retailers
 - public transport users
 - private and social housing

- 2) In terms of technoprevention :
- behavioural and organisational negligences
 - Increase of material resistance
 - Improvement of environment features
- allowing offenders acting out

3) Crime pattern analysis based on :

- crime survey
 - recorded crime
 - contacts with population → fear of crime evaluation (borough meetings)
 - analysis of risk related to architecture features in council estate and particular homes
- Increase of domestic burglary since middle of 70 ies
- Difficulties :
- accuracy of crime recording
 - relation between crime recording and fear of crime (e.g. elder people generally overestimate the objective criminality in spite of the fact they are far to be the more affected victims)

II. Target groups of the project (size, victims, offenders, places/situations)

- 1) - All inhabitants of the city, with particular attention towards elder people
 - Potential or actual victims of burglary
 - The whole city, with particular attention towards hotspots of burglary such as council estates
- 2) Various specific projects are developed :
 - Allowance related to protection of particular house
 - Installation program of entry doors in social flats
 - Advise service to anyone who mean to protect his house
 - Meetings with population in order to deliver safety advises (in particular with police)
3. Non specific projects :
 - Supervision of a team dissuasion agents in the whole city area
 - Team of dissuasion agents in public transports
 - Team of dissuasion agents in hospitals
 - Caretrakers in public buildings
 - Prevention secretary for medical and paramedical services

III Plan of the project

1. The project aims the whole population of the city perceived as potential victims of burglary. The effect pursued is to make people aware of their responsibilities in matter of burglary prevention and also of their ability to bring efficient responses to this kind of risk..
 The project brings out the behavioural and organisational negligences of potential victims.
 The incentive financial aid and the advises provided encourage people to improve their home protection.
2. · analysis of crime problem
 - criminologic studies
 - partnership with police (modus operandi)
 - the action focusses on the potential victim and the weaknness of their home in terms of protection.
Causes : decline of economic activity in the old industrial basing → pauperisation, gap phenomenon, social exclusion...
 - - incentive financial aid → more than 6.000 demands
 - training course for 3 techno-prevention advisers

- - human resources (managing of the project) : 6 administrative officers
- partnership with police, Ministry of the Interior (supplier of funds), Victim aid Office
- a survey is in progress to know whether people have been (re)victimised after implementation of protection devices.

Difficulties :

- - accuracy and reliability of crime recording
- weakness of human and financial resources

Troublesome tradeoffs :

- Considering the expensiveness of protection disposals, the project tends to favour the middle-classes,
- Shifting of crime problems towards less protected targets.

IV. Organisation of the project.

1 Coordinator
3 Techno-prevention advisers
2 Secretaries

The team is dependant on a municipal service working in partnership with the police, the target groups and any actor involved in prevention actions within specific projects.

V. Cost of the project

- Home protection :	215.575,24 Euros
- Prevention in Hospitals :	222.063,02 Euros
- Prevention in public transport :	264.254,50 Euros
- Prevention in medical and paramedical services :	50.818,17 Euros
- Operating budget :	14.873,61 Euros

TOTAL	767.584,54 Euros

VI. Evaluation of the project

- 1) Evaluation of impact/effect upon crime recording and risk perception
The cost effectiveness is not easy to estimate.
After 10 years of intervention, about 6.000 homes only have been protected among the 80.000 totalized in the area.
- 2) - Annual evaluation realised by Ministry of the Interior
- Since 2001, evaluation on progress by academic researchers.
- 3) - number of front doors put up (1,305 , +/- 745,000 Euros)
- number of allowances (6,000 , +/- 1,500,000 Euros)
- number of contacts with population
- number of informations dispensed (thousands, through many kinds of supports such as booklets, folders, conferences, videos...)
- 4) burglary crime recordings : 00 → 01 = -12%
 01 → 02 = -1%
- 5) The project can easily be applied to other areas.

VII. Dissemination of the results (reports, articles, presentations, websites)

- annual reports (since 94)
- evaluation reports
- articles
- conferences
- website

Country: Denmark

Summary

Project Title: “Safer Cities”

The Topic Area: Area based crime-prevention (burglary, vandalism, violence, etc)

The object of the project:

The overall object is to produce models or projects for, how to turn relatively unsafe city-areas into relatively safer city-areas

Intervention (method):

The immediate objective of the project is to apply targeting strategies in crime prevention on all levels.

- Principle 1: The first principle was to work consciously within a model that stresses both the offender-side and the situational-side. It starts out with a model where you discuss a number of defined points in a specific order.
- Principle two: The second principle deals solely with the offender (by concentrating on the offenders' and potential offenders spare time introducing them to activities and institutions that could replace earlier delinquent activities).
- Principle 3: Radical intervention in the (potential) offender's life. (Educational and working lives).
- Principle 4: Discussing and analysing consequences on the administrative level.

The target group of the project:

- All residents in the involved communities
- Local authorities and organisations, e.g. housing associations' and municipalities

Evaluation – scope, method, results, replicability and experience**collection/accumulation:**

The evaluation model in the project is the “Logical Framework Approach. The whole project is situated under the Danish Ministry and Economic and Business Affairs. It started in year 2000 and will end in 2004. The present evaluation is mid-process. The main results shows a reduction in criminal behaviour from the offender perspective– and also from a situational perspective, when focus on factors like “involvement”, “protective eyes”, “visibility”, “attractiveness”, “Physical aspects”, etc.

Country: Denmark**Summary****Project Title: Stop the Burglar**

The Topic Area: Preventing domestic burglaries.

The object of the project:

In an attempt to include residents in VILLAER, RÆKKEHUSE OG LEJLIGHEDER in prevention and BEKÆMPELSE of burglaries in private residences, the project focus was on these groups.

The basis for the campaign was ”HJÆLP TIL SELVHJÆLP” as individual residents may be inspired to apply the advice and ANVISNINGER available for technical and TAKTISKE preventive measures described in the TEMA-MATERIALET

Intervention (method):

- In a cooperation with The Danish Crime Prevention Council, the insurance companies' trade association (*Forsikring & Pension*) and the police residential areas were selected in police district which had experienced a pronounced increase in the number of reported burglaries.

- Direct mail to relevant homeowners' associations and residents' associations in the area with an offer to receive free of charge the theme material and with a request to arrange a meeting with the theme on the agenda. At the same time, the possibility of a local police officer participating in a meeting and there be able to assist with practical advice and was local area knowledge was also suggested.
- Press conference where the project was published.
- Police efforts in terms of PATROLLING and investigation was strengthened.

The target group of the project:

Residents in VILLAER, RÆKKEHUSE OG LEJLIGHEDER.

Homeowners' associations and residents' associations

The local police

Evaluation – scope, method, results, replicability and experience collection/accumulation:

After three months, the KAMPAGNE/project were evaluated by means of telephone interviews with the associations which had responded to the KAMPAGNETILBUDET.

Forty-seven (47) per cent had followed the advice and anvisninger given about technical/mechanical safeguard of homes - introduced Neighbourhood Watch - or applied Operation Marking on valuables.

Police statistics showed a pronounced decline in residential burglaries in the effort areas.

An opinion poll conducted in 1998 revealed that Neighbourhood Watch has certain "SIDEGEVINSTER" as it turned out that people who introduce Neighbourhood Watch also obtain one or more "social networks"

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Project title: “Safer Cities”.

Crime problem addressed: Domestic burglary, vandalism, graffiti, delinquent behaviour, street-robberies etc. The focus is on actual crime, attitudes towards crime, and implementation of crime prevention elements. In other words the “problem” addressed can be expressed as tuning relatively “unsafe” (and/or perceived unsafe) city-areas into relatively “safer” areas.

Project description – 5Is

1. Intelligence

1.1. General social/geographical context to the problem

The project called “Safer Cities” is an umbrella-project, which consists of 12 individual projects geographically located in various parts of Denmark (with a concentration around the capital Copenhagen and other major cities in the country). From a social and demographic point of view the project is covering mainly the middle and lower classes – with an overweight on populations where 2nd and 3rd generation immigrants (often referred to as people with multi-ethnic background) constitute a relatively higher proportion of the population.

Below follows a general social/geographical description of each project:

- 1.1.1. 112T **Hillerød**, Atlantis Youth Club. This city is situated north of Copenhagen, and the local area in question has app. 3000 inhabitants. The proportion of families with multi-ethnic background has increased during the past 6 years from 12% to more than 30% pathing the way for increasing social and political local problems.
- 1.1.2. 116T **Indre Nørrebro**, “Managing” Conflicts in schools. A local area in inner Copenhagen with a high-density population of app. 40.000 of whom a relatively large proportion (1/4) come from countries outside of Denmark. The area is also characterised by many social problems including lack of education and unemployment; 1/3 of the adult population are not in the labour market or otherwise unemployed.
- 1.1.3. 120T **Ydre Nørrebro**, Taekwondo Club. This area is another part of the inner Copenhagen with the same characteristics as the Indre Nørrebro area. Here the social picture points to extreme criminal and political (nazi- and fascist-

inspired youth) sub-cultures that gradually have been building up during the past 15 years

- 1.1.4. 122T **Høje Taastrup**, Tåstrupgård local housing area with 1000 flats and app. 2700 inhabitants of whom 37% are younger than 18 years (and 1/10 of the total population are between 11 and 18 years). More than half (52%) originate from 3rd world countries; in all 348 different nationalities are represented. 22% are on “social welfare” e.g. receiving their income from the social welfare authorities.
- 1.1.5. 124T **Trige**, a small local housing area (app. 3000 inhabitants) just outside of Århus (the 2nd largest city in Denmark). The area has a social and cultural division that corresponds with the physical surroundings; 1/3 of the houses are “social housing”, 1/3 is newer one-family houses, and the last 1/3 is the original old city. More than _ (28%) of the inhabitants are less than 18 years old, many inhabitants come from countries outside of Denmark; in the “social housing” area they constitute almost 2/5 of the population – and they cover 18 different nationalities.
- 1.1.6. 129 **Karlebo**, Delfinerne. Local housing area north of Copenhagen that experienced a “dramatic” increase in crime and crime-related activities a few years ago. The area is traditionally/historically a relatively “wealthy” area that has undergone major changes in both the geographical sense (it was a typical farming area 25 years ago) and in the (social) population sense, because the city-status of the area introduced “social housing”, and with that came lower income groups and multi-ethnic groups causing more resourceful groups of the local population to leave.
- 1.1.7. 187 **Kolding**, Døråbner Youth Club. This area is located in a city in west Denmark. It consists of 562 social-housing flats in 2-, 3- and 4-storeys high houses. 27% of these flats are sub let to persons originating from countries outside of Denmark. Looking at the figures from the “people”-angle, more than 1/3 of the population in the local area have a multi-ethnic background – indicating that these families are relatively larger than the Danish families. A relatively big part of the population receives money from the state and/or the local authorities.
- 1.1.8. 189 **Voldparken**, Youth Club. A local social-housing area in outer Copenhagen where there has been increasing problems with young people – especially young girls – of multi-ethnic background who are not traditionally affiliated with free-time activities in organised clubs (which is very much part of the Danish culture and social welfare programmes).
- 1.1.9. 193T **Roskilde**, Young Trendsetters in a local area in a city 30 kilometres from the capital Copenhagen. The local area in question consists of 159 social-housing flats with a total of 470 inhabitants of whom about 1/3 are from countries outside of Denmark. More than 1/3 is less than 18 years old. 2/3 of all adults receive money from the state and/or local authorities. There have been a number of incidents in the area with normless and amoral behaviour and where the “victims” of the behaviour have been children.
- 1.1.10. 195 **Islands Brygge**, Gyldenrisparken local housing area covering 469 flats – half of which are small and inhabited by old age (Danish) pensioners. And in the other half – bigger flats – you find families and here app. 1/3 are have a multi-ethnic background.
- 1.1.11. 227 **Amagerbro**, Youth Club Televænget. This is the 4th area in the capital Copenhagen. Like the others it is characterised by high-density flats, many

social, multi-ethnic and –cultural problems, unemployment and lack of education. 40% of the inhabitants in the 5-storeys social-housing flats are less than 17 years old. More than a 3rd of the inhabitants between 18 and 66 years are receiving money from the state and/or the local authorities, and this figure is 3-4 times larger than in the neighbouring areas. The housing-site is considered an “ethnic” island in the local area, and the proportion of people with a background other than Danish is increasing.

- 1.1.12. 197 **Vollsmose** – “Active Families”. This area is situated in the 3rd largest Danish city (relatively densely populated and in the middle of the country). It comprises app. 10.000 inhabitants in app. 3.800 social-housing apartments and one-family houses. The area has experienced many social, political and cultural problems throughout a number of years. From the social point of view, you find that app. 60% of the inhabitants are of foreign heritage; that app. 65% of the adult inhabitants have to be supported in other ways than work and employment, and that app. 70% of the adult inhabitants have no formal competences in relation to the labour market.

1.2. The crime problem (or set of crime problems) that the project aimed to prevent.

The **development objective** of the project is to focus on local crime - domestic burglary, vandalism, graffiti, delinquent behaviour etc. The overall objective in the project is to produce models or projects for, how to turn relatively unsafe city-areas into relatively safer city-areas. The study takes its point of departure in political work e.g. the thoughts and perspectives in the (then) Danish Ministry of Housing. From a researchers' point of view you could say, that the "project idea" theoretically builds on the idea that crime is “situational” in the way that social (human relations) factors interact with factors in the physical surroundings, creating under certain circumstances crime and criminal behaviour and under others non-criminal behaviour. When you turn to the individual smaller projects you – naturally - find that they agree on the same overall objective, but in their argumentation concentrate on different aspects under the "situational" heading:

- Improve the image of a particular local area
- Reduce crime and criminal behaviour in the local area
- Make the local area “everybody’s responsibility”
- Create a safe local area where everybody can walk “safely” all hours of the day and night
- Prevent further criminal behaviour – or to prevent a development towards criminal behaviour - in local groups of young people
- Improve the integration of marginalized young people

The **immediate objective** of the project is to apply targeting strategies in crime prevention on all levels - primary, secondary and tertiary level.

1.3. Significant consequences of the crime problem/s to individuals, families, communities

or society that the project aimed to alleviate.

Fear, injury, financial cost, restriction of leisure, work or domestic activity were all listed as reasons for wanting to work and be part of the project “Safer Cities”. Local problems, local criminal behaviour and fear of consequences of the development in the local area if no action was taken, are all factors that have played an important part of the strategies and principles for intervention. Various consequences have been recorded (what happens with the crime situation? what happens from a crime prevention point-of-view? what happens in the families? with brothers and sisters? in

the schools and institutions?) Recorded has also been the “consequences-of-consequences” – on the individual level, on the family- and group-level? on the network-level? on the voluntary level of involvement and on the professional level of involvement.

1.4. Evidence of crime problem – sources of information and analysis

Information about the “deviant” or criminal behaviour has been obtained from the local authorities that build on either (local) police statistics or statistics from local authorities with regard to social problems, educational problems and unemployment problems. (The reliability and the validity of information from local authorities are usually considered to be of high standard).

All the projects have had “crime prevention consultations” where analysis of risk and protective factors in the geographical areas has been carried out.

1.5. Know-how in collection and analysis

The collection of data from the local authorities requires reliable and educated project-coordinators. It was a condition for being part of the project and receiving money from the government that reliable and valid data was produced in the process of the project. The vulnerable part of the project lies in the local manning of the projects, because there seems to be/is a tendency to underestimate the necessary and required qualifications in the employed, professional staff - leading to illness, longer periods with absence from work, changing jobs, etc. meaning loss of (necessary and invaluable) knowledge in the process. (In some projects there is even a tendency to employ unprofessional (and sometimes also voluntary) persons).

As far as overall (process and effect) analysis goes it is undertaken by two independent consultants. One is familiar with crime prevention methods and analysis, and the other is familiar with and trained in evaluation (social science) and project analysis.

1.6. Immediate causes and risk factors

The project focused on **situational causes** as put forward in the “classical” work of Oscar Newman (*Defensible Space – Crime Prevention through Urban Design*). The practical consequences of his work have been demonstrated in much national and international empirical work, and in the present study his principles have been emphasized and used as intervention strategies. (In all areas the “small” (and inexpensive) principles have been applied – and with noticeable effects. In some areas there is an obvious need for larger physical changes and investments that have not yet taken place – and probably will not take place for some time if ever). But in all projects there has been agreement on the principles and the crime reducing consequences of such changes.

- 1.6.1. **Involvement** (defined as the degree of “we-feeling” and commitment/responsibility for the local area among the inhabitants); therefore physical facilities in the local area (to meet and play) were established through cooperation between various groups. Possibilities and opportunities to work and experiment with the physical surroundings were increased, and these possibilities increase even more when the feeling of ownership to the area is established (consequences-of-consequences).
- 1.6.2. **“Protective eyes”** is about the possible presence of other people being present in the area. This consequently means that there is a risk of being watched or “found out”. And this risk is important for the crime committed (the bigger the possibility – or perceived possibility – the less the crime); therefore a mix of housing and business in a local area will increase “traffic” at all hours and consequently reduce the crime. Differences in the population

profile – age, ethnicity, status. Differences in area-definition; private, semi-private, semi-public, and public.

- 1.6.3. **Visibility** is about how well you can overlook the local area; therefore an effort should be done to make the area “visible” – no dark alleys or other hiding places – but low fences and hedges, visible entrances to the houses and businesses, crime preventive lightning.
- 1.6.4. **Attractiveness** is about aesthetic qualities in the local area. Some physical “spaces” further feelings of well-being and others do not. “Order” seems to be an important principle here; and therefore “order” is recommended through well kept areas, well kept houses and gardens, fences, sheds etc. And signs of no “order” – like graffiti - should be removed right away.
- 1.6.5. **The physical aspects (the buildings etc.)** deals with how to get into the area and how to get out/away; and therefore it is recommended to emphasize the transition between private and public, to have effective locks, door-phones, safe windows and doors, solid and tested materials, and possibilities for keeping bicycles etc. in safe places.

2. Interventions

2.1. Intervention principles

Intervention principle 1. The first principle was to work consciously within a model that stresses both the **offender**-side and the **situational**-side. It starts out with a model/procedure where you discuss and analyse the following points in the following order:

- define the problem and the target-group. Secondly to
- define the local potential parties in a co-operative effort to reduce the problems and the target groups. These type networks may consist of professionals, non-professionals and voluntary workers or employed officials.
- focus on the aim/purpose of the joint activities with the intention to answer the following question: *we know where we want to go*. Then
- focus on the results and output with the intention to answer the following question: *we know what results we want to produce*. Following that
- focus on the ethical, moral and pedagogical aspects in choosing between different ideologies and strategies with the intention to answer the following question: *we know how to produce the results*. And finally to
- draw the attention to input or resources in its broader sense with the intention to answer the following question: *we know what we need in order to produce the results*.

All these points have been discussed in the project network that was established under the umbrella for the 12 projects and can be regarded as simple project procedures that are necessary when applying a practical, methodological frame and an **evaluation** frame.

Intervention principle 2. The second principle deals solely with the **offender** (reducing criminality, supplying resources to avoid crime, reducing readiness to offend, restricting resources for offending, deterrence and excluding offenders) by concentrating on the offenders’ and/or potential offenders’ **spare time or free time** activities and introduce them to activities and institutions that could replace earlier (criminal, delinquent or other) activities. Within the frames of this principle you also find contact with police, school, library, youth clubs, (sport) institutions, family (parents, brothers and sisters) and other partners in the local area network - with the intent of motivating them to participate in the crime preventive work.

Intervention principle 3. After working with the second principle the projects in “Safer Cities”, the third principle would be a move towards discussing more radical intervention in the **offenders’** and/or potential offenders’ personal lives – namely **educational situation and working lives**. Within the frames of this principle you also find contact with police, school, library, institutions, family (parents, brothers and sisters) and other partners in the local area network - with the intent of motivating them to participate in the crime preventive work.

Intervention principle 4. The fourth and final principle was to discuss and analyse **consequences on the administrative level** (including “police-level” in the local areas) as a consequence of the results in the projects. It is a combination of the offender perspective and the situational perspective – where (in the latter) you focus on **target hardening, target removal, value reduction, perimeter access and security, environmental design, planning and management, boosting preventers, discouraging and deterring crime promoters**.

2.2. Offenders’ countermeasures – displacement and offender replacement

No incidents have been reported as “countermeasures” in the course of the project so far. Rather the contrary; some projects have reported that the activities they create and implement are so interesting, attractive, and desirable that the young offenders are “queuing up” for them – trying to qualify through demonstrating that they can abstain from criminal behaviour.

3. Implementation

3.1. Targeting of the action on the crime problem, offender, place and victim

In the “Safer Cities” project the action is targeted on all levels. Intervention principle 1 corresponds with targeting the action on the **primary level**, intervention principle 2 corresponds with targeting the action on the **secondary level**, and intervention principle 3 corresponds with targeting the action on the **tertiary level**. Intervention principle 4 is an intrinsic part of the ongoing impact/cost-effectiveness and process evaluation (see point 5).

3.2. Aiming the action at the right social levels

The contextual factors in each project (and community) determine the action as well as the level.

3.3. Inputs of funds, effort, human resources and capacity-building

The Danish government has put Dkr. 8 million – equivalent to 1.04 million Euros - into the umbrella-project and the individual projects. The individual communities generally supply with more money and manpower. Some of the money is spent on improving the physical aspects/housing situation, and some is spent on the training and education of the “project-people”.

3.4. Converting the method into action on the ground – management, planning and supervision.

The (then) Ministry of Housing, now The Ministry of Economic and Business Affairs is responsible for the supervision of the project. The management, planning and supervision on the local level take place within the individual communities.

3.5. Outputs achieved – for each method

The crime prevention consultant (affiliated with the project) estimates every 6 months the progress in the individual projects with regard to specific evaluation measures (mainly those put forward by the individual projects). The outputs are measured both on the quantitative level (official statistics, criminal offences, reported incidents etc.) and on the qualitative level. With regard to the latter it is often mentioned that reduction in criminal activities in connection with increase in “meaningful” activities

leads to “safer situations” on the offender-level and on the community-level. It can be concluded, that outputs have been achieved with regard to the physical aspects of the local areas, crimes in the local areas, and fear of crimes in the local population.

3.6. Monitoring, quality-assuring and adjusting the action in the light of feedback.

These activities are anchored in the (then) Ministry of Housing now: The Danish Ministry of Economic and Business Affairs

<http://www.boligministeriet.dk/bypulje/projekter2001/meretrygge.asp>

3.7. The supporting environment for projects – infrastructure and partnership

- The partnership arrangements (the meeting with the Ministry and the consultants) are an integrate part of the project.

4. Insertion in the community

4.1. Partnership, and mobilisation/collaboration - The individuals, agencies, companies, government departments or NGOs involved

As is apparent from the above description the “Safer City” project is funded on the mobilisation, collaboration and partnership principles. This also means that the individual projects can be “killed” if those factors are not present or working unsatisfactorily. For that purpose we applied the concept “Killer-factors” to identify those circumstances – and work with them. This proved succesfull.

4.2. The wider climate of opinion in which the project was implemented

No negative comments here.

5. Impact/cost effectiveness and process evaluation

5.1. The evaluation of the project – scope, method, results, replicability

The evaluation model in the project is the **Logical Framework Approach**. It is often referred to as the LFA-method and described in NORAD (Norwegian Agency for Development Cooperation), 2000 and earlier editions: *The Logical Framework Approach – Handbook for objectives-oriented planning*.

The umbrella-project is situated under the Danish Ministry of Economic and Business Affairs, and financed by the Ministry. It started in year 2000 and will end in 2004; the overall evaluation will take place in 2004; the present evaluation is mid-process.

The LFA-model was chosen because it is an analytical tool for objectives-oriented project planning and management. The key words are: **objectives oriented, target group oriented and participatory**. Furthermore it was chosen because the purpose of the project deals with changing attitudes in ways that have not been tried (and measured) before. Changing attitudes is usually a slow process and trying to measure that this is happening (or not happening) is a difficult methodological exercise. Several factors are important when you want to illustrate and estimate the **reliability** and **validity** of the evaluations.

First of all the LFA-model provides a **systematic** and **logical** analysis of the inter-related key elements, and thus provides an acceptable basis for systematic monitoring and analysis of the effects of the projects.

Secondly the project “Safer Cities” contains **12 minor projects** that are slightly different with regard to contexts, crime problems to be solved, goals, choice of strategies and actual implementations. The 12 projects thus provide a **unique basis for comparison** between contexts, problems, goals, strategies, and implementations.

Thirdly the quantitative data come from **official sources**, and **project managers** submit the qualitative data.

Fourthly the data is discussed, evaluated and **analysed every 6 months** in a network of project managers, the responsible Ministry and the two consultants. **The consultants are independent** in relation to the individual projects as well as in relation to the Ministry. One consultant (Karsten Nielsen, The Danish Crime Prevention Council) is responsible for the crime prevention aspects of the study and the other (Merete Watt Boolsen, University of Copenhagen, Institute of Political Science) is responsible for the total evaluation.

The *fifth* point is that at present there are maximum 5 evaluation-periods and minimum 3 evaluation-periods for the projects involved. As mentioned above, the LFA-technique means that both **process and effect evaluation** take place.

Each of these factors by themselves and in combination point towards a **relatively high standard with regard to the reliability and the validity of the results of the evaluation.**

5.1.2. The main results of the study – the offender perspective:

- crime, criminal behaviour, delinquent behaviour, etc. is/was reduced through working with the offender perspective and the situational perspective under the social-educational heading: dialogue instead of confrontation,
- a combined effort on the local level to create network between “professional” and “non-professional” parties reduced criminal activities and induced changes in both the young offenders’ and potential offenders’ behaviour and attitudes,
- offering changes in free-time activities (through various club based or other institutionalised activities) reduced criminal activities and induced changes in both the young offenders’ and potential offenders’ behaviour and attitudes,
- involvement of young offenders’ and potential offenders’ families reduced criminal activities and induced changes in both the young offenders’ and potential offenders’ behaviour and attitudes,
- involvement of schools, institutions, and labour market in the effort to educate and create jobs for young offenders’ and potential offenders’ reduced criminal activities and induced changes in both the young offenders’ and potential offenders’ behaviour and attitudes.

From the **situational perspective**, we find that

- “involvement”, “protective eyes”, “visibility”, “attractiveness”, and the “physical aspects” are factors that - when focused on - are accompanied by a reduction in criminal activities and possibly positive changes in both the young offenders’ and potential offenders’ behaviour and attitudes.

5.1.3. Generalisability and replicability of the study.

It is estimated that the approach in “Safer Cities” can be applied in other places in Denmark, and in other countries. It is also estimated that similar international studies – in similar contexts - would come up with similar results; the offender and the situational perspectives are well-known and widely used. In the present “Safer Cities” study we **combine the offender and situational perspectives** in the evaluation model. It is therefore difficult to estimate which perspective means more than the other, but when the study is finished, efforts will be made to distinguish between the perspectives.

As far as the cost-effectiveness equation goes, the reduction in crime as compared to the “investment” should be evaluated in a broader context and over a longer time span

than is available at present. But since the purpose of the study also involves other parameters (changes in behaviour and attitudes), the strictly economic perspective may not be regarded as valid.

A moral and normative dimension might also be appropriate.

As one of the project partners said, "*We have succeeded in less "criminal activities" and more "quality of life activities" but we don't know how to evaluate the latter.*"

STOP the Burglar **by Mr John Radmer**

"STOP the burglar" is a project designed to prevent burglaries from private homes. The project was launched in a cooperation between The Danish Crime Prevention Council and the Danish insurance companies' trade association (*Forsikring & Pension*).

I. Description and analysis of the nature of the problem

1)

In Denmark throughout the 90's, the number of burglaries rose significantly. Burglaries and the type of goods stolen changed during this period. Compared to previous, fairly primitive, burglaries where stolen goods seemed to be chosen rather randomly and sold in the nearby street or pub, burglaries today seem to be both systematically and professionally planned. Today, burglars are goal-oriented as regards goods which means that televisions, radios, computers and other electronic equipment, cash and jewellery are burglars' primary targets

The increase in Danes owning expensive televisions, mobile phones and computers has created a lucrative market for burglars. Thus, burglars work in relation to the specific orders they receive from family, friends, colleagues etc.

Therefore, burglars work methodically. A fair amount of time is used to locate potential houses in which the desired goods may be found. Whenever a specific item is requested burglars will know exactly where to find it.

Furthermore, this type of burglary is beneficial for the burglar because he earns 50-60 per cent of the merchandise value had it been bought on the legal market, while a burglar who commits a random burglary only would earn 10-15 per cent of the 'legal' price.

Most burglaries are committed in dormitory towns in the daytime while most people are at work.

Surveys have shown that Danes are concerned about the increase in burglaries. A large number of persons have fears of finding their house burgled, not because of the material goods stolen but rather because a stranger had entered the house without

permission and had been in contact with the owner's property. This is known to cause anxiety.

A few years ago, it was the general opinion that burglary was a matter for the police who were to investigate it and for the insurance companies that were expected to pay compensation for the stolen goods.

Today people realise that burglary is a risk factor that creates anxiety and thus it has become necessary to use other measures to stop this development in burglaries. Furthermore, people have realised that the police cannot be present everywhere catching burglars. Thus, ordinary citizens need to act in a *preventive* manner themselves in the attempt to stop this development in burglaries.

2)

Studies of burglars' behavioural patterns show that the most critical moments a burglar experiences is between leaving the road (public) where he is fairly anonymous and until he is safely out of sight inside the house.

Therefore, the aim of the project is to communicate knowledge about routines and resources to extend the duration of 'the critical moments' and make it more troublesome for the burglar. At the same time, the project hopes to put an end to less experienced burglars' criminal behaviour as well as prevent juveniles from developing a criminal career in the first place.

3)

Due to the economic resources available at the time, it was not possible to carry out the project countrywide. For that reason, a thorough analysis was carried out locating the areas where immediate action would be most desirable.

Contacts were established with the selected police districts and appointments were made concerning local action in relation to the launch of the project, project meetings with housing associations were arranged and a visible and operative police effort was decided.

II. Target groups of the project (size, victims, offenders, and places/situations)

The primary project target group are residents in the involved communities. Through residential preventive measures the residents are to contribute to the overall aim of minimising the risk of burglary.

The secondary project target group are burglars. Residential preventive measures are to make it more troublesome to commit burglary and thus also less beneficial.

The project is organised to pose as an option to homeowners' associations and residents' associations encouraging them to thematise the preventive element at a meeting and to draw up guidelines for a shared or individual solution.

At the initiation of the local projects, a press conference was held where the aim and project elements were published.

The three elements of the project:

A)

Neighbourhood watch – Aims to - encourage residents to cooperate with each other in making the neighbourhood appear inhabited, even empty homes (e.g. in the daytime, during vacations and on weekends). Aims to - encourage people to take interest in what is happening in the community, thus noticing when something unusual is happening. Aims to- encourage people to report unusual events to the local police authorities.

Neighbourhood watch also comprises material which may either be visible in a window or outside the house and thus signal to a potential burglar that the neighbourhood is under surveillance. This may in the end may help police investigation.

B)

Operation Marking – An offer to residents to borrow a marking set free of charge to engrave their valuables, firstly to make it difficult for the burglar to sell the stolen goods and secondly to make it easier for the police to identify the owner in case of a burglary.

C)

Guidelines for technical and mechanical safety of the house (windows, doors, locks, furnishings, lights, alarms etc.)

The guidelines suggest good methods and materials. The suggestions are non-commercial and leave it to the individual resident to make his own decision about product and price as regards equipment for his house.

The material is free of charge and consists of a portfolio which contains

- A video – may be used as an introduction at a project meeting. The film shows a burglary, i.e. how the burglar gets into the house; his activities in the house; his choice of goods, and his explanations for selecting the house. Then, the film shows the arrival of the police at the burgled house and their investigation. Lastly, it shows a number of interviews with residents that have experienced burglary and they tell about the anxiety they experienced afterwards.
- The portfolio also contains a number of slides that may be used by the person making the presentation at the project meeting. Additionally, there is a chapter: 'how to use the portfolio' and also an index explaining technical expressions in connection with safeguarding a house.
- Each resident is provided with a folder that contains the elements of the project and a small marking set. Furthermore, the residents are provided with stickers to inform about the project as well as stickers informing potential burglars that the valuables in the house are marked.

III. Plan of the project

1)

Residents have shown keen interest in the project. The experience of several partners cooperating (i.e. neighbours, police and insurance companies) has established a shared social network where there is a reason to stick together and help each other.

Thus, a survey has shown that in neighbourhoods where neighbourhood watch has been implemented residents also help each other in other areas of daily life. The project has shown that placing the responsibility on the residents has had a positive effect. One of the primary messages of the project is to make a resident think like a burglar in order to identify the weaknesses in his or her own house.

2)

The progress of the project was satisfying. The project was based on empirical data aiming to select high-risk areas. Then, residents in these areas were encouraged highly to implement the project elements. The offer from the local residents' associations and a promise to be supported by the police proved to be an effective combination. The local police knowledge of and experience with burglaries promoted the general recognition of the necessity to accomplish the project.

Police presence and visibility in the involved areas during the project, as well as being part of the neighbourhood in other ways, e.g. by talking with residents about problems and solutions, turned out to be a good idea. However, at the same time it was revealed that further education and briefing of the police on technical crime prevention was necessary. Furthermore, it was necessary to educate the police within the areas of statistics and statistical analysis in relation to crime development and development in crime patterns, both locally and nationally.

IV. Organisation of the project.

Contact was made to the local police authority in the involved communities. Then, written offers were sent to homeowners' associations and residents' associations in order to receive project folders and setting up the project.

When appointments had been made, a press conference was held to initiate the project.

The insurance companies' trade association was responsible for sending out letters to the involved associations and for sending out the project folders to the respondents. Supported by the Danish Crime Prevention Council, the local police was responsible for establishing a close cooperation among the associations.

V. Cost of the project

In the period between 1995 and 1999, the costs of the project 'stop the burglar' were around 5 million Danish Kroner. The amount was entirely spent on developing the project concept and on producing and sending material. The Danish Crime Prevention Council and the local police authorities incurred no additional expenses.

VI. Evaluation of the project

Three months after initiation, all local projects were evaluated. This evaluation was carried out by the agency which originally developed the concept and took place by means of telephone interviews with the respondents. Forty-seven per cent of the respondents followed the advice in the project material (arranging neighbourhood watch, marking valuables and improving the house technically and mechanically).

Statistics showed that the project was effective. The number of burglaries decreased notably in the involved areas during the project and in the first months after the project had been completed. However, it has been difficult for the police as well as for residents to maintain the good efforts.

Unfortunately, the good efforts in the involved areas caused a change in the number of burglaries in other areas. Thus, burglaries in other areas rose as did other types of property offences (burglary in shops and companies).

The project is now available on the Internet in order to cut expenses for producing printed material. From the homepage individuals and associations may download the project material. In each of the 54 Danish police districts, a number of police officers have been educated to function as contact persons for possible respondents supporting the preventive measures.

VII Dissemination of the results (reports, articles, presentations, and websites).

The local projects and the results of the overall project have been described in the media (newspaper, radio and television) and published in professional journals.

An evaluation is available from the agency that developed the project.

Furthermore, an interview survey was carried out by a high-ranking police officer at a seminar in one of the involved districts. The survey is available at The Danish Crime Prevention Council.

Country: Finland

Summary

Project Title: The Herukka Neighbourhood Watch in a City of Oulu Suburb

Topic Area: Domestic Burglary

The object of the project:

Targeting of domestic burglary and other problems of order and security in a neighbourhood

Intervention (method):

A neighbourhood watch scheme was founded in 1994. The scheme functions so volunteers patrol the area at night in a car marked with a special sign identifying it as belonging to the Neighbourhood Watch. There is a pair of volunteers in each car, two shifts each night. Every members turn comes up once every two months.

The target group of the project:

4000 residents in Herukka; a suburb of Oulu in Northern Finland.

Evaluation – scope, method, results, replicability and experience collection/accumulation:

The project is still going on. It is reported that there has been a clear drop in burglaries in the project suburb compared with 5 other areas. However, the numbers are small and may be susceptible to random fluctuations.

Neighbourhood Watch in Herukka, a City of Oulu Suburb in Northern Finland

Contact point: Herukka neighbourhood watch circle; Oulu police

While domestic burglary is a relatively rare offence in Finland (only 0.3 per cent of the Finnish respondents of the International Crime Victimization Survey have been victimised by a household burglary during the past 12 months, clearly below the European average), in some places at some times burglaries have been perceived as a serious problem. A well-known neighbourhood watch scheme was founded in 1994 in Herukka, a 4300 population suburb of Oulu in Northern Finland. The project emerged largely as a response to a number of exceptionally grim burglaries in 1993. However, also other problems of order and security were targeted. A pair of volunteer project members patrol the area at night in a car marked with a illuminated sign on the rooftop identifying it as belonging to the Neighbourhood Watch. There are currently about 200 members in the scheme, and each member's turn comes up once every three months. (Further details of the mode of operation of the scheme can be found in the accompanying slide show).

Assessment of effects: in 1996, the police in Oulu prepared a report on the project. It looked at reported crime in the project suburb and 5 comparable suburbs for 1993-1995, i.e., pre- and post-launch of the scheme. There was a clear drop in household burglaries in the project suburb, while there was some increase in the neighbouring ones. However, the numbers are small and may be susceptible to random fluctuations. A later assessment can be based on police recorded crimes for the years 1999-2001 for Herukka and two comparable adjacent suburbs. They indicate that the levels of domestic burglaries, car thefts, and criminal damage have consistently stayed lower in Herukka than in the two neighbouring suburbs.

Table 1. Annual average number of selected offences per 1000 population in the neighbourhood watch area and two adjacent suburbs, 1999-2001.

Offence	Area		
	Herukka (Neighbourhood watch)	Pateniemi	Rajakylä
Household burglary	0.6	1.4	2.2
Motor vehicle theft	2.2	5.3	7.8
Criminal damage	2.3	6.8	9.8

Of course, lower crime rates can be due to factors other than crime prevention efforts.. Hence, a discussion of the characteristics of the comparison areas is in order. The three suburbs (Herukka, Pateniemi, and Rajakylä) constitute a greater city area, which offers all basic services, such as a health centre, library, and primary and secondary schools. All three areas border on the campus of University of Oulu. The population size of each three is almost identical, between 4,338 (Herukka) and 4,615 (Pateniemi). The housing structures of the areas are somewhat different. Rajakylä has several blocks of flats (apartment buildings), while Pateniemi and Herukka are characterised

by terraced and detached houses. The proportion of detached, one-family houses is the greatest in Herukka, making it thus perhaps the most tempting target for burglaries. Rajakylä has a greater number of unemployed people than the two others, but there is no difference between Herukka and Pateniemi. In sum, while it is possible that some differences in the social and physical structures of the three suburbs may help make Herukka a safer place than its neighbours even without a neighbourhood watch scheme, the data available do not reveal such factors at least as far as comparison between Herukka and Pateniemi is concerned. It remains likely that the neighbourhood watch scheme has contributed to the relative safety of Herukka.

Country: France

Summary

Project Title: Summer National Preventing Burglaries operation

The Topic Area: Preventing burglaries

The object of the project:

The project aims to prevent robberies during summer holidays in private homes and where residents are away during a long time.

Intervention (method):

- To remind people of things they have to do before leaving.
- To increase presence of security forces on the spot.
- Installation of alarms.
- Electronic surveillance.
- Reinforcement of night patrols.
- Reinforcing operations for peace and quiet holidays. The inhabitants inform the gendarmerie and the police station of the absence and the length of their stay outside home. Specific patrols are organised at different hours to prevent burglaries.

The target group of the project: Inhabitants of Nozay, La Ville Du Bois, Leuville, Linas, Longpont Sur Orge, Marcoussis, and Montlhéry.

Evaluation – scope, method, results, replicability and gathering & processing of experience: There has been a decrease of burglaries from 2000 to 2001 of 23.3 % and for the current eight month with a further 13.2 %. The prevention program tends to be generalised nationwide.

General Staff of the French gendarmerie- General Staff of the French police

**OBJECT : SUMMER NATIONAL PREVENTING
BURGLARIES OPERATION**
“OPERATION TRANQUILLITE VACANCES”

The aim of this operation is to prevent robberies during summer holidays in the houses where the owners are on holidays (July and august) or far away from home during a long time. In fact, the absence of the occupants is a risks factor and can lead to an increasing in the robberies. The aim is to visit regularly the houses whose the occupants informed the police and gendarmerie services in order to check the locks, to make contact with the neighbourhood population and to collect informations in order to detect suspects and burglars.

The local population is informed by the press and booklets. This operation contributes towards close links with the population. During the period 2001, more than 116 000 people informed the police departments. **1664** robbers have been caught in the act. **2696** were suspected of committing a burglary. Only 0,22% of the homes under supervision of the police departments were the object of an offence. This operation is earlier to the setting up of the local contract for security and is developed in the different departments of police and gendarmerie. This operation is also integrated into the problematic of the local contract for security where there is a wide partnership with the different police departments and the local police. This operation is set up without a specific funding but the local communities and insurances firms can funded booklets to inform the population of this operation and is developed on all the national territory by the police and gendarmerie services.

An example of operation.

<u>Instigator :</u> Local contract for security of LA VILLE DU BOIS in the department of ESSONNE	<u>NATURE OF THE ACTION</u> Preventing burglaries.
<u>Partnership :</u> National Gendarmerie National Police Insurance companies Private security and watch companies Local councils	<u>ASSESSMENT</u> - A lot of burglaries take place particularly when the inhabitants are far away from home during a long time ; - The neighbours don't point out to the gendarmerie or the police the suspicious facts because they don't develop solidarity among them. So it becomes difficult for non-commissionned officers and policemen to arrest burglars. <u>MAIN OBJECTIVES</u> - To decline burglaries ; - To make the inhabitants feel secure ; - To remind people of the importance of taking certain precautions before leaving their house or their flat ; - To increase presence of security forces on terrain. <u>PLACE OF THE ACTION</u> Cities of LA VILLE DU BOIS (gendarmerie), LEUVILLE SUR ORGE (police), LINAS (Police), LONGPONT SUR ORGE (Police), MARCOUSSIS (gendarmerie),MONTLHERY (police), NOZAY (gendarmerie)
<u>Contacts :</u> General staff of the gendarmerie 35, rue Saint-Didier 75775 PARIS CEDEX 16 Prevention and Partnership Cell Major DALIER ☎ 01.53.65.45.19 ☎ 01.53.65.45.29 dg.prevengend@w	

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TARGET PUBLIC

Inhabitants : cities of NOZAY, LA VILLE DU BOIS, LEUVILLE, LINAS, LONGPONT SUR ORGE, MARCOUSSIS, MONTLHERY.

ORIGINE

Local contract for security of LA VILLE DU BOIS was signed on 29th january 2001. It concerns cities which are located in gendarmerie and in police areas as well.

INTERVENANTS

- National Police ;
- National Gendarmerie ;
- Private security and watch companies.

STARTING UP OF THE ACTION

It had to be at the beginning :

- to remind people of things they have to do before leaving ;
- to increase presence of security forces on the spot.

FUNCTIONING

- Installation of alarms ;
- electronic surveillance ;
- reinforcement of night patrols ;
- reinforced operations for peace and quiet holidays : the inhabitants inform the gendarmerie or the police station of their absence and the length of their stay outside home. Twice a day in average, Specific patrols are organized at different hours to prevent burglaries. This action obtains very good results.

OUTCOME AND PERSPECTIVES

Decrease of burglaries :

- In 2000, the number of burglaries was about 133 cases in the three cities located in gendarmerie's area ;
- in 2001, it was listed for the same cities about 102 cases (that is a decrease of 23.3 %) ;
- for the current eight first months, the tendency is confirmed with only 59 cases of burglary, that is a decrease of 13.2 % in correct datas ;
- This operation is not peculiar to this area. This prevention program tend to be generalized on the whole French country. The interest of the information communicated by the inhabitants is to allow aimed surveillance services in order to face the potential risks and to respond to local community wishes for security. Operations for peace and quite holidays have an important impact on the security.

Country: Germany

Summary

Project Title: Präventionsplakette (Prevention Badge)

The Topic Area: Domestic Burglary (Vorbeugung von Wohnungseinbruch)

The object of the project: The main focus of the project is to allocate badges to citizens that have fulfilled all security recommendations given by the police in order to reduce completed criminal offences in the field of domestic burglary.

Intervention (method): Offering intention badges - to intensify the grade of prevention against domestic burglary achieved by technical means and behaviour. – Impart to citizens a complex definition of safety. – Diminish the subjective fear of crime and contribute to a more rational dealing with criminality

The target group of the project:

The total residential population of Gütersloh.

Burglars, whom should be scared of by the Prevention Badge

Evaluation – scope, method, results, replicability and experience collection/accumulation:

A process evaluation has been carried out in order to measure the grade of congruence of the project planning and project performance.

90% of the citizens have been positive impressed with the advise offered.

In order to fulfil the standards of the Präventionsplakette the citizens did invest much more money than they usually would.

The reasons not having asked for the Präventionplakette are caused in personal problems like high costs, less time and too much effort.

An adopting of the project contents by other local or superregional institutions is principally possible and already being practised.

Country: The Netherlands

Summary

Project Title: Police Label Secured Housing (PKVW)

The Topic Area: Prevention of domestic burglary

The object of the project:

The Police Label Secured Housing (PKVW) is a preventive project aimed at promoting social safety in housing estates and the prevention of common crimes (burglary in homes, car theft, vandalism, nuisance and feelings of being unsafe). The elements are perpetrators, victims and situations. The label focuses on each of these elements, and is used both for new housing estates and for existing housing estates.

Intervention (method):

The method is use of requirements and measures described in the PKVW manuals. The manuals are based on

- The study (dissertation) of two members of the Technical University in Delft, known as socially safe designs
- The design “bible” for safe design, by Christoffel Alexander, USA
- Knowledge of burglary methods from police practice

The PKVW has become standard for social safety in housing estates and preventing burglaries in homes. It is generally accepted and applied. A basic registration is kept in PKVW. This is where the advice, the measures and the certification are registered.

The target group of the project:

The PKVW is currently being applied nationally, whereby housing corporations, building contractors, businesses, municipalities, the police and other organisations play a role.

Evaluation – scope, method, results, replicability and gathering & processing experience:

Various reports and evaluations since initial developments of the project in 1992, the official start in 1994/1995 and the national implementation in 1998. Report of 95 % reduction in the risk of burglary in certified homes and 40 % reduction on other crimes.

Appendix 2.

Guidelines for description of the project:

Name of the project: Police Label Secured Housing (PKVW)

Contact person and address: Theo Hesselman, Beheersinstituut Politiekeurmerk Veilig Wonen, P.O. Box 444, 3990 GE Houten, the Netherlands, tel. +31 (0)30 6341999, fax. + 31 (0)30 635658. E-mail: theo.hesselman@politiekeurmerk.nl, Website: www.politiekeurmerk.nl

The topic area of the project: the whole country

I. Description and analysis of the nature of the problem

The Police Label Secured Housing (PKVW) is a preventive project aimed at promoting social safety in housing estates and the prevention of burglary in homes.

It focuses on so-called common crimes (burglary in homes and associated buildings, car theft and stealing items from cars, vandalism, nuisance and feelings of being unsafe).

The elements in these offences are perpetrators, victims and situations. The label (hallmark) focuses on each of these elements.

The approach to the problem is either pro-active (new housing estates) or according to the analysis of an existing situation with the help of a software programme (community safety scan) – for existing housing estates. This has led to the requirements and measures described in the PKVW manuals. These manuals are based on three foundations, namely:

1. The study (dissertation) of two members of the Technical University (TU) in Delft, known as socially safe designs;
2. The design ‘bible’ for safe designs, by Christoffel Alexander (CA, USA);
3. Knowledge of burglary methods (MOs) from police practice.

The community safety scan allows space for inserting data (official report statistics) from the police, the municipality and corporations (condition of the houses and the environment and indicators about the demography of the residents), and most important of all, the results of questionnaires among the residents and key persons on the estate.

II. Target groups of the project

The PKVW is currently being applied nationally, whereby a role is played by housing corporations, building contractors, businesses, municipalities, the police and other organisations.

As far as the perpetrators are concerned, the PKVW focuses on affecting opportunistic behaviour.

Municipalities, housing corporations and individual residents are mobilised in particular.

Implementation is particularly in the hands of municipalities, the police and businesses.

The advantage is expressed (in view of the results) via the owners/managers of estates, complexes and individual homes.

It is an integral project in which a phased initiation can take place in hotspots.

III. Plan of the project

The PKVW has become standard for social safety in housing estates and preventing burglaries in homes. No uniform starting point existed prior to this. It is generally accepted and applied.

A basic registration is kept within the PKVW. This is where the advice, the measures and the certification are registered. There are also the reports the police make to the national PKVW management institute about burglaries in certified homes. The PKVW committee on standards and research makes an effect measurement.

Using public-private co-operation to promote the application of PKVW in 80% of all new buildings and a minimum of 10% of all existing buildings, complexes and housing estates before 2005.

We encounter problems in ensuring the quality of the projects and in financing the national project.

IV. Organisation of the project

National management with:

Beheerinstituut Politiekeurmerk Veilig Wonen

(Police Label Secured Housing)

Postbus 444

3990 GE Houten (NL)

+31 30 634 1999.

Regional co-ordination:

25 *Veilig Wonen* (Secured Housing) co-ordinators

Locally: with the municipalities and the police.

V. Cost of the project

An annual sum of Euro 1.5 million for management of labelling.

Various sums per region, depending on deployment (idem, per municipality).

VI. Evaluation of the project

(1) Various reports and evaluations since initial developments of the project in 1992 and the official start of the experiments in 1994/1995 and the national implementation in 1998.

Including:

- Secured by Design in the Netherlands
- Fasten your Seatbelts
- Burglaries: prevention pays off

- PKVW annual reports 1999/2000/2001
 - Information domain: homes and crime
- (2) Study by DSP group and consumers' organisation; INBO, USP marketing
- (3) Effects and results
- (4) 95% reduction in the risk of burglary in certified homes and on average 40% reduction in other crimes (bonus effect). Increased feeling of safety among residents.
- (5) Use of labelling or similar action and working formulas in shops, business premises and schools seem to work too.

VII. Dissemination of the results

A PKVW (new housing) manual with guidelines is available in English. Powerpoint presentations are also available and there is a web-site, www.politiekeurmerk.nl
Other evaluations and studies are available from the PKVW Management Institute (only in Dutch).

Project Title: Local Security Plan Dudelange**The Topic Area: Urban Crime****The object of the project:**

All kinds of criminal phenomenon occurring in the city of Dudelange, on a local basis including traffic matter and minor delinquency. (During the last three years the city has experienced a growing number of offences)

Intervention (method):

- Public action
- Efforts to be concentrated at exposed areas such as certain public places, bars, amusement, centres etc.
- Development of community policing
- Regular meetings with local authorities (Inhabitants, police force, local clubs and administrations).
- Systematic press cover of local events and police interventions related to them.
- Effective repression of committed crimes by the police
- Youth projects (job search, animation, contact agents in schools etc.)

The target group of the project:

All criminal offenders

Evaluation – scope, method, results, replicability and gathering & processing of experience:

An evaluation has not yet been accomplished

<i>KEYFEATURE OF PROJECT/METHOD</i>	Describe what you actually did:
I. Description and analysis of the	

nature of the problem:	
<p>1) What was the crime problem the project wanted to tackle?</p> <ul style="list-style-type: none"> ▪ Scope of the projects e.g. ▪ Crime or disorder problem only ▪ Crime/disorder + fear or other community safety <p>2) The elements in the problem/subject, which wanted to be changed and/or developed?</p>	<p>all kinds of criminal phenomenon occurred in the city of Dudelange, on a local basis (including traffic matters and minor delinquency)</p> <p>Prevention by police patrols and the development of community policing</p> <p>Close cooperation with local authorities, inhabitants, police force, local clubs, administrations (regular meetings)</p> <p>Systematic press cover of local events and/or police interventions related to them</p> <p>Effective repression of committed crimes by the police</p> <p>Youth projects (job search, animation, contact agents in schools,...)</p>
<p>3) What types of evidence were assembled to identify the crime problem?</p> <ul style="list-style-type: none"> ➤ Crime pattern analysis (including repeat victimisation) based on <ul style="list-style-type: none"> ▪ Crime survey ▪ Recorded crime ▪ Other data ▪ Analysis of risk and protective factors in potential offenders backgrounds and in areas ▪ Interviews with actual/potential offenders ▪ Other (describe) 	<p>Police statistics</p> <p>Recent crime/insecurity feeling of the population survey</p> <p>Analysis of risk and protective factors on a local basis of the town</p> <p>Analysis of the pattern of the population, the architectural urban structure</p>
<p>Describe key aspects of the evidence that informed the decision to target the problem, including whether a recent problem or one of long standing.</p>	<p>The city of Dudelange has known in the past 3 years a growing number of offenses in many different crime phenomenons</p>

<p>Any special difficulties encountered or innovative approaches adopted in obtaining/analysing the evidence?</p>	<p>neg.</p>
<p>II Target groups of the project (size, victims, offenders, places/situations: <i>Make clear whether 'target group' refers to:</i></p> <ul style="list-style-type: none"> ▪ The offenders who may receive preventive action ▪ People or institutions who may be mobilised ▪ To implement the action ▪ Beneficiaries – who receive crime reduction benefits or wider community safety – geographic, non-spatial communities with common identity or common interest (e.g. ethnic minorities, elderly) ▪ Locations at risk, hotspots ▪ Other <p>Useful to state 'primary/secondary/tertiary' targeting of whichever type of target specified</p>	<p>yes, see answer I. 2)</p> <p>idem</p> <p>by public actions</p> <p>the inhabitants of the town</p> <p>some public places / bars / amusement centres are more exposed than other areas, efforts to be concentrated</p> <p>All aspects are equally treated in this matter, so in fact all "primary".</p>

Plan of the project:

- | | |
|---|------------------------|
| 1) Has the project done anything especially interesting in the stages of the Preventive Process that is worth learning from? | neg. |
| 2) As a minimum, has the project followed an adequate process of: | |
| ▪ Collecting and analysing crime data | yes |
| ▪ Identifying causes and consequences of crime or risk and protective factors | yes |
| ▪ Devising interventions based on evidence or clearly-stated and plausible principles and mechanisms of intervention, and matched to the crime problem and context, | yes |
| ▪ Mobilisation (CLAMED) and implementation – targeting strategies etc | yes |
| And evaluation and adjustment? | to be prepared in 2003 |
| ▪ Include difficulties, issues and ‘troublesome tradeoffs’, and generally the 5 kinds of knowledge in order to have something that can be replicated or reconstructed in new contexts | |

Organisation of the project:	Police force, local and regional administrative authorities, justice
Cost of the project:	not determined yet, the costs are to be shared between the different actors
Evaluation of the project: 1) The applied type of evaluation e.g. impact/effect, cost effectiveness, process or other kinds of evaluation. 2) Extern independent evaluation 3) The core elements in evaluation 4) The main results of the evaluation 5) The generalisability and explicability of the results in other contexts.	not yet realized at this moment (2003)
	not yet realized at this moment (2003)

Country: Luxembourg

Summary

Project Title: Regional Security Plan Capellen

The Topic Area: Burglary

The object of the project:

Burglaries in one-family houses with/or home jacking of expensive cars parked in front of it

Intervention (method):

- Police presence and proximity.
- Technical individual means.
- Public information.
- Co-operation between local authorities, inhabitants, police force. Local committees, clubs, administration and neighbourhood watch.
- Effective repression of committed burglaries by systematic forensic exploitation of the crime scenes.

The target group of the project:

- The population of Capellen, that needs to improve self-protection in order to stop burglars. A relatively high standard of living characterises Capellen.
- Burglars (indirectly through security improvements)

Evaluation – scope, method, results, replicability and gathering & processing of experience:

Evaluation of the project has not yet been realised

<i>KEYFEATURE OF PROJECT/METHOD</i>	Describe what you actually did:
<p>II. Description and analysis of the nature of the problem:</p> <p>4) What was the crime problem the project wanted to tackle?</p> <ul style="list-style-type: none">▪ Scope of the projects e.g.▪ Crime or disorder problem only▪ Crime/disorder + fear or other community safety <p>5) The elements in the problem/subject, which wanted to be changed and/or developed?</p>	<p>Burglaries in one-family houses with/or home-jackings of expensive cars parked in front of it.</p> <p>Prevention by police presence and proximity, technical individual means, information for the public, approach of cooperation between local authorities, inhabitants, police force, local committees or clubs, administrations, neighbourhood watch</p>

	Effective repression of committed burglaries by systematic forensic exploitation of the crime scenes
<p>6) What types of evidence were assembled to identify the crime problem?</p> <ul style="list-style-type: none"> ➤ Crime pattern analysis (including repeat victimisation) based on <ul style="list-style-type: none"> ▪ Crime survey ▪ Recorded crime ▪ Other data ▪ Analysis of risk and protective factors in potential offenders backgrounds and in areas ▪ Interviews with actual/potential offenders ▪ Other (describe) 	Mainly police statistics, recent crime/insecurity feeling of the population survey and analysis of risk and protective factors (see next answer below)
Describe key aspects of the evidence that informed the decision to target the problem, including whether a recent problem or one of long standing.	The chosen region of Capellen is characterised by a relatively high standard of living and therefore attractive for crimes, lack of self-protection by the population, fast escape possibilities by direct access to highways and the Belgian border.
Any special difficulties encountered or innovative approaches adopted in obtaining/analysing the evidence?	neg.

<p>II Target groups of the project (size, victims, offenders, places/situations: <i>Make clear whether 'target group' refers to:</i></p> <ul style="list-style-type: none"> ▪ The offenders who may receive preventive action ▪ People or institutions who may be mobilised ▪ To implement the action ▪ Beneficiaries – who receive crime reduction benefits or wider community safety – geographic, non-spatial communities with common identity or common interest (e.g. ethnic minorities, elderly) ▪ Locations at risk, hotspots ▪ Other <p>Useful to state 'primary/secondary/tertiary' targeting of whichever type of target specified</p>	<p>by the means exposed in question I. 2)</p> <p>idem</p> <p>by public actions (public meetings, press cover, ...) the inhabitants of the concerned area</p> <p>some cities/small towns are more exposed than others according to the present police statistics – concentration of efforts to these hotspots</p> <p>All aspects are equally treated in this matter, so in fact all "primary".</p>
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<p>III. Plan of the project:</p> <p>3) Has the project done anything especially interesting in the stages of the Preventive Process that is worth learning from?</p> <p>4) As a minimum, has the project followed an adequate process of:</p> <ul style="list-style-type: none"> ▪ Collecting and analysing crime data ▪ Identifying causes and consequences of crime or risk and protective factors ▪ Devising interventions based on evidence or clearly-stated and plausible principles and mechanisms of intervention, and matched to the crime problem and context, ▪ Mobilisation (CLAMED) and implementation – targeting strategies etc And evaluation and adjustment? ▪ Include difficulties, issues and ‘troublesome tradeoffs’, and generally the 5 kinds of knowledge in order to have something that can be replicated or reconstructed in new contexts 	<p>neg.</p> <p>yes</p> <p>yes</p> <p>yes</p> <p>yes</p> <p>to be prepared</p>
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Organisation of the project:	Police force, local and regional administrative authorities, justice
Cost of the project:	not determined yet, the costs are to be shared between the different actors
Evaluation of the project: 6) The applied type of evaluation e.g. impact/effect, cost effectiveness, process or other kinds of evaluation. 7) Extern independent evaluation 8) The core elements in evaluation 9) The main results of the evaluation 10) The generalisability and explicability of the results in other contexts.	not yet realized at this moment
VII. Dissemination of the results (reports, articles, presentations, websites)	not yet realized at this moment

Country: Spain

Summary

Project Title:

The Topic Area: Domestic burglary

The object of the project:

Prevention of burglary during holiday periods (Easter and summer holidays) by social awareness and a series of specific recommendations.

Intervention (method):

A series of specific recommendations, which are easy to apply and understand are implemented through report campaigns to private and residents associations by the Media co-operation, information in the police stations, etc. The recommendations are security measures to be used by inhabitants, when they are absent for a short period of time.

The target group of the project:

Owners and tenants of immovable properties.

Evaluation – scope, method, results, replicability and experience

collection/accumulation:

The project is organised of the Ministry of the Interior and General Directorate of National Police. The evaluation of the project is carried out by the crime statistics.

<i>KEY FEATURE OF PROJECT/METHOD</i>	Describe what you actually did:
<p>III. Description and analysis of the nature of the problem:</p> <p>7) What was the crime problem the project wanted to tackle?</p> <ul style="list-style-type: none"> ▪ Scope of the projects e.g. ▪ Crime or disorder problem only ▪ Crime/disorder + fear or other community safety <p>8) The elements in the problem/subject, which wanted to be changed and/or developed?</p> <p>9) What types of evidence were assembled to identify the crime problem?</p> <ul style="list-style-type: none"> ➤ Crime pattern analysis (including repeat victimisation) based on <ul style="list-style-type: none"> ▪ Crime survey ▪ Recorded crime ▪ Other data ▪ Analysis of risk and protective factors in potential offenders backgrounds and in areas ▪ Interviews with actual/potential offenders ▪ Other (describe) <p>Describe key aspects of the evidence that informed the decision to target the problem, including whether a recent problem or one of long standing.</p> <p>Any special difficulties encountered or innovative approaches adopted in obtaining/analysing the evidence?</p>	<p>1). Burglary during holiday periods (Easter and summer holidays)</p> <ul style="list-style-type: none"> ▪ Owners/dwellers of immovable property. ▪ Social alarm and subjective lack of security <p>2). Social awareness as to a series of specific recommendations can be adopted to prevent burglaries.</p> <p>3). The increase of the burglaries.</p> <p>➤ Perpetrators of this kind of crime has gone from Spaniards to foreigners.</p> <ul style="list-style-type: none"> ▪ No data available <p>A significant increase of this kind of crimes had occurred during the before mentioned vacation periods.</p> <p>Nowadays, criminal activities perpetrated by foreigners are normally well organised. They have several channels to provide a proper way out of the country of the obtained loots, apart from that, it should be added that they are rootless, so this makes more difficult the</p>

	investigation for the police
<p>II Target groups of the project (size, victims, offenders, places/situations: <i>Make clear whether 'target group' refers to:</i></p> <ul style="list-style-type: none"> ▪ The offenders who may receive preventive action ▪ People or institutions who may be mobilised ▪ To implement the action ▪ Beneficiaries – who receive crime reduction benefits or wider community safety – geographic, non-spatial communities with common identity or common interest (e.g. ethnic minorities, elderly) ▪ Locations at risk, hotspots ▪ Other <p>Useful to state 'primary/secondary/tertiary' targeting of whichever type of target specified</p>	<ul style="list-style-type: none"> ▪ The target group of the project is the owners and tenants of immovable properties. This preventive action is implemented through report campaigns aimed to private individuals and residents associations by the Media co-operation (TV, written press, radio,...), written information published by the Ministry of Interior and sent to private individuals (box-letters), information in the Police Stations, information of the Ministry of the Interior's web, community police patrols, City Councils and Regional and State Governments. ▪ Hotspots: When perpetrating this kind of crime, criminals act during the day time, taking advantage of the absence of the dwellers from their houses, as they verified this beforehand. These acts are normally committed during this time periods <ul style="list-style-type: none"> - From 11:00 up to 14:00 - From 16:00 up to 18:00

Plan of the project:

- 5) Has the project done anything especially interesting in the stages of the Preventive Process that is worth learning from?
- 6) As a minimum, has the project followed an adequate process of:
 - Collecting and analysing crime data
 - Identifying causes and consequences of crime or risk and protective factors
 - Devising interventions based on evidence or clearly-stated and plausible principles and mechanisms of intervention, and matched to the crime problem and context,
 - Mobilisation (CLAMED) and implementation – targeting strategies etc
 - And evaluation and adjustment?
 - Include difficulties, issues and ‘troublesome trade-offs’, and generally the 5 kinds of knowledge in order to have something that can be replicated or reconstructed in new contexts

1) In order to prevent this kind of crimes, a series of specific recommendations had been made, these recommendations are easy to apply and understand:

To use the following security measures although you are going to be absent for a short period of time:

- To put a reinforced door in the dwelling. If the door is not reinforced, it should have at least two locking points and have not hollows between the door and the floor.
- Reinforce door hinges area with steel bolts and metallic angles to prevent crowbars.
- To put grilles on windows which are easily accessible from outside.
- To install electronic intruders alarm devices
- To ask a trustful person to collect daily the post
- Do not circulate your absence among unknown people.
- To avoid leaving visible signals that your house is empty
- To install automatic timers to switch radio, TV and house lighting on, for short periods of time.
- To give your house keys to the police during your absence.
- To deposit your valuable items in bank safe-deposit boxes or under the custody of a trustful person who is not going to leave.

2) Through crime scene examinations and the interviews with crime facts perpetrators, “Modus Operandi” and information on the crime fact can be obtained.

Organisation of the project:	Ministry of the Interior General Directorate of National Police
Cost of the project:	Low budget
Evaluation of the project: 11)The applied type of evaluation e.g. impact/effect, cost effectiveness, process or other kinds of evaluation. 12)Extern independent evaluation 13)The core elements in evaluation 14)The main results of the evaluation 15)The generalisability and explicability of the results in other contexts.	The evaluation of the project is carried out by the crime statistics.
VII. Dissemination of the results (reports, articles, presentations, websites)	www.mir.es/policia/p2000 www.mir.es/segurida/consejos Telephone number (free of charge): 900.150.000

Country: Sweden

Summary

Project Title: Reducing crime through building design

The Topic Area: Residential burglary

The object of the project: The project aims to illuminate the significance of the physical environment for crime by means of an empirical analysis of a suburb of Stockholm.

Intervention (method):

- Oscar Newman's theories of defensible space.
- The Swedish National Board of Housing, Building and Planning's design principles and Danish material relating to residential building projects, a checklist was formulated containing 86 items. The checklist is divided into seven principle categories, each of which focuses on a different aspect of the building plan. 1) Town planning factors, 2) Visibility and observability, 3) Orientation and accessibility, 4) Buildings administration, 5) Physical obstacles, 6) Symbolic obstacles and 7) Social obstacles.
- A so-called CPTED-factor (Crime Prevention Through Environmental Design) arrived by dividing the number of positive factors with the number of negative ones. The test area, Ärvinge, was compared with two control areas, Ärvinge Gård and Helsingör.

The target group of the project: The project aimed to mobilise construction companies and building administrators to work together with the police to take crime preventive factors into account as the district was built.

Evaluation – scope, method, results, replicability and gathering & processing

experience: The evaluator visited the project test area and the control areas and answered the checklist. In summary the differences between the test area and the two control areas concerned with town planning factors and physical obstacles. In the test area the CPTED-factor score was almost twice as high (3.6) as in the two control areas (with scores of 2.0 and 1.7).

The number of reported residential burglaries in the three areas has been studied over a period of four years, from 1996 to 1999. The test area witnessed 1.7 burglaries per 1000 apartments and year, whilst the control areas witnessed 5.7 and 6.2 burglaries per 1000 apartments and year.

2002-09-10

L Alexandersson

The Swedish National Council for Crime Prevention

Project title: Reducing crime through building design

Contact person: Local police chief Johnny Lindh, Stockholm County Police

Authority, Ekerö police district, Mälarötorget 6, 178 30 Ekerö.

Tel: +46 8 401 35 10

Project's principle focus: Crime preventive building design

Introduction

In 2001, the Stockholm County Police Authority published the brochure "Reducing crime through building design". With this brochure, the police authority wanted "by means of its own research to show that there were substantial opportunities to plan building work, both in the context of new construction and rebuilding projects, so as to prevent crime and create safe and secure residential areas." The brochure is based on a dissertation that aims to illuminate the significance of the physical environment for crime by means of an empirical analysis of a suburb of Stockholm. Local police chief Johnny Lindh within the framework of a postgraduate level course in applied criminology at Stockholm University's Department of Criminology wrote the dissertation. The following description is based on both the dissertation and the subsequent brochure.

The focus of this project is thus directed at evaluating crime prevention measures that have already been put into effect, or in other words at the final stage of the crime prevention process. Whilst the measures at issue are somewhat more than five years old, this nonetheless provides us with the opportunity to examine the long-term effects of these crime preventive efforts. The use of this example may also be motivated by reference to the fact that this phase of the preventive process is not often put into effect, and that there is a need to emphasise the practical application of evaluative models. The chosen example also contributes to increasing knowledge in relation to which concrete measures actually work.

Description and analysis of the problem

The fact that the design of the physical environment has an effect on crime is no new discovery. In the USA and Canada in particular, crime prevention based on building design can be traced back to the beginning of the 1970s. In North America, the idea of designing the physical environment so as to make potential criminals perceive the commission of crime as more difficult and risky, and as less rewarding, has been labelled Crime Prevention Through Environmental Design, abbreviated as CPTED. In Sweden, however, this preventive approach has only begun to have a practical impact in quite recent years. Denmark, Holland and England, for example, have considerably longer experience of attending to the crime preventive aspects of building design.

The Stockholm Police took one of the earliest steps in this area of crime prevention in 1987, in the so-called “million programme” suburb of Akalla, which lies adjacent to the current project’s test area. The objective here was to test a number of both social and situational measures aimed at reducing break-ins into cars, homes and storage areas. The situational measures were primarily directed at improving the physical obstacles to crime and at sectioning both garages and cellar storage areas. As a result, car and storage area break-ins were reduced significantly.

In the project’s test area, Ärvinge, which was constructed between 1992 and 1994, there was a desire to make the most of the experience that had been gained in Akalla. The responsible building contractor and the chief administrative officer of the Ärvinge residential area therefore established contact with the police. These contacts led to all apartments being built with security doors and security espagnolettes on all windows and ground level balcony doors as standard. No storage spaces were constructed in the basement or roof areas of the apartment blocks, with space being instead made available for storage inside the apartments themselves. Thus in Ärvinge, a number of physical obstacles whose primary objective was to obstruct access to attractive crime targets were built in from the start. In addition, what are usually referred to as symbolic obstacles were also built, i.e. construction measures that make it clear who owns what and who is responsible for what within the area.

The project’s target group

The project aimed to mobilise construction companies and building administrators to work together with the police to take crime preventive factors into account as the district was built. The physical design of the community was to deter potential offenders from committing crimes in the area. The low level of residential burglaries in the area has naturally been of benefit to the levels of safety and security experienced by the residents.

Since the majority of these measures were built into the buildings and apartments in the area right from the word go, they may for the most part be described as being of a primary nature.

Putting the project into effect – the instrument used to evaluate effects

Using research findings from the area of environmental criminology and theories of construction-related crime prevention, a checklist was formulated containing 86 items that together covered seven different areas of interest. Going through the checklist and adding up the positive and negative building-related factors arrive at a summary measure of the residential area’s capacity to resist crime by means of its design features. By dividing the number of positive factors with the number of negative ones, a score is arrived at that can be checked against the so-called CPTED-factor (Crime Prevention Through Environmental Design). The checklist has been used in field studies of both the project test area and two control areas.

The checklist is based on Oscar Newman's theories of defensible space, the Swedish National Board of Housing, Building and Planning's design principles and Danish material relating to residential building projects, published by the Danish National Council for Crime Prevention.

The 86 items on the checklist are divided into seven principle categories, each of which focuses on a different aspect of the building plan: 1) *town planning factors* which facilitate the integration of people of different ages and social and ethnic backgrounds, and which include several functions, such as residential buildings, workplaces, service provision etc., and populated communication routes. 2) *Visibility and observability*, good lighting and the avoidance of unnecessary 'hiding places', 3) *Orientation and accessibility*, clearly visible building entrances that can be reached in safety from public communications, 4) *Buildings administration*, well tended buildings and surroundings which show that somebody cares about and is responsible for the area, 5) *Physical obstacles*, which obstruct access to desirable crime objects (such as the use of different technologies etc.), 6) *Symbolic obstacles*, designing the building work in a way that makes clear what is public, semi-public, semi-private and private, 7) *Social obstacles*, informal (residents), semi-informal (workers) and formal (police, security officers) social control.

The questions on the checklist can only be answered either with a straight yes or no, or by stating that the situation is unclear or the item irrelevant. The reason some questions are recorded as unclear or irrelevant is that there may be no basement garages or storage spaces in the basement or roof areas for example. The more positive responses the better from a crime preventive perspective. The results are interpreted on the basis of the quotient of 'yes' responses to 'nos'. This quotient is then defined as the CPTED-factor.

Evaluation

In order to answer the 86 questions in the checklist, the evaluator has made ten or so visits to the project test area and the control areas. Sometimes the evaluator on his own undertook these visits, and at others housing administrators, caretakers, police inspectors or researchers working in this field, accompanied him. Checklist areas of a technical and concrete nature relating to the *physical obstacles* category were easy to fill in, whereas other areas required repeated visits. Areas such as visibility and lighting are naturally rather more subjective, even though there are now technologies available that allow for objective measures to be taken in relation to these factors. In order to compensate somewhat for these limitations, these areas of the checklist were discussed with other persons involved in the field studies.

Results from the field studies

Once the checklists had been completed in both the project test area and the two control areas, the results were summarised in the following way.

As regards the *town planning factors*, the test area was a rather small-scale settlement and fulfilled the requirements (according to the guidelines laid down by the Danish Federation of Engineers) for the number of households that ought to be included in a neighbourhood group. In addition, the area included commercial workplaces. The settlements in the control areas are more compact and larger scale, with blocks of apartments based on a terraced model with external galleries.

As regards *visibility and observability*, the vegetation in all three areas had been allowed to run too wild and the external car parking areas in all three were poorly lit. In addition, many building entrances in the control areas were hidden in niches or behind storage buildings.

In the *orientation and accessibility* category, the areas were relatively similar, apart from the fact that one of the control areas had basement storage areas, which constitute a negative factor according to the checklist. There were no differences regarding *the administration of buildings* in the three areas, nor were there any major differences in relation to the categories *symbolic obstacles* and *social obstacles*, where the numbers of 'yes' and 'no' checklist responses were relatively similar across the three areas.

As regards *physical obstacles*, the number of 'yes' responses was more or less the same in the three areas. By contrast, there were twice as many 'no' responses in the control areas by comparison with the test area.

In summary, it was stated that the differences between the test area and the two control areas primarily related to two categories, namely those concerned with *town planning factors* and *physical obstacles*. In the test area of Ärvinge, the CPTED-factor score was almost twice as high (3.6) as in the two control areas of Ärvinge Gård and Helsingör (with scores of 2.0 and 1.7 respectively)

Effects on crime

The trend in the number of reported residential burglaries in the three areas has been studied over a period of four years, from 1996 to 1999. The test area experienced a total of three burglaries during this time, whereas the control areas experienced 16 and 27 residential burglaries respectively over the same period. When the numbers of burglaries in the test and control areas are compared in relation to the number of dwellings, the control areas showed themselves to have witnessed a little over three times as many residential burglaries as the project test area. This remains true when the test area is compared to the whole of the city district in which the three areas are located.

There are thus substantial differences in the number of residential burglaries across the three areas. If we examine the number of residential burglaries in the three areas in relation to the number of dwellings, the following picture emerges. The test area witnessed 1.7 burglaries per 1000 apartments and year, whilst the control areas witnessed 5.7 and 6.2 burglaries per 1000 apartments and year respectively. The figure for the city district as a whole was 5.6.

On almost every occasion (40 of 46), the burglar had broken or forced a window on the ground floor or on one of the external galleries. As a result, many of the residents in the control areas had installed bars to cover their windows, something that had not happened in the test area.

Cost-effectiveness of the project

No calculation of the cost of the preventive measures, in the shape of for instance the physical obstacles, has been carried out in this project. However, it may be anticipated that it is cheaper to build in these measures already when building the area, than afterwards. On the other hand it is practically impossible to assess how many flats that might have been attacked without these obstacles. One of the largest benefits of this project seems to be the involvement of professionals, I. e. policemen, who could provide the constructors with preventive aspects already in the planning process. Another aspect is that it may be assumed that built in preventive measures will be less conspicuous, and thus more attractive, than individually initiated measures, often taken as a result of victimisation or enhanced fear of crime.

Concluding remarks

There are two principle trends in research focused on the crime preventive aspects of building work. The first emphasises security related factors in the area at issue (the security model), and focuses on control and physical security solutions, whilst the other emphasises the importance of creating a safe environment (the safety model) through greater openness and by populating the shared sections of the residential area. There is thus something of a conflict between towns that are overly secure and safe and towns that are congenial and exciting.

The test area of Ärvinge may be regarded as an example of a residential area that, in accordance with the security model, built in certain *physical obstacles* from the start whilst at the same time paying attention to safety-related aspects in the area of *town planning*. And it was in precisely these two categories (of seven possible) that the test area differed from the control areas.

The results of the empirical test indicate that there are several positive factors in the physical environment of the test area that militate against residential burglary at least. Total crime levels were relatively stable in the three areas during the four-year measurement period. In relation to the number of residents, the test area had a little over three times as many indoor offences than the control areas, primarily in the form of within-family violence. As regards outdoor crimes and other forms of theft offences, these lay at about the same level in all three areas.

An analysis of the socio-economic composition of the test area, Ärvinge, showed that this area had the lowest median income, the highest levels of migration into and out of the area, the lowest number of registered cars and that all residents, by contrast with the control areas, lived in rented accommodation. These are factors that are deemed to contribute to higher levels of crime in a given area. One of the central conclusions of the study on which this presentation is based was that it had found empirical support for the idea that the physical design of a residential area, both in relation to physical obstacles and town planning considerations, has a significant impact, at least on residential burglaries.

Country: United Kingdom

Summary

Project Title: Stirchley burglary reduction project, Birmingham, UK

The Topic Area: Domestic burglary

The object of the project: The project aimed to prevent residential burglary in an urban-area, Stirchley, 5km from Birmingham city centre.

Intervention (method):

- Blocking access to vulnerable and unsurveillanced rear of houses
- Reducing escape routes.
- Marking of property (may hinder potential purchasers to by the stolen goods.
- Deterring and discouraging offenders through perception of increased risk and effort, and reduced reward; amplifying this through window stickers.
- Helping residents to protect their own and neighbours property by general crime prevention messages through a newsletter.

The target group of the project:

All residents within a specific geographical area (8600 inhabitants).

Evaluation – scope, method, results, replicability and gathering & processing of experience:

South Bank University and collaborators in the Crime Reduction Programme in England & Wales subjected the project to an independent impact, process and cost-effectiveness evaluation. The evaluation design involved comparing changes in recorded burglary over some 3 years in the target area; the rest of Stirchley police beat (“buffer” area) and the Kings Heath operational command (general background).

Over the period the burglary fall (53%) in the target area. Analyses suggest that there may have been geographic “diffusion of benefit” into the buffer area. Cost-benefit analysis suggested that the project was beneficial.

Issues to consider for replicability include:

- The community context of residents' willingness to collaborate on collective action.
- The administrative/legal context of urban planning regulations for the installation of common fencing etc.
- The balance of public and private ownership of housing.
- The architectural design and layout of the housing.

United Kingdom Project example – burglary⁷

Project Title: Stirchley burglary reduction project, Birmingham, UK

Crime problem addressed: Domestic burglary

Project description – The 5Is

1. Intelligence

Intelligence involves gathering and analysing information on crime problems and their consequences, and diagnosing their causes and (with longer-term, developmental prevention) the 'risk and protective factors' in young children's life circumstances associated with later criminality.

General context

The Stirchley project was located some 5km from Birmingham city centre. The area had good transport links to the centre and was within easy travelling distance to major employers. It contained some attractive residential areas with a variety of housing types. The population was some 21,000, 12% of whom were from ethnic minorities (roughly twice the UK average but half the Birmingham average). The unemployment rate was around 5% (just over the UK average but a bit over half the Birmingham average).

The target area was located within the police beat of Stirchley, which was part of the King's Heath Operational Command Unit. The beat had a population of some 8600, a third of whom were between 25-44 years old; a tenth were from ethnic minorities.

The project covered 9 residential streets, representing almost 17% of households in the Stirchley beat. They mainly comprised 2-storey 'terraces' (ie a number of houses joined in a continuous row along a street) or semi-detached housing dating from around 1900. Most residents were owner-occupiers of their homes, and most were long-term residents, although there were some students from the nearby university. Overall the area seemed fairly pleasant, but with a slightly 'run-down' appearance.

Within Stirchley, there were 2 subsidiary target areas. Area 1 contained a few vacant homes, plus some small businesses. Most houses backed onto each other in blocks. Some houses bordered parkland and a canal. In Area 2, houses lay side-by-side in a long chain and were open to parkland at the rear.

The crime problem that the project aimed to prevent

The crime problem was residential burglary.

Significant consequences of the crime problem/s

No especial consequences were recorded. National average material and social costs of domestic burglary were nearly €3300 per household in 2000.

Evidence of crime problem – sources of information and analysis

⁷ This example was prepared by Paul Ekblom, Home Office, UK, on the basis of a recent (so far unpublished) evaluation report by the Southern Consortium of evaluators for the Reducing Burglary Initiative led by the Criminal Policy Research Unit, South Bank University, London. Thanks are due to the authors, Marianne Thompson, Ian Hearnden, Andrew Millie, Jacqueline Mallender and Rebecca Kingsnorth, and the project manager, Nick Keane, currently of Centrex, the Central Police Training and Development Authority.

Crime pattern analysis from recorded police statistics showed that, in the 3 years prior to 1999, the Stirchley beat had a burglary rate well over twice the national average, with 217-241 incidents per year. There were two hotspots (Areas 1 and 2 described above) which accounted for a quarter of all burglaries on the beat. Further analysis showed that in over 80% of the burglaries in these hotspots, the offender had gained access via the rear of the house (this was markedly higher than a national average estimate of 60%, suggesting a particular vulnerability). *Site visits* by the police established the importance of environmental factors, in particular rear alleyways and other means of access (described below).

Know-how in collection and analysis

Nothing special.

Immediate causes and risk factors

The project focused on situational causes. Following the immediate causes set out in the Conjunction of Criminal Opportunity framework, the significant ones here acted mainly (but not exclusively) at the area or community levels rather than at that of individual households or offenders:

Environment

Logistical aspects of the environment centred on a network of alleyways, adjacent open land (park or common land) and a canal bank. These all afforded *access* to the rear of houses (one street block had a network of 14 alleys which gave rear access to over 70 houses), and *escape routes*. The alleys in particular meant that, once offenders were in them, they were *concealed from surveillance*.

Target enclosure

An *inner* enclosure comprised the houses themselves, which presumably were vulnerable to rear break-ins. An *outer* enclosure was either absent, or had incomplete or ineffectual boundaries due to a) poor *fencing* (in fact, further analysis showed that the pattern of burglaries followed the gaps in the fencing) or b) poor *gates* (some of these were poorly designed and could be climbed over or crawled under; others were not strong enough to resist a kick).

Crime preventers and promoters

Some residents had put up their own fences and gates. However, many were weak, as said, and the choice by some individual households *not* to do so meant that the whole interconnected area was vulnerable. In effect this represented an absence of *collective action* at the *community level*.

Offender perception/decision

No special information was collected on **offenders** (criminality, motives, resources, presence) but we can assume they perceived little *effort* to reach the rear of the houses (and to break in), little *risk* of being observed and caught whilst approaching, breaking in or escaping, and sufficient *reward*.

2. Intervention

Interventions are **how the action works**: the generic **causal principles** and detailed **mechanisms** that could be applied to block, disrupt or weaken the causes of criminal events or the risk factors, and strengthen the protective factors. These can involve both **civil prevention** and **traditional law-enforcement**.

Intervention principle 1

The first principle selected was to *improve and/or create effective target enclosures* around each block of houses. The practical methods used were to design and install *alleygates* (method 1) and *fencing* (method 2). The conjectured mechanisms by which these methods would work, included:

- Blocking *access* to *vulnerable* and *unsurveilled* rear of houses
- Reducing *escape* routes
- Thereby making it easier for residents to act as *preventers*
- *Deterring and discouraging* offenders through perception of increased risk and effort

Intervention principle 2

The second principle was to *lower the value of target goods* to the offenders and *increase the risk of possessing or selling them*. The practical methods used (method 3) were *property marking* with an ultraviolet pen, supported by a guidance booklet and a window sticker. The conjectured mechanisms included:

- Helping residents to act as *preventers* by marking their property
- Helping purchasers of goods to act as *preventers*, and hindering them from acting as *promoters*, by enabling them to identify goods as stolen, and refusing to buy them or reporting to police
- *Deterring and discouraging* offenders through perception of increased risk and effort, and reduced reward; amplifying this through window stickers

Intervention principle 3

The third principle was to *aid preventers* by the method of communicating general crime prevention messages through a newsletter (method 4). Conjectured mechanisms were obvious and included:

- *Helping preventers* protect their own and neighbours' property
- *Deterring and discouraging offenders* by communicating that preventive action was occurring in the neighbourhood (some residents visited by police may themselves have been burglars)

Methods 3 and 4 also served to mobilise and maintain the confidence of residents in the short term (see Insertion).

Offenders' countermoves

The project implementers accepted that such a geographically small project would run the risk of displacement of various kinds.

3. Implementation

Implementation is **what is actually done** – how the practical methods that realise the principles in locally-appropriate ways, are targeted, converted into action on the ground that is directed at an appropriate 'social level', and monitored.

Targeting of the action on the crime problem, offender, place and victim

Targeting was *tertiary* - aiming at known hotspots.

Aiming the action at the right social levels

The intervention methods were directed at *all residents* within a *specific geographical area*, to tackle causes of crime acting mainly at *area-level*. (This in fact evolved into implementation and insertion at the *community-level*, given the collective nature of the intervention and the outcome.)

Inputs of funds, effort, human resources

The 'crude input costs' amounted to some €127000 of which two-thirds was equipment (mainly the gates and fences). Personnel costs (mainly for police time)

were just under a quarter. 'Modelling' the costs to take account of inflation and the lifetime of the capital assets yielded an input estimate of just over €40000. Human resources centred on the local community safety sergeant with the West Midlands Police, who became project manager. Other workers were bought in commercially or supplied by local government for installing the gates and fencing.

Converting the method into action on the ground – management, planning, and supervision

A project steering group included representatives from the police, probation service, Birmingham City Council and local residents. The project benefited from a single manager - the police sergeant - who provided consistency, continuity and dedication, who had good prior relations with the residents and who regularly visited the target areas to ensure people were locking the gates. The downside of this, however, was the risky dependence on one key individual, and his (initial) lack of procurement experience.

Outputs achieved

Method 1 - alleygates: 62 gates were installed, protecting an estimated 583 houses.

Details of interest: gates fitted with a British Standard mortice lock, and in many cases, 'headers' to stop people climbing over the top.

Method 2 - fencing: 420m of steel palisade fencing put up, estimated to have protected 90 houses.

Details of interest: land clearance was a significant cost element.

Method 3 - property marking: 400 property marking kits (UV pen, sticker, instructions) distributed to local residents. Half of households put the stickers on their front doors/windows.

Method 4 - newsletter: 400 newsletters x 4 rounds, distributed by resident volunteers.

Monitoring, quality-assuring and adjusting the action in the light of feedback

Nothing of interest.

The supporting environment for projects – infrastructure

The police officer who was project manager initially lacked tendering and procurement skills, causing some delay. This was eventually resolved when additional funding was made available for council officials to assist him.

4. Insertion in the community – partnership, mobilisation, collaboration

Crime reduction professionals, like the police, often have to work through others rather than directly intervening themselves. Insertion is when those formally in charge of a crime prevention project mobilise other agencies, companies and individuals to play specific, limited parts in implementing the intervention. Apart from this top-down relationship, other approaches involve collaboration and more permanent and explicit partnership arrangements.

Partnership

Police and city council were the main partners in this project, working through a wider steering group also involving residents (this was primarily consultative rather than decision-making). Once the project was under way, it is thought that the council was drawn into more active involvement because the residents' *expectations* of action had been awakened, and they were becoming impatient due to delays. *Problems* in

partnership working arose because of a) lack of clarity over the funding between police and local council; b) lack of prior experience of police and council organisations and individuals in partnership working; c) initial reluctance of council officers to deal directly with police officer of 'only' sergeant rank, in the absence of senior police involvement. It should be stated that this project began very soon after the Crime & Disorder Act 1998 had come into force, and local government was relatively inexperienced in this kind of collaboration. But it became readily evident that the council were the agency with the most experience of installing local infrastructure (such as fencing) and had the personnel best equipped to cope with the processes involved in implementation.

Mobilisation and collaboration

The most significant aspect of insertion in this project (and arguably the most significant distinguishing feature of the project as a whole) was the need to establish residents' *collective agreement on action*. One un-gated alleyway or one gap in the fencing could leave a vulnerability in the target enclosures that affected the interests of all. Not all residents initially favoured the gates or fencing. Agreement on gates required political will. It was achieved by meetings, and in particular the involvement of a local elected councillor with experience of gating, good links to business and contacts with/ influence on council officials. The gates, on private land, needed signed individual agreements with the residents/property owners, some of whom did not wish the gates imposed on them. The fencing, on public land, could be erected without this agreement (although meetings were arranged to try to establish consensus); but they did require planning permission, which was obtained. A *wider climate of understanding and support* was created by a range of public meetings and the newsletters (method 4). This and the property-marking initiative (method 3) *alerted/motivated/empowered* residents to act as preventers, but both methods were conceived primarily as means of creating and maintaining *credibility for continued collaboration* in the face of delays with gates and fencing. Involvement of the local Neighbourhood Watch coordinator, the local elected councillor and the chair of an existing residents' group were instrumental in getting ordinary residents involved and in securing agreement. It is possible their efforts also generated some additional 'social capital' which supported a more general *collective efficacy*.

5. Impact/cost-effectiveness and process evaluation

The evaluation of the project – scope, method, results, replicability

This project was subjected to an independent impact, process and cost-effectiveness evaluation by South Bank University and collaborators in the Southern Consortium engaged to assess the Burglary Reduction Initiative of the Crime Reduction Programme in England & Wales. The *impact evaluation design* involved comparing changes in recorded burglary statistics over some 3 years, in a) the target areas; b) the rest of the Stirchley police beat (the 'buffer' area used to assess geographical displacement), and c) the rest of the King's Heath operational command unit (the 'reference area' used to indicate general background trends).

The overall **objective** of the project was to achieve a 50% reduction in burglary in the target areas and a 10.5% reduction in the Stirchley Beat as a whole, 'against previous years' figures'. The first objective was achieved with a 53% fall in domestic burglary

from year -1 to year 1. For the whole of the Stirchley beat there was a 7% fall from year -1 to year 1. By year 2, the second objective was reached, with a 45% fall relative to year -1. However, it is plausible that some (but by no means all) offending in the target area was displaced from *domestic* burglary to burglary of *non-dwellings* such as commercial buildings. Analysis of aggregate data suggests that the downward trend in the target area (53%) greatly exceeded the drop in the 'rest of King's Heath' reference area (25%) during the first year. During this period the police were advising residents on property marking and consulting them about installing gates. Over the same period domestic burglary rose in the 'buffer area' immediately surrounding the target areas, indicating possible geographic displacement. In the second year, following the completion of gate-fitting in the target area, burglary fell further in the target areas – and also in the buffer areas immediately surrounding them. This is consistent with the idea that there may have been geographic 'diffusion of benefit' into the buffer area, perhaps because local offenders thought the whole area was too 'hot' to operate in.

Cost-benefit analysis was a feature of this and other projects in the Crime Reduction Programme. It was estimated that 21 burglaries were saved in the target areas relative to the expectation derived from the wider King's Heath reference area. Using these estimates of burglary savings multiplied by the national cost estimate per burglary to the household (nearly €3300), set against the 'modelled' costs of the project, suggested that the project was beneficial. There were several alternative estimates based on different assumptions. One typical attempt suggested that for every €1 of resources used, €1.72-worth of resources were saved. Diffusion of benefit increases this figure; taking account of functional displacement to non-domestic burglary however neutralises it. However, displacement is a sign that burglars are 'on the run' from the preventive interventions. Certainly, the residents of Stirchley felt the benefit. The true test of displacement is what happens when *all* the local vulnerable points are made secure.

Replicability

Issues to consider for replicability include:

- the community context of residents' willingness to collaborate on collective action
- the administrative/ legal context of urban planning regulations for the installation of common fencing etc
- the balance of public and private ownership of housing
- the architectural design and layout of the housing

Robberies motivated by drug addictions

Country: Austria

Summary

Project Title: Addiction Prevention Programme in Austria

The Topic Area: Robberies- Drug related

The object of the project:

The objective of the Austrian drug policy is to make society as free of addiction as possible.

Intervention (method):

- Treatment, reintegration and risk-minimising supporting assistance should be provided by a multifaceted and multiprofessional care system (networking police, schools etc.).
- Personality promotion as a general mean of preventing the development of addiction diseases.
- Integration and institutionalisation of prevention in defined social environments or settings.
- Training of peer groups to promote development of life skills of the young people.

The target group of the project:

Primary and secondary groups (juveniles).

Evaluation – scope, method, results, replicability and gathering & processing experience:

Emphasis is laid on primary prevention. All activities directed at precluding addiction at its roots. Guidelines have been drawn up by the **Criminal Police Information service of Vienna**. The Federal Ministry of the Interior adopted the guidelines as a decree after being extensively discussed.

An evaluation study has been carried out. The new role of the police has had a positive effect (providing objective information instead of deterrent presentations of the consequences of drug consumption). The model had fewer acceptances with the teachers and pupils.

The peers highly accepted the model, because it encouraged the participation of the young people. The activities of the peers approved the relationship among the pupils.

ADDICTION PREVENTION PROGRAMME IN AUSTRIA

The Framework:

1.) Principles:

The Austrian Drug Policy is based on a "comprehensive and balanced approach" and distinguishes between measures in the field of drug dependence and combating drug trafficking. Drug addiction is regarded as a disease in a psychological context. As a result help for addicted patients by means of social and health policy interventions is given priority over repressive measures. This principle is also reflected in the corresponding legal provisions, where alternatives to prosecution for addicted offenders and the model of "therapy" instead of punishment are laid down. These health and social policy interventions are complemented by activities of the police and the courts, which are especially aimed at combating illegal drug trafficking.

The objective of the Austrian drug policy is to make society as free of addiction as possible. In addition to approaches aimed at abstinence it is also stressed that supporting assistance and substitution treatment aimed at risk minimisation and harm reduction are also needed.

As a general health policy goal integrated measures of prevention, treatment, reintegration and risk-minimising supporting assistance shall be provided by a multifaceted and multiprofessional care system. Based on the principle that "preventing is better than curing and curing is better than punishing" special emphasis is laid on primary prevention, i.e. all activities directed at precluding addiction already at its roots.

Distinguishing between primary prevention and secondary prevention is an important principle of prevention policy. Primary prevention (preventing addiction) is aimed at avoiding the development of addiction among persons who are not defined as at-risk groups and who have not had addiction problems so far. Secondary prevention (drug prevention), on the other hand, addresses at-risk groups and persons with problems that have not become manifest to their full extent.

Another central principle is the adoption of a broad concept of addiction, which takes into account not only addiction related to substances such as alcohol, tobacco, medicinal and illegal drugs, but also addictive behavior independent of substances. Therefore addiction prevention is not aimed at particular substances but at personality promotion as a general means of preventing the development of addiction diseases.

Based on the concept of health promotion, in the field of prevention policy priority is given to local and regional activities, which should be implemented with regard to specific circumstances of the region or community in question. For this reason the competent federal ministries (see below) concentrate their activities on initiating and supporting - and also funding - prevention programmes and events. In this context special emphasis is placed on supplying reference material or offering training schemes.

Increasingly, importance is attributed to the principle of sustainability of prevention measures. The objective is to integrate and institutionalise prevention in defined social environments or settings. This approach focuses on the education and training of practitioners in the field of prevention and of potential multipliers, as well as on developing pilot projects which will be extensively evaluated before their general implementation.

In Austria another relevant development with regard to the aspect of integration is the trend towards abandoning highly specialised approaches in addiction prevention in favor of interdisciplinary systems. For example, interfaces between health promotion in general and addiction prevention in particular are considered and after defining common and distinguishing aspects the potentials of interlinked activities have been discussed and are now in the stage of implementation.

2.) Institutions:

At the national level the central competence in the field of addiction prevention lies with the *Federal Ministry of Social Security and Generations, which is in charge of addiction prevention with regard of public health policy and medical treatment; and the Federal Ministry of the Interior, which primarily deals with crime prevention*. The interventions of the ministries mentioned especially focus on measures to initiate and support the relevant programmes and activities.

The legal prerequisites are: the *"Act against addictive substances" ("Suchtmittelgesetz)* and the *"Security Police Act" (Sicherheitspolizeigesetz)*: The Police and the Gendarmerie is authorised to prevent addiction with regard to crime prevention.

The provinces play an important role with regard to the implementation and funding of addiction prevention measures at the local and regional levels. In order to face this responsibility *"Addiction Prevention Units" ("Fachstellen für Suchtprävention")* were created in all provinces in the last few years. These Units are specialised agencies involved in initiating, developing, counselling and coaching local and regional projects. They also offer training programmes for multipliers and specific courses for practitioners from various fields. One of the main tasks of the Addiction Prevention Units is to raise the professional standard and to assure the quality of addiction prevention measures. For the local implementation of addiction prevention measures they usually cooperate with local partners and with the practitioners active in the respective setting.

Special importance is attributed to the *cooperation and networking of all institutions concerned with preventing addiction. (e.g. networking with the police, the schools etc.)*. In order to achieve a common philosophy in addiction prevention in Austria, guidelines have been drawn up by the ***Criminal Police Information Service of Vienna***. In the beginning of 2001 these guidelines which are based on the principles of prevention policy, were adopted as a decree by the Federal Ministry of the Interior, after they had been extensively discussed in the context of a networking conference initiated by this Ministry in October 2001 including authorities concerned with preventing addiction and delinquency of youths as well as prevention experts. In addition a current evaluation study by the Institute for Sociology of Law and Criminal Sociology investigates the activities of the Criminal Police Information Service and

the effects of its interventions (consulting or general assistance) with regard to problems with legal and illegal drugs at schools.

After the opening conference on cooperation and networking organised by the Ministry of the Interior in October 2001 regional networking conferences and workshops have been following in the Austrian provinces. Further networking meetings are foreseen in Lower Austria (beginning of December 2002), Tyrol (February 2003), Carinthia and Salzburg (end of the year 2003). The cooperation is highly appreciated by the involved practitioners.

3.) The "guidelines for addiction prevention events":

Principles:

Goals of crime prevention:

- Reduction of illicit drug trafficking: lack of demand of consuming drugs - the market will be less attractive for drug dealers
- Prevention and reduction of drug related crimes (e.g. theft, burglaries, robberies etc.)

Target group:

Police and gendarmerie officers carrying out addiction prevention programmes in cooperation with medical experts and psychologists in schools.

These guidelines, worked out by police practitioners, regulate the method of dealing with addiction prevention and they are compulsory for every policeman or gendarmerie officer. In accordance to the guidelines only trained police officers are allowed to carry out addiction prevention programmes.

Content:

- Addiction Prevention is an integrated part of a comprehensive multidisciplinary concept of health policy. Therefore the tackling of problems related to drug, alcohol, tobacco addiction and abuse of medicines are included.
- The addiction prevention programme aims at gaining life skills and at showing the chances for an effective life crises management (this means, how to cope with painful and problematic situations)
- Addiction Prevention is a community-oriented policy - programme that is aimed at a prevention oriented change of the everyday structure of the lives of children, youths and adults and includes all social actors relevant to this context.
- The task of addiction prevention is to expose the reasons of the origin of addiction, to minimise addictive behavior and to create an open minded attitude towards addicted persons.

- Role of the police: networking with regard to other institutions and NGO's The task of the police officers is to inform about the general situation concerning drug criminality, but also about the administrative regulations concerning the protection of young people, etc. Beyond that the police also offers advice to consult counselling and treatment facilities.
- Strengthening the cooperation between police officers, who are experts in the field of addiction prevention and the "Addiction Prevention Units" in the provinces ("Bundesländer")

4.) The police training programmes:

Before being admitted to work in the field of addiction prevention have to pass through a specific training.

1.) Training schemes:

- training programme for police officers working in the field. The aim of the training is a better comprehension and treatment of drug consuming/addicted persons. On account of the cooperation with other institutions (e.g. the Addiction Prevention Units) they should be able to recommend addicted persons to competent organisations.
- Basic police training and police academy: training of police aspirants in the field of addiction prevention
- Special training for selected police officers:

2.) Contents of the seminars:

- phenomena of addiction (origin, causes, possibilities of prevention and prevention methods)
- working modalities (how to deal with juveniles, teachers and parents)
- learning the drug scene vocabulary and the legal terminology
- using the appropriate addiction prevention method
- With respect to long term evaluation studies knowledge about origins and causes of addiction phenomena is compulsory
- Instead of using deterrent methods (exaggerated descriptions of drug consuming) which can seduce to an increased drug abuse more emphasis on providing "true and balanced" objective information adjusted to the age and life situation of the respective target group

5.) Austrian Police and Gendarmerie in partnership with the "Addiction Prevention Units" in schools:

Strategies and methods:

The mandate and task of the police:

According to the results of the discussions on cooperation modalities and to the fields of competences the mandate of the police is:

- Networking with the regional Addiction Prevention Unit (participation in workshops, conferences, cooperation with an expert of the Unit, the principals of the schools and teachers in the practical work)
- Placing emphasis on informations on the situation concerning drug crime and drug related crime, regulations in the field of drug abuse, trafficking of drugs, regulations concerning the protection of juveniles, etc, and on the advice to consult institutions offering medical care etc.
- Being aware that the target groups comprise children and youths the work directly with the target group in question is only possible in model cases in order to give examples (e.g. by organising exercises)
- The presentations in schools should avoid creating fear and insecurity:(e.g. by deterrent descriptions of drug abuse and the consequences or by showing photos or films)

The mandate and work of the "Units":

In accordance with the principles of modern addiction and drug prevention defined on the basis of empirical research explicitly focus on strategies that are not related to specific substances or addictions. The Units promote strategies aimed at increasing life skills - both in the sense of education in general and with regard to develop specific techniques; they provide counselling and assistance to key persons, mediators and multipliers who would like to learn more about this principle or who are interested in training schemes teaching the pertinent techniques. In addition the Units place special emphasis on the fact that any specific techniques related to this approach should be implemented by persons who are sufficiently competent to do so and in a position to assess the limits of this method. Employees of the Addiction Prevention Units who carry out activities aimed at promoting life skills, or responsible for promoting such activities, must have adequate expertise themselves. Moreover, one has to bear in mind that promoting life skills as any implementation of measures aimed at preventing addiction, must be tailored to the needs of the specific target group or individual in question. (see under "the content of the seminars")

The Addiction Prevention Units are against exaggerated, biased descriptions of drug use aimed at deterrence, as it has been shown that such approaches are often harmful rather than helpful, with regard both to illegal and legal drugs, especially in the case

of certain at-risk groups. In this context it is an important task to provide systematic in depth-information on the state of the art of addiction and drug research for the environment of the target group of interest, key persons and/or multipliers, as also helps to make the discourse on this subject more objective. The Units basically welcome factual and competent information on drugs that is adjusted to the age and life situation of the target group in question.

6.) International level:

At this moment the Czech - Republic and Austria cooperate in the field of addiction prevention within the framework of the "Phare Twinning Programme". An Austrian short term expert has been sent out in order to organise the training of the Czech Police in accordance with Austrian and European models, principles and guidelines. In the Czech - Republic the police experts in crime prevention generally have received an education in the psychological field and therefore they are highly qualified for this job. Reports on the current stage of the project inform about a high acceptance by the Czech police experts.

7.) Evaluation:

Evaluation study has been carried out and issued on March 2002 by the Institute for Sociology of Law and Criminal Sociology, financed by the association "Sicherheitsrat und Verbrechensvorbeugung" (Council of Security and Crime Prevention) and the Ministry of Education and Cultural Affairs.

Content:

Investigation of the activities of the Criminal Police Information Service and the effects of its interventions with regard to problems with legal and illegal drugs at schools.

Objects of investigation:

2 Schools in Vienna:

1.) Commercial School Schellinggasse: Short - term - project: class room presentations carried out by the Criminal Police Information Service

Target groups: pupils, teachers, parents

The short - term - project has been aimed at raising awareness with regard to drug addiction in general. Information about causes and origins of addiction, legal framework concerning drug consuming (see the description on page 3 -guidelines).

Methods of Evaluation:

- Analysis of the documentation of interest
- Monitoring of the activities of the Criminal Police Information Service
- Interviews of teachers, parents, pupils, principals, school physician
- Distribution of questionnaires among the pupils, who attended the presentations

Results:

Project 1.) The class room presentations were highly estimated by the juveniles. Particular the new role of the police providing objective informations instead of deterrent presentations of the consequences of drug consuming was assessed favorably by the pupils and the defined objective has been met to the full extend.

The results show on the other hand less acceptance and effect on the parents and teachers. This is caused by the fact, that the new model of addiction prevention is not embodied in schools. Additional information and supervising of the school by the Criminal Police Information Service is needed.

2.) *Grammar School Stubenbastei*: Longterm - project: Peer - education:

Target group: pupils of the senior classes

Objective of the project:

- The peers should be able to promote the development of life skills of the young people, to stimulate personal development and problem solving, etc.
- Training of the peers: the peer group (consisting of 50 young people) received a 6 months - special training. Afterwards they got the opportunity to carry out preventive activities in the school. The activities focused on classroom presentations especially in junior classes

The peers highly accepted this model, because it encouraged participation of the young people. The activities of the peers lead to an improvement of the relationship among the pupils by encouraging to communication and cooperation. A further positive effect was the general amelioration of the atmosphere in the respective school. Problems had been detected concerning the school teachers: They often are not informed about the role and the tasks of the peers. In this case information and supervising by the Criminal Police Service is needed as well.

Vienna, 13. August 2002

Dr. Gabriele Loidl

Country: Belgium
Summary

Project Title: Municipal Administration of Molenbeek-Saint-Jean “Le Pont” Project

The Topic Area: Robbery – drug related

The object of the project:

Re-establishing a climate of security and sociability in the borough. Thus the aim is to take over public spaces in order for everyone to be able to enjoy freedom of movement and not to be aggressed in the street.

Intervention (method):

- Creation of a service (structure) in the neighbourhood, which is both free and easily accessible to the public. By giving psychosocial support to drug-users the service aims to avoid the delinquency related to drug use, repetition of offences committed by drug-addicts, social exclusion, stigmatisation and marginalisation.
- Specific support to prisoners in relation to re-integration in the society

The target group of the project:

- Drug addicts
- Drug-addicted prisoners of Molenbeek

Evaluation – scope, method, results, replicability and experience

collection/accumulation:

The detention period seems to be favourable establishing a link, which can be maintained after the release and aiming at prevention of delinquency lapses

« Le Pont » project

1. Description and analysis of the nature of the problem

The population's landscape of the historical centre of Molenbeek is mainly made up of Moroccans who arrived in the 60's. The inhabitants of the borough centre live in very poor social and economic conditions (accommodation, employment, education, etc.)

Some neighbourhoods of Molenbeek were known as places for the sale of different types of drugs, and were occupied by various groups of individuals who imposed their law on the territory. This situation led to a rambling feeling of insecurity, which disturbed the quietness in the neighbourhoods and created, among the inhabitants, a fear to get out.

Therefore, the presence of drug-addicts and dealers is a considerable problem which was to be taken into account as such in the efforts to re-establish a climate of security and sociability in the borough. The aim consisted in taking over the public spaces in order for everyone to be able to enjoy freedom of movement and not to be aggressed in the street. This concern was part of the global policy of the borough, which expressed itself – among other things – in the security contracts.

The borough's authorities searched for a repressive AND preventive approach within a global plan of taking-over the public space and (social, economic and cultural) revival in its underprivileged neighbourhoods, which had been a little forgotten by the former policies of the borough.

For instance, a sportive event was organised by the associations in one of the most famous commercial streets of the borough, in order not to let the dealers get hold of the street.

2. Target group of the project

a) the drug-addicts

Le Pont is a non-medical psychosocial help service, which is aimed at helping every drug-addict living in Molenbeek and his/her environment. This service was built in 1995 in order to face the considerable problem of drug use in the borough. The project fits within the framework of the security contracts.

The aim was to create a structure in the neighbourhood which is mostly confronted with drug use. This structure had to be easily accessible and free for the public, and had to make drug-addicts able to find psychological and social help, which can guide them towards existing health care structures.

The service was thus created to live up to drug-addicts' expectations and their family, and to find a solution to the insecurity feeling of the population of the

neighbourhood (taking-over of some public spaces by drug-addicts). Indeed, a certain number of crimes are directly related to the drug abuse : aggressions, thefts (often with violence), disturbance of the peace, intimidation, etc. All these offences are very badly experienced by the inhabitants.

By giving psychosocial support to drug users, the service aims to avoid the delinquency related to drug use, repetition of offences by drug-addicts with already a criminal record, social exclusion, stigmatisation and marginalization.

The users can talk to other people and receive psychological emergency support, with the aim to give them back as quickly as possible a certain degree of autonomy. Besides, they can also find social aid, and be able to easily re-integrate society and improve their living conditions. Le Pont tries to rebuild with them the social link and the family ties.

b) The drug-addicted prisoners of Molenbeek

Since a great number of drug-addicts were imprisoned for having committed facts directly or indirectly linked to drug use, the service broadened its action, and proposed to the prisoners specific support in their re-integration in society. Therefore, we visit different prisons in order to help people who are interested, and offer them concrete social aid. The detention period paradoxically seems to be a favourable moment to establish a link which can be maintained after the release, and aiming at prevention of delinquency lapses.

c) pathologies related to drug use

Besides, the relatively serious psychic troubles are often linked to dependence, and to a loss of contact with the real world. This implies many consequences. Thus, the team disposes of a specific help network to guide drug-addicts to existing structures (doctors, therapeutic ambulant centres, mental health centres, services for ethnopsychiatry, etc.).

Project Title: Police action and co-operation: Preventing Robberies and Street violence in the centre of Helsinki

The Topic Area: Robbery

The object of the project:

To stop payment fraud and robberies

Intervention (method):

- District investigation.
- Co-operation with various interests groups (especially between the police and social service department).

The target group of the project:

The group of active repeat offenders.

Evaluation – scope, method, results, replicability and gathering & processing of experience:

- Means of payment frauds almost disappeared in the coming months after.
- There has been a significant drop in the number of ethnic minority offenders involved in street violence
- Co-operation between different authorities must be well structured and well-functioning in order to achieve long term results
- Police must involve those authorities that can make a difference at the problems origin
- Helsinki Downtown Police has been very pleased with the outcome of the anti-robbery project and considers similar types of projects to be usable in the prevention of various kinds of crimes as well



HELSINKI POLICE DEPARTMENT

Downtown Police District

Produced by Johan Pawli

29.9.2002

Police action and co-operation: Preventing robberies and street violence in the centre of Helsinki

- Youth offenders with an ethnic minority background

1. Description and analysis of the nature of the problem

The number of robberies and means of payment frauds in Helsinki City centre rose seriously in the late 1990's. Street violence in general showed new and worrisome features. The offenders were more willing to use force than before. Most of the victims were teenage males and some of the offenders were very young. Almost all of the offenders in cleared offences (robberies and means of payment frauds) had an ethnic minority background. The crimes were concentrated around the Main Railway Station and the entertainment area in the downtown, an area with a constant flow of people on their way to and from work and entertainment locales.

The problem was revealed in the numbers of reports of robberies and means of payment frauds filed. The increased street violence prompted Helsinki Downtown Police to form an Anti-Robbery project in 1998. The problem continued to grow and in 2000 further measures had to be taken to control the situation. These measures included, among others, an increased co-operation with Helsinki Social Services Department's welfare office, engaged a special social worker of Somali origin—from an ethnic group that was highly over represented among the offenders. It became very clear that the Social Services Department needed to be a part of the project since they could provide help and solutions to the origin of the problem, concerning young offenders with social problems.

Based on an analysis of police records of Helsinki Downtown Police, the number of robberies and assaults committed by youngsters of Somali origin peaked in 2000 and then declined some time after the Anti-Robbery projects further developed measures were in place.

2. Target groups of the project

While persons of Finnish origin committed most assaults in the city centre, the robberies and means of payment frauds that this project was concerned with involved individuals of immigrant background. Furthermore, there seemed to be two kinds of offenders.

One group consisted of youngsters from ethnic minorities who mainly committed assaults and robberies against other youngsters spending time downtown, these robberies and assaults concentrated on evenings and weekends. These offences were not highly planned. It later turned out that the criminal behaviour of these offenders originated from social difficulties, at home and at school. Particularly conspicuous was the number of young Somalis among this group. Many of the worst offenders had arrived to Finland through the family reunification programme. Many of these individuals had very weak and unstable family situations.

The second group of offenders was professional and their offences involved a combination of robberies and means of payment frauds. They originally specialised in means of payment fraud and later extended their activity to include robbery as a means of getting possession of bank and credit cards. The victims were typically intoxicated adult males returning home from Helsinki nightlife in late hours.

3. Plan and organisation of the project

The project of Helsinki Downtown Police targeted the group of active repeat offenders. This was considered to be a more effective method than trying to affect the potential victims' behaviour in Helsinki City centre nightlife. Instruments used were a centralised investigation, a tight co-ordination between the investigation and the field within the district and a developed co-operation with various interest groups. It was especially important to involve the Social Services Department in the project since they were, and still are, the authority responsible and capable of affecting the source of the problem, the social problems.

4. Actions taken by Helsinki Downtown Police and the City Social Services Department

The method chosen by Helsinki Downtown Police management in 1998 was to develop the district's investigation. One investigator within each investigation group was chosen to focus on street violence only. The problem, however, continued to escalate. It turned out that the effort invested in means of payment fraud was over represented, neglecting the investigation of robberies. The imbalance was corrected during the summer 1999, as a large scaled pinpointed attack was carried out.

Means of payment frauds almost disappeared in the coming months after the attack. In July 1999, 102 persons of African (16%) or Arab (84%) background were suspected of means of payment fraud. The corresponding number for August was down at 12, and totalled only 10 for the following four months of September through December.

Helsinki Downtown Police developed the Anti-Robbery project further in 2000 by rearranging the investigation, increasing the co-operation with the field unit and by activating Helsinki Social Services Department to the project. The Social Services Department took a more active role in the Anti-Robbery project in April 2001 when an ethnic social worker was appointed to the project. This was made possible because, at the recommendation of the Advisory Committee of a Healthy and Safe City, the Helsinki municipal government allocated special funds for the purpose. The social worker would try to help solve the problems in co-operation with the young offenders, their families, the larger Somali community and any other authorities needed. The ethnic social worker would gather the different parties around one table to discuss and solve out the problem. The ethnic social worker remained in the Social Department's office so that the different roles of the Police and the Social Department were distinctively visible. The co-operation between the Police and Social Service Department turned the tide concerning young Somali offenders.

The impact of volunteer organisations should not be neglected. The anti-robbery project did not involve any volunteer organisation. It is, however very clear that the impact is rather significant, since the activity taken by the various volunteer organisations prevents street violence.

The project did not cause Helsinki Downtown Police any significant extra costs. The district originally reserved about 5,000 Euro for extra personnel costs. The City designated about 25,000 Euro for the appointment of the special social worker.

5. Results and evaluation of the anti-robbery project

The success of the project has been evaluated and based upon the number of offenders caught in the project and mentioned in criminal reports filed. The numbers shows a significant drop in the number of ethnic minority offenders involved in street violence. The Anti-Robbery project officially ended 29th April 2001. However, Helsinki Downtown Police and Helsinki Social Services Department have continued their lately developed co-operation. The target group remains the same as in the Anti-Robbery project and the co-operation continues.

The project tackled two different kinds of offenders, one traditional criminal group (professional) and one group of youngsters misbehaving due to social reasons. The first group was easily fought with traditional means. The second offender-type clearly showed that the use of

traditional police methods is not always sufficient. A broader co-operation between the police and other interest groups are at times needed to battle certain problems, especially those originating from social problems.

The Social Services Department's impact was significant since their actions contributed to what appears a permanent change for many young Somali offenders. The placement of other young Somali offenders in foster homes around the country was a different kind of solution. The most practical importance of the project was that it developed the co-operation between the police and the Social Services Department to work in unity towards a lasting solution.

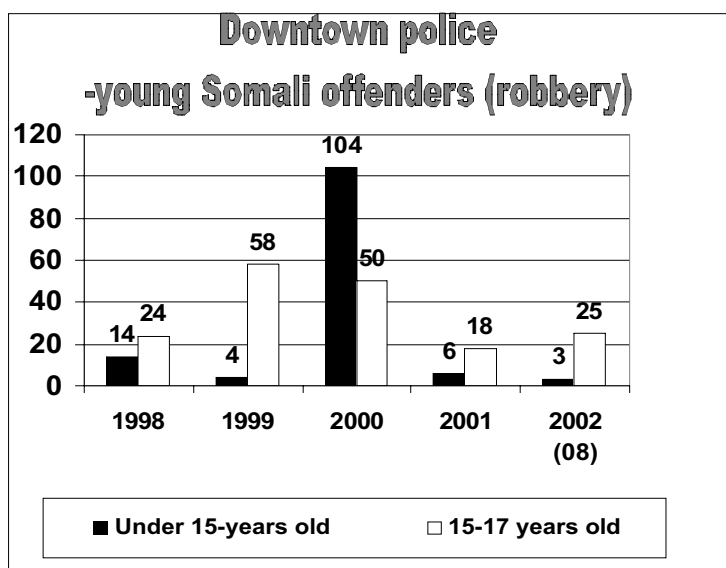


Figure.
Yearly
number of
young Somali
offenders
filed as
suspect in
robbery cases
1998-2001
and January
through
August 2002.

The Anti-Robbery project also managed to lower the number of offenders involved in means of payment frauds. The problem was tackled in the means of traditional police work. Traditional policing

combined with actions taken by various interest groups (banks and insurance companies) were enough to curb the problem.

Two important lessons were learned during the project. First, and most important of all, co-operation between different authorities must be well-structured and well-functioning in order to achieve long term results. Secondly, it is not enough, particularly from a police point of view, for the police to react alone, but the police must involve those authorities that can make a difference at the problems origin. It might actually be that the appropriate authority never awakens to the seriousness of certain problems unless the police point it out to them. It is not for the police to decide what measures the social authorities, or any other authority will take, but to ensure that the authority making the decision understands the offence and the seriousness of the offence.

Helsinki Downtown Police has been very pleased with the outcome of the Anti-Robbery project and considers similar types of projects to be usable in the prevention of various kinds of crimes as well.

Alborg Conference

Title : Departmental conventions of common goals between justice and health departments relative to the care of substance abusers (illicit drugs, alcohol, diverted medicine) involved in the criminal justice system.

Theme of intervention : provide an efficient response to substance abusers (illicit drugs, alcohol, diverted medicine) having committed a criminal act, in order to favor their reintegration and avoid reiteration.

Place of action : national level

1/ Context of action

Various studies highlight the strong prevalence of consumption of psychoactives substances (illicit drugs, alcohol, diverted medicine) among people involved in the criminal justice system. A 1997 survey concerning 14 to 21 year-old teenagers in the criminal justice system showed that half of the youth regularly consume alcohol and a third regularly consume illegal drugs (primarily marijuana). Furthermore, a study on the health of those entering the prison system reveals that 30 % of those entering prison have had a prolonged and regular consumption of drugs and 30 % an excessive alcohol consumption. The link between consumption of psychoactives substances and delinquency differs according to the individuals and type of infraction.

Substance abuse can be the cause of the delinquent act (in particular driving under influence of alcohol or narcotics, or for certain thefts), it can provoke acting out (as in domestic violence and sexual abuse cases) but it can have no direct link with the incriminated behavior.

Many studies show that for a number of substance abusers, entry into criminality precedes their drug addiction. Therefore, delinquency and drug-addiction are not in direct relation but rather reveal identical issues (lack of integration of collective norms, impulsiveness, failure in interpersonal relations, marginalisation...)

This is why France has developed a public policy addressing the issue as widely as possible.

The goal is to respond to the needs of consumers -with the objective of reintegration and prevention of reiteration - on social, sanitary and educational levels, regardless of the drug used, and the offence committed. These responses are addressed to the authors of thefts as well as of other criminal offences.

2. Definition of the project

Making care accessible to substance abusers in the criminal justice system has been a long-lasting goal in France.

However, the weak mobilization of social and health workers faced with this public and the difficult communication and coordination of health and criminal justice systems make this comprehensive approach difficult.

In its 1999 / 2001 triennial plan for the fight against drugs and dependency-prevention, the government has aimed to make this care more efficient and effective. In 1999, a directive was sent to all public prosecutors in this direction. Substance-abusers must be oriented towards social and medical structures at all stages of the penal procedure, regardless of the nature of consumption and of the offence. This orientation can be used as an alternative to prosecution but can also be integrated within the framework of a penal measure.

Departmental conventions between the justice and health systems are the main tool to enact these orientations. They have existed at an experimental level since 1993 and were generalized in 1999. They have targetted illegal substance abusers but also consumers of legal drugs (alcohol and medicine).

3. Implementation

Public prosecutors representing the criminal justice system and Departemental representatives of the state, who are in charge of supervising social and medical organizations, have been asked to assess jointly the needs of substance-abusers involved in criminal justice systems and to determine a three-year global plan for the care of this group.

On the basis of these conventions, services are contracted out on an annual basis to various partners in the social, educational and medical field. These partners are often specialized structures (substance-abuse care center, alcohol rehabilitation center, departmental center for alcoholism prevention) but can also be from the social insertion field (housing, professional counseling...), from the legal field (parole organizations, mediation...) or from the educational field.

They are financed by the Intergovernmental Mission Against Drugs and Substance-Abuse. They enable to evaluate the dependency of the person and to define accordingly the means to put in place and the strategy to implement.

The obligations for the patient are more or less strict. For some, it can be the obligation to make contact with a health-care structure. For others, it can be a longer-term follow-up. The follow-up always depends on the agreement of the person himself/ herself but if obligations are not respected, the court can revise its decisions.

4. Results and evaluation

Almost all departements have a tri-annual convention (94%). 333 structures have been financed in 2001. The number of persons taken in care is constantly increasing. 6500 persons were concerned in 1998, 37 500 in 2001.

This program enables to identify and orient earlier consumers, especially in alternative sentencing, and to provide new answers for instance to marijuana smokers for which the justice system had few responses. It also succeeded in reinforcing the care given to substance-dependant prisoners or people leaving prison. However, the number of minors and people followed in non-custodial facilities remains quite low.

The program was evaluated in 2002. The results confirm a strong mobilization of partners and the improvement of the dialogue between criminal justice and social, medical fields. It also underlines that for many of those users, the contact with a specialized structure was the occasion to become aware of the real dangers linked to certain substances and for a certain number of them, was the opportunity to engage in a rehabilitation process.

However, for methodological reasons, the evaluation could not determine the impact of the program on the long-term insertion and its impact on reiteration.

5 . Perspectives

Today, considering the high level of substance abuse among people involved with the criminal justice system, needs are not entirely met. After the evaluation, it seems necessary to examine the means of making the diagnosis and the socio-medical orientation more systematic.

6 . Contact

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Summary

Project Title: Tallaght Probation Project

The Topic Area: Robberies motivated by drug addiction – especially in public places like the streets.

The object of the project:

The project aims to facilitate offenders to achieve and maintain an offending-free lifestyle through the provision of a challenging programme, with an emphasis on the personal development of marginalised people who have come into conflict with the law and who need to address attitudinal and behavioural issues if they are to avail of opportunities for progression into education, vocational training and employment. The ethos of the project is based on the belief that when individuals are offered an appropriate level of support, information and education, it can encourage them to make informed choices which lead to increased confidence and can effect significant and positive change.

Intervention (method):

- a pro-active approach to engaging participants;
- commencing intervention at an appropriate level of engagement;
- two strands to the project;
- a keyworking system;
- recognition and response to times of high risk for offenders;
- Open Learning Model;
- accessible certification;
- development of cognitive skills;
- progression routes to employment, training and further options;
- involvement in the community;
- integrative approach to other agencies; and
- continued support

The target group of the project:

The primary target group is people who are:

- 16 years of age or older;
- involved, or have been involved, in offending behaviour;
- from the Tallaght area or spend a significant amount of time there.

In addition to this general target group, programmes are targeted at specific groups, such as:

- people from the community presently in custody;
- parents of offenders;
- stabilising drug users;
- 16-18 year olds;
- agencies working in the area.

Evaluation – scope, method, results, replicability and experience collection/accumulation:

An evaluation was carried out by an external consultant. It represented an opportunity for participants, staff and key stakeholders to contribute to the development of the project.

The evaluation applied both qualitative and quantitative approaches, with the emphasis on qualitative methods and data.

The evaluator conducted interviews with staff, the management committee, people using service, probation officers and representatives of local community organisations.

Participant profiles were completed, with current participants assisted by their keyworker.

The resultant report, entitled *Deonach and TARGET West Tallaght Probation Project: Evaluation Report*, was completed in February 2002.

Among many other matters, it concluded that although there are no statistics for people with similar patterns of offending behaviour who do not take part in educational programmes, there is evidence that if participants had not taken up place in Deonach or TARGET they would have continued to be involved in crime.

European Crime Prevention Network (EUCPN)
Good Practice Examples - Conference, Denmark, 7-8 October, 2002

Name of the Project: Tallaght Probation Project (Deonach and TARGET)
Contact Person & Address: Manager
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IRELAND
Topic Area of the Project: Robberies motivated by drug addiction - especially in public places like the streets

For the purpose of this exercise, a two-stranded (Deonach and TARGET), community-based project in a Dublin suburb (Tallaght) has been selected. Although not restricted to offenders who have committed robberies motivated by drug addiction, a large proportion of the project participants report having a dependency on drugs and/or alcohol. The project aims to facilitate offenders to achieve and maintain an offending-free lifestyle through the provision of a challenging programme, with an emphasis on the personal development of marginalised people who have come into conflict with the law and who need to address attitudinal and behavioural issues if they are to avail of opportunities for progression into education, vocational training and employment. The ethos of the project is based on the belief that when individuals are offered an appropriate level of support, information and education, it can encourage them to make informed choices, which lead to increased confidence and can effect significant and positive change. The approach adopted is to start with the person at the appropriate level of engagement when they come into contact with the service. The initial period of engagement is a key stage for the person as they begin to structure their lives. The model in operation is one of voluntary attendance.

I. Description and Analysis of the Nature of the Problem

- 1.1 The project aims to help people adopt - and sustain - an offending-free lifestyle. The nature of offences that participants are involved in include *inter alia* youth violence, burglary and crimes motivated by drug addiction. Other frequent offences include larceny, public order, car crime and assault. The community is involved through a management committee and is motivated by the need to reduce the activities of young people engaging in anti-social behaviour.
- 1.2 People presenting to services, including the Probation and Welfare Service and the court system, are for the most part repeat offenders who lack a clear focus in their day. Many wish to make changes in their lives but have difficulty in identifying the mechanisms for doing so. Many of the personal characteristics which put them at risk of offending in the first place still create difficulties for them. These include poor self esteem, poor interpersonal skills, difficulty in planning or anticipating outcomes of actions, difficulty in managing anger or other strong emotions, poor impulse control and negative thinking. In addition, many have a low level of educational attainment and are not job ready. Coupled with this are needs in relation to drug abuse, including

alcohol, and homelessness. These factors are among the broad criminogenic needs which must be addressed if the person is to move on from offending.

1.3 It was recognised that traditional probation interventions could not offer the intensity of service that was needed. The Tallaght Probation Project conducts one-to-one work with a level of time and intensity that is not possible for probation officers. This is in addition to the work of the Probation and Welfare Service and other agencies.

1.4 The rationale for the programme is based on the experience of probation officers, police officers and community organisations and leaders that people involved in offending behaviour are highly likely to continue this involvement unless something intervenes to help them change this pattern. The level of repeat offenders through the court system, the experience of the Probation and Welfare Service and the community experience of crime was evidence of a clear need in this regard. In gathering information, participants are interviewed to ascertain the level and nature of crime with which they are involved. The project has also begun to put in place a system to record this on an ongoing basis, drawing from the collation of the information from such interviews.

II. Target Group of the Project

2.1 The primary target group is people who are:

- 16 years of age or older;
- involved, or have been involved, in offending behaviour;
- from the Tallaght area or spend a significant amount of their time

there.

In addition to this general target group, programmes are targeted at specific groups, such as:

- people from the community presently in custody;
- parents of offenders;
- stabilising drug users;
- 16-18 year olds;
 - agencies working in the area in order to facilitate offender access to services, involvement in local networks to highlight the needs of offenders, advocating on their behalf and facilitating access to services; and
- people on community service orders.

III. Plan of the Project

3.1 Some key features and innovative aspects of the programme include:

- a pro-active approach to engaging participants;
- commencing intervention at an appropriate level of engagement;
- two strands to the project;
- a keyworking system;
- recognition and response to times of high risk for offenders;

- Open Learning Model;
- accessible certification;
- development of cognitive skills;
- progression routes to employment, training and further options;
- involvement in the community;
- integrative approach to other agencies; and
- continued support.

3.2 *Pro-active approach to engaging participants:* The engagement process is seen as an integral part of the work, not just the preliminary work needed to get on with the 'real work'. Without this, no other work with the participant is possible, as they will not sustain their involvement in the project. The offender group the project is targeting for attendance is often a particularly difficult group to engage and hold in a programme as a consequence of early school leaving, high levels of intergenerational unemployment, chaotic lifestyles, poor self esteem, demotivation, drug abuse and associated health problems, criminal behaviour and consequent prison sentences. The same characteristics which lead to offending behaviour also make it difficult for offenders to make use of many opportunities for development, training or employment. These therefore need to be addressed. Factors which support engagement that have been identified from experience include:

- meeting offenders on a one-to-one basis;
- meeting and working with people at an appropriate level of engagement;
- communicating the idea of choice about taking part; and
 - encouraging the idea of ownership of their own aspirations and development within the project.

The process involves meeting people in their own environment, encouraging supported referral, continued work with referring agency, outreach programmes to build trust, support with transport and pre-agreed follow up in the case of absence

3.3 *Commencing intervention at an appropriate level of engagement:* The idea is to help the person at an appropriate engagement level, achieve some success at that level, raise competence and competence levels and take steps towards their goals, including progression into further education, training and employment or other identified options.

3.4 *Two strands to the project:* The participant profile clearly points to the need for both a full-time programme (TARGET) and a Flexible Learning Option (Deonach). TARGET caters for 16–25 year olds who are capable of taking part in a full-time, year-long programme. Deonach caters for people over 16 years of age (with no upper age limit) who cannot commit to a full-time programme due to personal circumstances.

3.5 *A keyworking system:* Each participant is allocated a member of staff who acts as their support person. A one-to-one meeting between the staff member and participant is scheduled at regular intervals. This facilitates feedback,

identification of needs-exploring options, organising access to appropriate services, goal setting and review and addressing immediate and presenting issues. For example, this might include facilitating the person to monitor their risk areas, which may involve managing their addiction, identifying strategies to avoid offending behaviours and looking at problems which may be looming. The keyworker also oversees a participant's induction process, follows up on the participant if they are absent from the project, keeps the rest of the team up to date at participant review meetings, liaises with other services and agencies and advocates on the person's behalf.

- 3.6 *Recognition and response to times of high risk for offenders:* This involves identifying and meeting needs when participants are experiencing crises or increased pressure.
- 3.7 *Open Learning Model:* Many in the target group choose not to, or are not in a position to, enter into a full-time programme for a variety of reasons: Their lives are chaotic; they are accessing low-paid transitory unskilled work which they drift in and out of; and/or they have responsibilities as parents which prevent full-time attendance. Attending a full-time course would be too big a step for them. Participants can attend at times that will fit in with their commitments. The methods vary over time in response to the needs of individuals and groups of participants. It involves evening sessions, weekend activities, individual and/or group tuition and learning at one's own pace. Thus, involvement in Deonach can vary widely: Some attend daily, others a few days a week, some for weekly tuition, or they may be part of a group that will attend only for a specific activity. There is room for the person to increase or decrease their involvement as their needs and circumstances dictate. People are encouraged and supported to build up regular patterns of attendance
- 3.8 *Accessible certification:* The majority of participants have no educational qualifications when they arrive at the project and have often had negative educational experiences. The centres offer education certification that allows the participant to work at their own pace. A portfolio-based system of certification removes the pressures of an exam-based system.
- 3.9 *Development of cognitive skills:* An offending behaviour programme based on the 'Reasoning and Rehabilitation' programme (Ross, Fabiano and Ross) is in operation.
- 3.10 *Progression routes to employment, training and further options:* Just as there is support around engagement and skills development, a high level of support is provided to enable participants to capitalise on their achievements and progress to the next step.
- 3.11 *Involvement in the community:* Many participants are isolated within the community as a result of their behaviour or that of their family. Taking the premise that people who are labelled as deviant, or trouble makers, will often take on the labels they are given and act accordingly, the project aims to bring about opportunities where participants can be seen in a positive light within

the community (e.g., open days, art exhibitions, drama, music). There is anecdotal evidence that this has a strong impact upon participants' perceptions of themselves, and they begin to see themselves as a positive element in the community.

- 3.12 *Integrative approach to other agencies:* A number of professional services have also been integrated into the project, with expertise being offered by probation officers, an employment officer and counsellors available to participants. Partners in prevention working directly with participants include the Health Board ('social services'), drug projects and the Probation and Welfare Service. FÁS ('national training agency') and local education authorities provide additional funds. The project helps participants co-ordinate their use of services and acts as an advocate on their behalf. Such services typically include mental health services, homeless advice agencies, social welfare offices, solicitors and educational establishments.
- 3.13 *Continued support:* It is crucial that past participants can access the services of the project after they have moved on, when they see it as necessary. This is to increase the likelihood of maintaining an offending-free lifestyle, especially in the face of crises.

IV. Organisation of the Project

- 4.1 Traditional approaches to training and preparation for work, where participants enter a time-limited and set programme, do not suit many of the individuals falling within the target group. The participant profile clearly points to the need for both a full-time programme (TARGET) and a Flexible Learning Option (Deonach). The two strands are located roughly a mile apart in different estates in Tallaght. The project is in the process of establishing one venue for both strands.
- 4.2 The manager of the project has overall responsibility for the work of both strands and supports the co-ordinators. The manager also ensures the operation of the systems and structures supporting the overall work of the project. Each strand of the project is managed by a co-ordinator, who has responsibility for the day-to-day running of each strand, for managing staff and for ensuring the achievement of the aims of the project. There are five full-time project workers, a part-time project worker, an outreach/development worker and a part-time housekeeper. In addition, funding from the local education authorities provides for a number of part-time tutors.
- 4.3 The management committee is made up of a broad range of statutory and community organisations which represent the diverse needs of the target group. It meets monthly, and subcommittees are also in operation.
- 4.4 The Tallaght Probation Project is established as a limited company and has charitable status.

V. Cost of the Project

- 5.1 The project is funded by the Probation and Welfare Service, with additional support from FÁS ('national training agency') and the local education authorities. Funding from the Probation and Welfare Service sums to approximately EUR 530,000 per annum.

VI. Evaluation of the Project

- 6.1 An evaluation was carried out by an external consultant, Ms Mary Rafferty. It represented an opportunity for participants, staff and key stakeholders to contribute to the development of the project. The evaluation applied both qualitative and quantitative approaches, with the emphasis on qualitative methods and data. The evaluator conducted interviews with staff, the management committee, people using the service, probation officers and representatives of local community organisations. Participant profiles were completed, with current participants assisted by their keyworker. Information on past participants was gathered from the project records, with a focus on description of the work and the impact of the project; identification of features that lead to positive outcomes; practices that inhibit the development of the project; the development of systems for on-going review and strategies for implementation; community and context issues; and staff and management issues.
- 6.2 The resultant report, entitled *Deonach and TARGET West Tallaght Probation Project: Evaluation Report*, was completed in February 2002. Among many other matters, it concluded that although there are no statistics for people with similar patterns of offending behaviour who do not take part in educational programmes, there is evidence that if participants had not taken up a place in Deonach or TARGET they would have continued to be involved in crime. Participants in Deonach were confident that they would have been in prison, still involved in crime and/or still 'strung out' on drugs if they were not taking part in the project.
- 6.3 There can be reasonable confidence that Deonach and TARGET are impacting positively on the offending behaviour of participants, thereby reducing or eliminating the negative impacts of offending behaviour on themselves and others, and that the current and future potential of individual participants that is being realised through this education and training creates real benefits to the individuals, their families, their communities and the wider society. The long-term benefits may be substantial: Participants who are parents - even of very young children - consistently highlight their ambition for their children in relation to educational attainment and recognise the influence their own educational efforts have on the experience of their children.

VII. Dissemination of the Results

- 7.1 The aforementioned evaluation report is unpublished. The primary focus of the evaluation was to inform the future direction of the project. In addition to the organisational changes initiated during the evaluation, the final report was prepared for internal discussion and information.

Country: Netherlands

Summary

Project Title: GSM-Bomb

The Topic Area: Robbery (mugging)

The object of the project:

To stop the muggings of mobile phones

Intervention (method):

Bombard stolen mobile phones with: "GSM-bombs", which means that the 'new owner' of the mobile phone continually receives a SMS-message which reads as follows: " This GSM is stolen. Buying or selling it is a criminal offence. Bring this GSM to the police station"

This method is combined with extra monitoring and repressive action

The target group of the project:

Persons at risk being victimised (Especially school children and travellers on public transport)

Potential criminals

Buyers of the stolen mobile phones

Evaluation – scope, method, results, replicability and experience

collection/accumulation:

Normal use of the mobile phones is less attractive due to the above mentioned message(s).

Muggings involving mobile telephones dropped from 75% to about 15-20% from April 2000 – April 2001.

Juveniles made up 80% of the GSM muggings, which within a year dropped to below 50%

Name of the project: GSM-bomb

Contact person and address: G. Draaistra, Police region Amsterdam-Amstelland, section Robbery, P.O. Box 2287, 1000 CG Amsterdam

The topic area of the project: Amsterdam

I. Description and analysis of the nature of the problem

Since October 2000 Amsterdam has had to cope with a rapid increase in the number of muggings. For example, in January 2001 the police recorded 453 cases of mugging, in comparison with 242 in January 2000. In February 2001 they recorded 409 muggings compared with 231 in the same month in 2000. A GSM was the target in about three-quarters of the muggings. The use of violence is certainly not eschewed. Apart from extra monitoring and repressive action, the police in Amsterdam also employed prevention. Since March 2001 they bombard stolen mobile telephones with "GSM-bombs". The new 'owner' continually receives an SMS-message which reads as follows: "This GSM is stolen. Buying or selling it is a criminal offence. Bring this GSM to the police station".

Normal use of these mobile apparatuses is less attractive due to these messages. The action is enforced by providing extensive information to school children and travellers on public transport. This is to help the police achieve a number of sub-targets as well: whoever uses a GSM in public should be aware of the increased risk of being a victim of mugging; potential criminals should realise that stealing a GSM is no longer profitable and moreover, a serious crime.

The police are also tackling the de-blocking of SIM-cards in GSMs.

II. Target groups of the project

Amsterdam's approach is indisputably having an affect. The results were particularly spectacular at the start. In April 2001, the number of muggings reported was 203. This is a massive reduction compared with previous months, but also a clear reduction in comparison with April 2000, when 272 muggings were registered. Muggings involving mobile telephones dropped from 75% to about 15-20%. Neither did appealing to potential juvenile criminals during the information campaign miss its mark: prior to the campaign they made up 80% of the GSM-thieves, whilst in April 2001 the share of juvenile criminals had dropped to below 50%.

III. Plan of the project

Almost three-quarters of a year later it seems that the GSM-bomb is still effective. The share of total spoils taken up by mobile telephones varies between 40 and 45%. This is still less than the 75% at the start of this year. The number of juvenile criminals is – according to plan – still a lot lower than it used to be.

The project is in co-operation with the largest provider (KPN).

The project is being adopted by the National Platform for Crime Containment.

Expectations are that this will guarantee structurally embedding and financing the project.

IV. Organisation of the project

The way in which the organisation of the project is set up is quite concise. Once an official report has been received at a police station, a request is submitted to a central point ('bombardment' is not desirable for every reported theft), from where the data are placed in the programme and automatic bombardment takes place. Information to and from the provider for verification of data and local settlement require a maximum of 5 hours per week administrative action.

V. Cost of the project

The costs of administrative assistance for 5 hours per week. The 'bombardment' costs, maximum € 1000 per month. Costs of provider verification, € 1000 per month.

VI. Evaluation of the project

Right from the start it was clear that disturbing the appeal of GSMs by sending SMS messages leads to a reduction in GSM thefts - muggings. In view of the costs of the SMS bombardment, they will be continued for the time being until new actions make them superfluous.

VII. Dissemination of the results

www.politie-amsterdam-amstelland.nl

Article in English on www.minjust-dpjs.nl, under SEC.

Country: Spain

Summary

Project Title: Building Health. Promotion of the Personal and Social Development

The Topic Area: Drug related crime

The object of the project:

The aim of the project is to provide teenagers with personal and social abilities in order to face social influences, which incite to drug consumption and to anti-social behaviour

Intervention (method):

- The programme in general is based on the Trouble Behaviour Theory (Jessor and Jessor).
- The Theory of the Social Learning and the Theory of the reasoned action (Fishbein and Azjen)

The target group of the project:

Children from 11 to 14 years old, their teachers and their families

Evaluation – scope, method, results, replicability and gathering & processing of experience:

- The components related to emotional control and self-esteem do not show the expected results.
- Two evaluations have been carried out. The programme was known to delay the consumption starting of alcohol and tobacco and it reduces the risk of antisocial behaviour e.g. committing robberies.

<p>Describe key aspects of the evidence that informed the decision to target the problem, including whether a recent problem or one of long standing.</p> <p>Any special difficulties encountered or innovative approaches adopted in obtaining/analysing the evidence?</p>	<p>the Galician Autonomous Community</p> <p>The results of other projects developed in this field showed that school is one of the best environments for drug use prevention. The General Education Law includes drug prevention and health education as a transversal subject during the extent of the compulsory education.</p> <p>No special troubles.</p>
<p>II Target groups of the project (size, victims, offenders, places/situations: <i>Make clear whether 'target group' refers to:</i></p> <ul style="list-style-type: none"> ▪ The offenders who may receive preventive action ▪ People or institutions who may be mobilised ▪ To implement the action ▪ Beneficiaries – who receive crime reduction benefits or wider community safety – geographic, non-spatial communities with common identity or common interest (e.g. ethnic minorities, elderly) ▪ Locations at risk, hotspots ▪ Other <p>Useful to state 'primary/secondary/tertiary' targeting of whichever type of target specified</p>	<p>The target group of those projects is children from 11 to 14 years old, their teachers and their families.</p> <p>Ministry of Education and Culture (school system), Ministry of Health, Governmental Delegation for the National Plan on Drugs, Teachers (around 380), trainers (28), Psychologists (5) and co-ordinators (6)</p> <p>Young people in general. The project is implemented in all school centres but every Autonomous Region decides which programme their schools are going to implement. Total amount of young peoples whom the programme was applied: 9678 Urban and metropolitan areas</p> <p>Schools and leisure places</p> <p>Primary target group: school population. Secondary target group: teachers Third target group: families.</p>

<p>Plan of the project:</p> <p>7) Has the project done anything especially interesting in the stages of the Preventive Process that is worth learning from?</p> <p>8) As a minimum, has the project followed an adequate process of:</p> <ul style="list-style-type: none"> ▪ Collecting and analysing crime data ▪ Identifying causes and consequences of crime or risk and protective factors ▪ Devising interventions based on evidence or clearly-stated and plausible principles and mechanisms of intervention, and matched to the crime problem and context, ▪ Mobilisation (CLAMED) and implementation – targeting strategies etc ▪ And evaluation and adjustment? ▪ Include difficulties, issues and ‘troublesome tradeoffs’, and generally the 5 kinds of knowledge in order to have something that can be replicated or reconstructed in new contexts 	<p>Yes</p> <p>Yes</p> <p>The programme, in general is based on the Trouble Behaviour theory (Jessor and Jessor), the theory of the Social Learning and the theory of the reasoned action (Fishbein and Azjen)</p> <p>The components related to emotional control and self-esteem don’t show the expected results</p>
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Organisation of the project:	<p>The Spanish Government Delegation for the National Plan on Drugs supports the application of those projects by financing materials, providing training to teachers and helping their diffusion.</p> <p>The Autonomous Regions implements the projects.</p>
Cost of the project:	75.000€ approximately
Evaluation of the project: <p>16) The applied type of evaluation e.g. impact/effect, cost effectiveness, process or other kinds of evaluation.</p> <p>17) Extern independent evaluation</p> <p>18) The core elements in evaluation</p> <p>19) The main results of the evaluation</p>	<p>The outcome evaluation has been carried out. Systematic and scientific collection, processing and analysis of data related to the programme implementation has been carried out in order to assess the effectiveness and efficiency of the programme:</p> <p>Assessment of the situation and the appropriate measures and strategies has been used for the programme.</p> <p>Measurement of the quality and intensity of the programme implementation and the acceptance of the programme among the participants has been done.</p> <p>Any Measurement of the results in terms of impact – wide effects on a macro level has been carried out</p> <p>No. Internal evaluation only</p> <p>Drug consumption, antisocial behaviour, social and personal skills, drug knowledge.</p> <p>Two evaluations have been carried out pre-test and post-test. Post-test evaluation was made 3 months after the application of the programme. The sample was 4.895 teenagers from 123 schools from different Autonomous Communities. 2567 belonged to the group in which the programme was</p>

<p>20)The generalisability and explicability of the results in other contexts.</p>	<p>applied. Effectiveness of the programme in delaying the consumption starting of alcohol and tobacco and it reduces the risk of antisocial behaviour.</p> <p>The results obtained shows: The programme reduces the starting age in drug consumption in those teenagers who didn't try drugs. In the case of consumers a reduction of consumption has been showed. The programme achieved to reduce the probability of being involved in anti – social behaviours such as robberies and aggressions The programme shows a significant increase in the abilities to solve problems</p>
<p>VII. Dissemination of the results (reports, articles, presentations, websites)</p>	<ul style="list-style-type: none"> - Conferences - Workshops - Publications: “La prevención del consumo de drogas y la conducta antisocial en la Escuela” (Romero, Fraguera, Guarra López and Lence. “Análisis y evaluación de un programa” (University Of Santiago de Compostela, Ministry of Education and Culture, Ministry of Health and Ministry of Interior) - WebPage: http://www.mec.es/cide/innovacion/convenios/salud/consalud.htm

Country: Sweden

Summary

Project Title: Security Measures Against Robbery of Shops and Stores

The Topic Area: Robbery

The object of the project:

Preventive security in all stores (primary prevention)

Intervention (method):

- A 'shops group' was started within the national police boards "collaboration against crime" project in order to prevent robberies.
- Co-operation between retail trade, employees and police formulating a 13-point checklist.
- In relation to the checklist the single store/storeowner should follow the preventive measures in order to get a certificate by the police to be displayed in a visible place stating that the store's security measures have been approved.

The target group of the project

- Shops and shops owners. (as they go through the checklist and paying for the necessary preventive measures)
- Potential robbers (primary prevention)

Evaluation – scope, method, results, replicability and experience collection/accumulation:

- An evaluation has not yet been fulfilled.
- The ongoing contact and collaboration with the police diminished over time due to the general lack of resources that followed from the introduction of a new local police organisation.
- A pilot project in Härnösand has been started in order to test a new model for making all stores in the municipality secure and to find better ways of ensuring that both the police and store owners support the project

2002-09-10
L Alexandersson
The Swedish National Council for Crime Prevention

Name of the project: **Security measures against robbery of shops and stores.**

Contact person: Björn Astborn, The Swedish National Police Board, Police Management Division, Box 12256, 102 26 Stockholm. Tel +46 8 401 91 39

The topic area of the project: security protected shops

Description and analysis of the problem

In the year 2000, approximately 9,000 robberies were reported to and registered by the police. Of these, nine per cent (slightly over 800 cases) comprised robberies of shops and stores. The findings from a study conducted by the Swedish Commercial Employees Union indicate that just over half of these were “genuine” robberies, that just under one-third were so-called “resistance” robberies⁸, and that the remainder were attempted robberies.

The number of robberies of shops and stores reported to the police increased more or less continuously over the period from 1981 to 1991. In the year 2000, there were approximately four times as many such robberies as in 1975. The Commercial Employees Union refer to the increase in numbers of shops open into the evening as one likely reason for this trend, along with higher numbers of staff who work alone and a less pronounced focus on security issues in comparison with the banking and postal sectors. In 1975, a little over 50 per cent of robberies in shops and stores were cleared up by the police, with this proportion having dropped to a mere 29 per cent in the year 2000.

Firearms are estimated to figure in between 30 and 40 per cent of robberies of this kind. Weapons of other kinds, and knives in particular, are common.

The project's target groups

Against the backdrop of these trends, a ‘shops group’ was started within the National Police Board’s “Collaboration against crime” project in order to prevent robberies perpetrated against the retail trade and its employees. In a collaboration primarily involving the retail trade, employees and police, a checklist was formulated containing thirteen points to be worked through and taken care of. Once the preventive measures had been introduced, the store would be able to contact the police authority that would come out and inspect the work that had been done. If the work were approved, then the store would be supplied with a certificate to be displayed in a visible place. The certificate stated that the store’s security measures had been approved.

⁸ Where the assailant uses force not in connection with the original theft, but in an attempt to prevent the rightful owner re-appropriating the stolen property.

Since the central organisations for the retail trade, employees and the police agreed upon the preventive measures that should be introduced to reduce robberies in shops and stores, and presented them in a brochure, individual shops and owners should be regarded as an important target group. They are the ones who have to go through the checklist, and who introduce and pay for the necessary preventive measures.

Another of the project's target groups is of course the potential robber themselves. The Swedish retail trade took upon itself the task of informing prospective robbers of the significance of the certificate, by means of amongst other things distributing this information to all prison service institutions. The study conducted by the Commercial Employees Union reports that robbers often content themselves with small amounts of money, that the proceeds from robberies of convenience stores often amounts to less than EUR100 or so, and that the robbers appear to pick those stores that are most easy to rob rather than those that offer the most valuable pickings. Even if the proceeds are often small, the psychological consequences for the stores' employees may constitute the most serious effects of the crime. The study also shows that almost half of the women working in the retail trade on checkout tills experienced concern and fear in relation to possible robberies and violence. Thus the certificate showing a store to have attained approval for its security measures sends an important message to the potential robber, irrespective of the size of the store and the value of potential proceeds.

The increasingly extended opening hours and the increasing use of lone employees both mean an increased risk of exposure to robberies and violence. Paying more systematic attention to security issues by means of the 13-point plan, which is similar to the work conducted in this area within the banking and postal sectors, ought to contribute to improving feelings of safety among employees and reducing their levels of exposure to robbery.

Since the reason for approving the security measures taken by stores is to raise the general level of preventive security in all stores, and thereby to deter all potential robbers from committing offences, the objectives of the project must be regarded as an example of primary prevention.

The planning of the project

The project was initiated and formulated at the national level by the shops group within the Collaboration Against Crime project at the National Police Board. The project may to a large extent be regarded as having followed the various steps involved in the crime prevention process, with the exception of the final stage, evaluation, which has not been fulfilled. Within the shops group, the extent and characteristics of robberies of shops and stores have been studied, as well as trends in such robberies over time. Causes, consequences, risk and protective factors have all been identified. On the basis of this information, the shops group has developed the 13-point program as compiled in the brochure entitled "Security measures against robberies affecting the retail trade", published by the police, and retail and employee organisations. Thus the preventive measures described in the brochure are based on a

thorough analysis of the crimes at issue. The brochure, which constitutes the basis of training measures against threats and violence, contains the following points:

1. Security manager. Control of security measures may be carried out together with safety representatives and co-ordinated with other questions relating to industrial welfare and the working environment.
2. Training in sector specific security issues for all employees.
3. Lockable cash-till draws (using codes or keys).
4. Banknote boxes.
5. Protected areas for counting out cash and other valuables.
6. Strongbox (preferably with a drawer for making deposits).
7. Alarms
8. Security doors.
9. Height marks (for use in descriptions).
10. Good lighting of customer, and staff entrances and unloading bays.
11. Maintenance of good order – and functioning routines.
12. Carefully prepared cash transports to banks/post offices.
13. Being prepared to take care of robbery victims, knowing how to act during an ongoing robbery and what should be taken into consideration in the aftermath of a robbery.

There are sub-checklists relating to several of these points that must be checked off before a store is certified by the police as secure. The concrete content of the program is to motivate storeowners to do something about security problems and to facilitate the introduction of preventive measures. At the same time, it must be noted that the responsibility for this taking place lies for the most part with the storeowner and employees. The project requires the police authority, through the offices of the local police for example, to collaborate in training and advisory and informational activities organised by the retail trade and its employees. Similarly, it falls to the police to inspect and check whether the stores have fulfilled the requirements of the 13 points and thereafter to supply them with the certificate.

The ongoing contact and collaboration with the police that characterised the project to begin with diminished over time and was more or less discontinued at the end of the 1990s. The police have explained this trend as a result of the general lack of resources that followed from the introduction of the new local police organisation, which has meant that they are no longer able to prioritise this project.

In spite of this, all the parties involved are agreed that the system of approving the security of stores is of crime preventive value. This has recently led the Swedish Federation of Trade and the Commercial Employees Union to initiate the restart of the project in collaboration with the police. As a first step, brochures and other material will be overhauled and updated.

It has also led to the local authority in Härnösand starting a pilot project in order to test a new model for making all stores in the municipality secure and to find better ways of ensuring that both the police and store owners support the project. The model includes testing new ways of dealing with inspections, administration and following up on the work of the project. One possibility that has been discussed involves having

a member of the local crime prevention council take care of this work at the request of the police authority.

The organisation of the project

As has already been mentioned, the shops group within the National Police Board's Collaboration Against Crime project has had an overall responsibility for the store security project. The responsibility for the formulation and content of the brochure that describes which requirements are to be fulfilled in order for a store to receive a security certificate has been shared by the Swedish Federation of Trade, the Commercial Employees Union and the National Police Board's shops group.

Cost of the project

The practical responsibility for going through the 13-point program and introducing the necessary preventive measures has fallen almost entirely on the individual store owners and their staff. The costs, which are considerable in relation to many of the points in the program, have primarily been born by the storeowners.

The costs of the police's involvement in the project have not been calculated at either the national or the local level. At the national level, the shops group at the National Police Board is among the collaborative group that stimulates a broad level of long-term co-operation with other public sector agencies, inside and outside the justice system, as well as with other organisations, the business community and private individuals, in order to prevent various forms of everyday crime.

Evaluation of the project

The weakest (perhaps even non-existent) link in this project is the final step of the preventive process, which relates to the issue of evaluation. As far as we know, the work conducted in this area has never been evaluated. The pilot being put into effect in the local authority area of Härnösand will be evaluated however.

The role of the police in the project has been to ensure that the requirements of the program have been fulfilled in a satisfactory manner and to supply the certificate showing that a store is secure. The original idea was that the police would play a considerably more active role in the project than has in fact been the case. *Inter alias*, the police were to distribute the brochure that has been produced. They were also to visit approved stores on an occasional basis in order to acquaint themselves with the staff and provide advice and support in their security work, and they were to participate in training programmes related to store security.

The penetration of the project has to a large extent been depending on the activity of the local police area, which has varied a lot. Also the trades' commitment to disseminate the program to local shops and stores has varied. Some lines of businesses have carried out the program to a great extent; while in others there have been a weak activity.

Hopefully, the pilot project in Härnösand will help to work out effective working methods and a clear and fair distribution of roles among the actors concerned. If this

is to happen, it is important that plans are laid right from the start to carry out an evaluation both of the way the project is put into practice and of its effects on robberies of shops and stores.

In conclusion, it should be pointed out that the Ministry of Justice recently initiated a developmental project to more actively involve the business community in general and the retail trade in particular in a collaboration on crime prevention. During the autumn of 2002, a number of regional conferences are being held in order to create a common platform of knowledge, crime prevention strategies and a fund of ideas relating to good practice.

Country: United Kingdom

Summary

Project Title: National action to tackle mobile phone theft

The Topic Area: Personal robbery on the streets

The object of the project:

The crime problem was personal robbery on the streets involving, and apparently driven by, theft of mobile phones. Police experience suggest that in some areas this is motivated by drug addiction

Intervention (method):

There are four main interventions into the causes of the crime. In effect, it is complete *preventive system* with the overall aim of *reducing or even removing the reward* to phone thieves by making stolen phones impossible to use. It acts on various components, at several levels and against offenders' known or anticipated countermeasures.

Method 1: Establishment and operation of a shared UK database of stolen mobile phones to enable their barring across all UK networks.

Method 2: Steps to make it harder to circumvent Method 1 by reprogramming the EMEI number.

Method 3: A new criminal offence of reprogramming mobile phones – deterrence of crime promoters through a planned publicity campaign to warn businesses of the offence – targeted law enforcement operations.

Method 4: Mobilising phone owners to act as informal crime preventers in protecting their property – Making greater use of the PIN number – Registering with the operator – Security-marking the handset.

The target group of the project:

The Thief – phone owners – UK networks – The Police

Evaluation – scope, method, results, replicability and experience collection/accumulation:

As yet, it is too early to undertake an impact or cost-effectiveness evaluation, as the campaign components will all be launched in the first week of October 2002.

EUCPN Good Practice Description 2002

United Kingdom Project example – robbery⁹

Project Title: National action to tackle mobile phone theft, UK

Crime problem addressed: Personal robbery on the streets

Against a background of an increase in robbery, and based on new evidence that mobile phone theft was fuelling that problem, the UK Government has been working in partnership with the mobile phone industry and the police on a programme of practical measures to help reduce mobile phone theft, especially street robbery.

Project description – The 5Is

1. Intelligence

General context

Against a background of a sharp increase in robbery, mobile phone theft was identified as being a new and rapidly rising crime problem within the UK. In January 2001 the Home Office set up the Mobile Phone Theft Steering Group, under the chairmanship of the Home Secretary, bringing together all the interested parties (Government, police and mobile phone industry representatives) to see what could be done to address the problem. At that time, hard evidence and data on the scale and the nature of the problem were lacking, and so the Home Office commissioned a research study into mobile phone theft.

The crime problem that the project aimed to prevent

The crime problem was personal robbery on the streets involving, and apparently driven by, theft of mobile phones. Police experience suggests that in some areas this is motivated by drug addiction. (Parallel UK strategies to tackle that problem at source are not described here.)

Significant consequences of the crime problem/s

No specific information is available on the consequences of this crime, but it is obviously a problem which has caused considerable public concern. A broad national estimate of the cost of robbery/mugging (with or without theft of phone), including social and health costs, is a bit over €7100 per incident. The national total is a little over €3bn.

Evidence of the crime problem/s – sources of information and analysis

In January 2002, the Home Office published its findings in a research study *Mobile Phone Theft*¹⁰. The best estimate from a sample of police figures of the number of phones stolen (theft, burglary and robbery) in 2000/01 was 330,000, and the best estimate from surveys (British Crime Survey and two schools surveys) was 710,000. The study showed conclusively that mobile phone-related theft was fuelling the overall increase in robbery.

Mobile phone-related theft accounted for nearly one third of all robberies, although in only 8% of incidents was the mobile phone the only item stolen. More recent evidence supplied by the Metropolitan Police suggests that about 50% of street crime in the London area involves the theft of a mobile phone, and that in 30% of offences only the mobile phone is stolen. The growing problem of mobile phone theft stems in large part from a 600% increase in mobile phone ownership since 1995, but the figures showed that robberies involving mobile phones were increasing at a much greater rate than robberies in general.

⁹ This example was prepared by Catherine Lee and Rakshita Patel of the Street Crime Action Team, Home Office, UK, with additional input from Paul Ekblom, Home Office Research, Development and Statistics Directorate.

¹⁰ V. Harrington and P. Mayhew (2001). Mobile Phone Theft. Home Office Research Study 235. www.homeoffice.gov.uk/rds/pdfs/hors235.pdf

The research study also examined the nature of the problem. Its key findings were that both victims and offenders were young and that it was predominantly a male-on-male crime:

- Victims of mobile phone robbery tend to be younger than victims of other types of robbery – 48% of victims are under 18
- The peak age for offenders is 16. One third of all offenders were aged 15 or 16
- 90% of robbery offenders are male, and 80% of victims are male
- Two-thirds of mobile phone robberies are committed by offenders working in groups
- In 23% of mobile phone robbery incidents victims were using their mobile phone or had it on display when it was targeted
- Victims under 18 were mainly targeted between 2pm and 10pm, whilst those aged 18 and over were targeted between 10pm and 6am (more phone robberies than other robberies occurred during the early hours of the morning).

To complement this crime-focused research an independent consultant was commissioned to carry out two studies – one with *network operators* and one with *manufacturers* – to review their current and future security systems and to make recommendations for improvement.

Know-how in data collection and analysis

The two studies suggest the importance, in establishing a working picture of the crime problem, of *multiple sources of information* (surveys, observation, statistics, interviews of key stakeholders); *richer detail* than may be offered by routine crime statistics; and a thorough exploration of *drivers, enablers and constraints on stakeholders* who might be contributing to crime or to its prevention. This last information played an important role in insertion – successfully mobilising the network operators and manufacturers to become partners with the Government and the police.

Immediate causes and risk factors

Target of crime

The target of theft/robbery – the mobile phone, was a classic *hot product*¹¹ – Concealable, Removable, Available, Valuable, Enjoyable and Disposable.

Crime preventers and promoters

The consultant's report on the *network operators* highlighted that three out of the five UK networks were able to blacklist and bar a stolen mobile phone handset on their own network by reference to the handset's unique equipment identifier, the International Mobile Equipment Identity (IMEI) number. Two networks were not able to do so as they did not have equipment identity registers in place. The report recommended that these two networks develop equipment identity registers so that all the networks would have the same capability and it also recommended that the information be shared across networks so that stolen mobile phones could be barred across all UK networks, not just the customer's "home" network.

The *manufacturers* study involved the top six manufacturers in terms of global market share - Nokia, Siemens, SonyEricsson, Samsung, Motorola and Panasonic. It revealed that not all handsets on the market complied with the new international standards for a "hardened" (more secure) IMEI that came into force on 1 June 2002 and recommended that they do so. The legality of use of software and equipment to change IMEI numbers meant there was no risk for people who supplied these resources for offenders and thus who could be called '*criminal service providers*'.

2. Intervention overview

11 R.V. Clarke (1999). Hot Products: Understanding, Anticipating and Reducing Demand for Stolen Goods. Police Research Series Papers 112.

London: Home Office. www.homeoffice.gov.uk/rds/prgpdfs/fprs112.pdf

This section gives an overview of this complex set of interventions. These are then described individually, in terms of principles and methods of intervention, insertion and implementation.

There were four main interventions into the causes of the crime. In effect, it is a complete *preventive system* with the overall aim of *reducing or even removing the reward* to phone thieves by making stolen phones impossible to use. It acts on various components, at several levels and against offenders' known or anticipated **countermoves**.

Intervention Method 1 is a combination of **1a** *barring stolen mobile phones within all 5 individual networks*, and **1b** *establishment and operation of a shared UK database of stolen mobile phones* to enable their *barring across all UK networks*.

Intervention Method 2 involves applying *enhanced security features and practices* for current and third generation mobile phones, to make it harder to circumvent Method 1 by reprogramming the IMEI number.

Intervention Method 3a comprises a *new criminal offence of reprogramming mobile phones*. This is intended to complement Method 2 by *restricting the resources* available for phone thieves or fences to circumvent the security software/hardware.

Method 3b is *deterrence of crime promoters* through a planned publicity campaign to warn businesses of the offence. **Method 3c** is *deterrence, incapacitation or removal of promoters* through targeted law enforcement operations.

Intervention Methods 4a-d involve mobilising *phone owners to act as informal crime preventers* in protecting their property through actions to complement or reinforce the other approaches. Publicity campaigns were used in 2001 to encourage phone owners/users to take preventive actions including making a note of the IMEI number (**Method 4a**), making greater use of the PIN number to lock the phone (**Method 4b**), registering with the operator (**Method 4c**) and security-marking the handset (**Method 4d**). Campaigns planned for late 2002 will build on the specific interventions under Methods 1-3 and encourage the *immediate reporting of stolen phones* in view of the improved scope for barring across all UK networks.

Two further interventions, relying on the stolen phone database (**1b**), are under consideration but not described in detail here. *Retailers* report that thousands of 'pay-as-you-go' phones are legitimately traded in each week, and significant numbers of these may be stolen. The first intervention would involve recruiting retailers as *crime preventers*, checking the handsets against the database before accepting them. This, again, *reduces reward* by closing an outlet for stolen goods. The second intervention would recruit *retailers, when they receive a claim for a stolen phone on their in-house insurance schemes, to enter the details of the handset on the database*. The aim here is to reduce the number of *fraudulent claims*, which are a crime in themselves, and which exaggerate the true picture of phone theft.

3. Insertion overview

The common theme running through the whole programme of action to tackle mobile phone theft within the UK has been the tripartite nature of the interventions. The UK Government (itself demonstrating collaboration between departments, especially Home Office and Trade & Industry), the mobile phone industry and the police worked closely together to develop a *common understanding of the problem and an agreed plan of action to address the issue*. The *phone-owning public* are also given a role, and specific tasks, in prevention.

Mobilisation

This was achieved at the start of the project through the establishment of the Mobile Phone Theft Steering Group, under the chairmanship of the Home Secretary. It brought together all the interested parties (Government, police and mobile phone industry representatives) to begin to explore and understand the problem and to work towards putting together a package of measures to tackle mobile phone theft.

However, some exertion of *influence* was required to bring some key players fully into the partnership. The two *independent consultancy studies* described under Intelligence formed the basis of the agenda for the Home Office's initial discussions and meetings with operators and manufacturers, and in particular ensured that the Home Office was *fully informed about developments, possibilities and thinking within these industries* before making proposals. (Especially important agenda items were, of course, the proposals a) that the remaining two networks (Vodafone and O2) develop equipment identity registers so that they had the same capability and the subsequent development of a shared database of stolen mobile phones across all UK networks; and b) that all handsets on the market should comply with the new international standards for a 'hardened' IMEI that came into force on 1 June 2002.) The wider climate of influence was intensified through the media pressure and publicity that followed the publication of the research study (January 2001) and the 2001 publicity campaign.

Collaboration and Partnership

All of the interventions (and the whole package of measures) was developed in collaboration with the mobile phone industry and the police, so that all parties agreed the problem and the measures necessary to tackle the problem effectively.

Working with the industry was made easier by the existence of the Mobile Industry Crime Action Forum (MICAF) which is an industry-wide forum, incorporating both network operators and manufacturers. The Chairman of MICAF attends all Home Office meetings with mobile phone industry representatives so that he can develop an agreed and co-ordinated industry response and progress any action through MICAF. The Home Office and the Association of Chief Police Officers have now been invited to be Associate Members of MICAF, with consequent influence on the agenda. This demonstrates the extremely positive working relationship that has developed between the Home Office, the police, MICAF and the mobile phone industry since the start of the initiative. In fact, the whole project has served to *focus the collective crime reduction interests of stakeholders in the industry*, through the emergence of MICAF from a less active predecessor organisation, and its achievement of a much higher public profile. Broadly put, it helped greatly for the Home Office to *foster a counterpart organisation to negotiate and collaborate with*.

To back up and support the developments in 2002, the UK Government is working with the police and the industry to develop a high-impact publicity campaign to inform the public and businesses currently engaged in reprogramming phones about the new measures. As briefly mentioned already, future collaboration is planned with retailers on trade-ins of phones, and insurance.

4. Implementation overview

Targeting of the intervention on the crime problem, offender, place and victim

Aiming the action at the right social levels

At the highest level targeting was tertiary – aimed at a property, and a wider system, already shown to be highly vulnerable to crime – and the intervention acted at a collective, national level, ie across all phone handsets and networks. Subsidiary targeting was diverse – for example, the publicity campaigns directed towards mobilising all public users as crime preventers was secondary – covering all at risk of

victimisation; *and the legislation was primary – directed at any individuals or companies who might wish to reprogram phones.*

Inputs of funds, effort, human resources

No attempt has yet been made to quantify the inputs to this project. It has required considerable investment by the various public and private stakeholders in *research, consultancy, publicity campaigns, technical and procedural development and the time to engage in committed and effective partnership working* from the highest organisational levels down. This input needs to continue, albeit at reduced level, to **maintain the advantage** over offenders and crime promoters. These people will not immediately give up the struggle, but will themselves innovate and continue to exploit the often unforeseen opportunities for offending that new technology and new mobile phone business models and practices will supply.

Converting the method into action on the ground – management, planning, and supervision

Various working/liaison groups established, described under Partnership above.

Outputs achieved

Outputs (largely unquantified) include: shared database of stolen mobile phones enabling stolen mobile phones to be barred across all UK networks; (planned) improved software/hardware/procedural security for IMEI numbers; new law on reprogramming, plus (planned) guidance material; (delivered and planned) publicity campaigns.

Monitoring, quality-assuring and adjusting the action in the light of feedback

The project, and the mobile phone theft/robbery problem more widely, have been subject to continuous scrutiny through the UK Government's Street Crime Action Team, and through the various working/liaison groups. Additional information under Evaluation section below.

The supporting environment for projects – infrastructure

Since this project is a *national*-level one, it supplies its own infrastructure as described for the 4 intervention methods, below. *Local* support has involved for example various *campaigns and phone-marking activities* by local police forces in areas with significant phone crime problems.

5. Intervention, insertion and implementation in detail

Method 1 – barring stolen handsets

Intervention

The **principle** behind Methods 1a and b is that of *removing the reward* from stealing mobile phones, by rendering any stolen handset useless 1a) within its original network and 1b) *blocking displacement* by transfer of the phone to other networks. This will, in effect, render a stolen mobile phone handset useless within the UK. The database could also enhance *the perceived risk* to offenders/ fences/ purchasers if found with identifiable stolen property.

Insertion

Key players – MICAf (lead), network operators and Home Office. Following the publication of the Home Office Research Study and the resultant publicity and media pressure, the two network operators (Vodafone and O2) then unable to bar stolen handsets, announced in February 2002 that they would invest in the necessary technology to enable them to do so; and all networks agreed to share information on stolen handsets. This was a combination of *alerting and motivating the companies*

*identified as having a potential crime preventer role, and (as a critical part of motivation) obtaining their **collective** commitment to taking on this responsibility.*

Implementation

Method 1a From the end of August 2002, all five of the main network providers in the UK (O2, Vodafone, T-Mobile, Orange, Virgin) are able to bar a mobile phone on their *own network* by reference to the handset's IMEI number. **Method 1b** The networks are also working together to develop and implement a stolen phones database – the Central Equipment Identity Register (**CEIR**), using a facility provided by the Global System for Mobiles Association (GSMA). This will enable them to share information on stolen handsets and thus bar a stolen mobile phone *across all networks*, again by reference to the IMEI number. The CEIR will be in place and operational by early October 2002.

However, Method 1 (barring stolen handsets) is not effective if the IMEI number is changed, because it is then impossible for the network operators to track and disable the handset. Method 2 (target-hardening of handset identifier) and Method 3 (legislation against reprogramming handset identification number) therefore complement and support Method 1.

Method 2 – target-hardening of handset identifier

Intervention

*The **principle** behind Method 2 was target-hardening (through software and hardware) of the IMEI number as stored in the phone itself. This was intended to block and discourage offenders (or crime promoters) from circumventing Method 1 by altering the IMEI number.*

Insertion

Key players – Home Office (in the lead), Department of Trade and Industry, manufacturers, GSM, MICA. The UK Government applied pressure to the major manufacturers to ensure their compliance with GSMA international security standards which state that the IMEI number should be resistant to change. For the future, it continues to press both manufacturers and network operators to develop more robust security strategies for the third generation of mobile devices.

Implementation

This has involved the manufacturers, with HO encouragement, confirming compliance with new standards and is prompting the development of a longer term *enhanced security strategy* for third generation mobile phones with a view to incorporating new features and practices in the manufacture of handsets. Experience in other areas such as credit card fraud suggests that security requires continual improvement to keep ahead of innovative offenders/promoters. GSMA international security standards have themselves recently been revised to establish a more secure IMEI.

Method 3 – legislation against reprogramming handset identification number

Intervention

Existing GSMA international security standards state that the IMEI number should be resistant to change, but at present it is relatively cheap, easy and legal to change it using software obtained over the internet. Method 3 involves several **principles** to close this legal loophole. **3a** is a *new criminal offence of unauthorised reprogramming of mobile phones*. This is intended to complement Method 2 by *restricting the resources* available for phone thieves or fences to circumvent the security software/hardware protecting the IMEI number. **3b** is *deterrence and discouragement of crime promoters* through a planned publicity campaign about the offence to businesses who might contravene it. **3c** is *deterrence/ discouragement/*

removal of promoters through law enforcement operations; in effect, the new law (like any criminal law) empowers and motivates crime preventers, especially formal ones in the police and Criminal Justice System.

Insertion

Key players - Home Office (lead) and network operators, manufacturers, MICA, the police and the Crown Prosecution Service. Extensive consultation with the industry and the police both before and during the drafting of the Bill meant that the new law was passed by Parliament without amendment and with the full backing of all political parties, the police and the industry.

Implementation

The Mobile Telephones (Reprogramming) Act 2002 creates new offences of unauthorised changing of the IMEI number, or supplying or offering to supply equipment for that purpose. The Act applies in England, Scotland and Northern Ireland and is being brought into force in early October 2002 to coincide with implementation of the shared database. The police are planning targeted operations to enforce the legislation, and are working with the Crown Prosecution Service to develop joint guidance on charging. The UK Government is working with the police and the industry to develop a high-impact publicity campaign whose *deterrent message to businesses* is that changing IMEI numbers is now illegal and carries a penalty of up to 5 years' imprisonment.

Method 4 – mobilising phone owners/users to take preventive actions

Intervention

The overall intervention **principle** in these methods was, at one level, that of *alerting, motivating and empowering phone owners/users to act as informal crime preventers* in protecting their own property. This is fully described under 'Insertion' below. The individual methods which these preventers were intended to implement included: making a note of the IMEI number and reporting it when the phone was stolen (**Method 4a**); greater use of the PIN number to lock the phone (**Method 4b**); registration with the network operator (**Method 4c**); and security marking of the handset (**Method 4d**). Collectively, these 4 methods contribute to the mechanisms of *reducing the reward to the offender by rendering the handsets useless, unattractive or risky to carry, sell or buy.*

Insertion

Insertion was the main preventive activity by police and the phone industry here – acting 'at a distance' by mobilising private phone users to play *their* role in making mobile phone theft and robbery more risky, more effort and less rewarding to thieves and crime promoters.

Key players in this mobilisation exercise were – Home Office, MICA, network operators, retailers, police and schools. A sequence of insertion activities has been implemented, or is planned, in step with the other preventive initiatives. While mainly directed at the public, the activities also served to foster a climate conducive to the mobile phone industry itself assuming a more explicit *preventer* role, and in particular improving their co-operation with the police.

In Summer 2001 the Home Office produced and circulated 5 million crime prevention leaflets via the police, schools and retailers, with messages to mobile phone users about how to protect themselves from being a victim of crime, including making a note of the IMEI number; greater use of the PIN number; registration with the operator; and security marking of the handset. The leaflet was in the shape of a mobile phone and its message was "Protect your Phone." Several police forces, retailers and operators produced similar leaflets for widespread distribution. Mobile phone operators also offered security advice on their websites and manufacturers started to give greater prominence to security messages in their manuals. In many of our major cities, the police are running campaigns offering mobile phone owners handset security marking (*target hardening*), and working with schools to educate children to protect themselves and their phones from thieves.

As for the immediate future, the main messages to the public of the planned high-impact publicity campaign are that stolen phones' numbers (IMEI and phone number) should be reported to the network operator and the police immediately, as the handset can now be barred on all networks (just as a stolen credit card can be cancelled) and will be useless to thieves.

The Government is also working with the industry and the police on an educational resource pack for teachers, focusing on mobile phone theft and safety messages.

Implementation

There is little to cover here that was not described under insertion – except that the police are also issuing guidance to all officers about these two new developments (shared database of stolen phones and the new legislation), with detailed instructions to officers about what advice to give victims who report stolen mobile phones.

5. Impact/cost-effectiveness and process evaluation

As yet, it is too early to undertake an **impact or cost-effectiveness evaluation** (of the project as a whole or individual components), as the Central Equipment Identity Register, the new legislation and the new crime prevention campaign will all be launched in the first week of October 2002. The project is thus at the point of successful **implementation** applying **plausible, evidence-based generic principles** of reducing reward for crime. It should be possible to gauge the effect of the initiative on robbery reduction from the weekly data on the number of street crime cases that the Home Office receives from ten police forces as part of the Government's wider street crime initiative. A number of police forces collect specific data on robberies involving mobile phones, which should prove particularly helpful in measuring the effect of the initiative. Data will also be collected on the number of prosecutions under the new legislation.

In terms of **process evaluation**, although no formal study has been conducted the project has developed in a self-aware, reflective way. Many lessons have been learned during the course of the project on partnership working and how Government, the police and the industry can work together better when there is a shared agenda, open lines of communication and regular contact and meetings.

Replication

There may be scope for fairly close replication of this project or some of its components in other European states, albeit with similar intervention principles and methods attuned to different local contexts of insertion and implementation. But as stated below, *there is also scope for value-added by establishing a preventive system at EU level*. Key elements for replication in this and other national-level projects cover intelligence, intervention, insertion and implementation and include:

- *Thorough research on both the crime problem and on the stakeholders* who may be acting as both potential preventers and inadvertent promoters of crime, and *the context of drivers, enablers and constraints* in which each operates. This enables *realistic and effective influence* to be brought to bear in mobilising stakeholders in constructive ways which actively foster understanding and cooperation rather than confrontation, whilst enabling them to pursue their legitimate businesses.
- Creation of a *wider conducive climate* – including public opinion and public expectations of manufacturers and networks – by integrated publicity campaigns.
- *Partnership* working is a vital ingredient. Government, the police and the industry can work better together when there is a shared agenda, open lines of communication and regular contact and meetings. An example of the benefits of this was the straightforward passage of the reprogramming legislation through Parliament. Before even partnership could be fully established, *fostering a counterpart organisation to draw together the industry's crime-related interests*,

and then to negotiate and collaborate with, was a vital part of Home Office action.

- Acknowledging that underlying the crime problem was not just an individual ‘hot product’ (the mobile phone handset) but a complete vulnerable *system*. In designing the preventive interventions the parts of this system needed to be considered *simultaneously as a mutually reinforcing whole*, immediate countermeasures needed *anticipation* to close loopholes of vulnerability and, to achieve this, the importance of *collective* action across all networks and operators emphasised.
- The individual preventive methods drew on a *range of principles* centring mainly on situational prevention and design against crime but acting also through *business practices, the law and law enforcement*. Intervention was at *diverse social levels*, from securing individual property to tackling niches and markets, for crime, and was implemented by *mobilisation of a range of private and public bodies and ordinary users* of mobile phones.
- The preventive system has a built-in *evolutionary capacity to gear up against crime* – keeping up with adaptive and innovative offenders and changing technology and business practices.

Scope for action at EU-level and beyond

The impact of the UK Government’s work will be greatly enhanced if EU member states were to put in place similar interventions:

- Although stolen mobile phone handsets will be barred across all UK networks, they can still be shipped abroad and used overseas.
- While reprogramming a mobile phone will be illegal within the UK, it will still be possible for re-programming to be carried out in bulk overseas and for these phones to be re-imported into the UK.
- Finally, while the UK Government can press mobile phone manufacturers to develop better security systems for the third generation of mobile devices, this will only have effect if pursued at a wider international level, given the global nature of the handset manufacturing market.

The impact of the UK interventions would be significantly enhanced if EU partners were to adopt similar interventions, and this highlights the importance of sharing good practice in this forum. Encouragingly, the UK drive on the Central Equipment Identity Register (CEIR) seems to have stimulated international interest both within and beyond EU: Australia, France, Italy, Spain, Ireland and the Philippines are all actively seeking to set up their own CEIRs in the near future.