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CULTURES OF PREVENTION

URBAN CRIME PREVENTION POLICIES IN EUROPE:

TOWARDS A COMMON CULTURE ?

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CULTURES OF PREVENTION

URBAN CRIME PREVENTION POLICIES IN EUROPE : TOWARDS A COMMON CULTURE ?

PREFACE

"Crime prevention refers to one or several actions aiming to prevent physical, moral or material damage from being committed to a person, group or to society. This damage can be the result of negligence, recklessness or a voluntary action defined by law. Prevention also contributes to reducing the magnitude, consequences and repetition of this damage when, despite everything, it persists.

The objectives of prevention include: a policy of victim support in order to both rectify the consequences of damage and to help avoid the victim becoming a victim again, preventing criminals from re-offending, and fighting against the fear of crime.[1]"

It is through practical measures implemented by elected officials that crime prevention strategies are incorporated into the everyday lives of Europe's citizens. Addressing insecurity and the feeling of insecurity is a high priority and a serious concern to all governments and citizens.

Local authorities urgently need to introduce community based crime preventive measures and appropriate policies not only in strategies, but also in practice. Despite the institutional constraints, the complexity of the local scene obliges its players to both go beyond established frameworks (which are proposed or imposed on them) and, if need be, to invent them. In reality, they use the tools placed at their disposal as much as local specificities. In this sense, all the policies carried out in cities are innovative and the expression of the ability of a territory and its players to act. The existing differences do not prevent comparing and exchanging local experiences because these concern individuals (perpetrators, victims or citizens) and places, which are often similar. In this way, it becomes possible to present and discuss different cultures of prevention by comparing crime-related problems that given territories are facing, implemented activities, competences of main stakeholders and the partnership relations they establish and maintain.

Among the complexity of local safety conditions and environments as well as a diversity of policies and approaches to crime prevention a question arises about the possibility of establishing a crime prevention model for the whole of Europe.

This is what lies at the heart of the European paradox; its permanent ambiguity. We are united by a political entity whose State representatives are its main players. We are also seeing that, apart from a few exceptions, implementing or even determining policy change within European countries is becoming more State-Community oriented. However, can the State really represent local communities at European level? From a constitutional point of view, this may be possible but at a practical level, there is bound to be a lag or, indeed, a divergence in the way a State can respond to local issues. There is, however, a lot to be gained from sharing experiences at town level, which brings hope that a common European prevention policy may yet be possible.

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1   Michel Marcus, Executive Director of the EFUS. *De la prévention de la délinquance.* September 2005

The European Commission and Parliament are constantly faced with this contradiction; on the one hand, they have to cooperate at State level while, on the other hand, having to operate at town or even local community level. The European Forum has been hampered by this contradiction from inception. The Forum could be said to represent a European Utopia without, however, having to tackle the intricate problem of how the Union actually works. The project, whose results are the object of this report, is a further step towards a united Europe. Putting people in a position to be able to exchange experiences, to compare policies, to cooperate at lower levels, is a necessary exercise which has to be promoted if a framework for an integrated prevention policy is to be sketched out. Just ten years ago, such were the obstacles that nobody would have thought that this project would be possible; everybody was singing from a different hymn sheet. Today, however, this idea seems most natural and obvious.

Can there be an effective common European prevention policy? I believe we have to drop all ideas of trying to create a uniform and homogeneous policy. The day to day life of all European citizens will continue to be influenced by their diverse cultural and political heritage. European policy makers have to bear this in mind and find new rules for cohabitation; new rules that will create strong ties between its peoples yet allow its diverse histories and cultures to influence and enrich each other. This is a debate that European law makers are having today and promoters of social and security policies will have to face up to tomorrow.

This was the ambitious task of this project in the framework of which representatives of all levels of government presented their practices and experiences collected in this report. With this publication the European Forum for Urban Safety hopes to contribute to the elaboration of common standards for crime prevention that could be shared and applied in practice by all European countries.

Although non-exhaustive, this study is meant to serve as an incentive for analysing more thoroughly the existing similarities between different cultures of prevention in local communities across Europe. It is indeed by exchanging practices and cooperation on all government levels that this challenge of developing a European crime prevention model will become a reality.

Michel MARCUS
Executive Director

INTRODUCTION 1

1. INTRODUCTION

1.1 Context and project objectives

Over the last few years security has become of greater political and social relevance than ever before. Citizens and politicians are equally concerned by the high level of crime, violence and instability in Europe's cities. Fear of crime is an overriding, everyday concern of inhabitants in most of the European countries. Ordinary citizens carry the burden of common criminality and increasingly have little confidence in the institutions responsible for investigating and prosecuting crimes.

Crime is concentrated in the cities with considerably higher rates of registered crimes per capita in cities than in the country as a whole. Safety in the cities and the perception of security, which is just as important nowadays as security itself, have become an important issue over which elections are fought. Local elected officials are very often the first ones who have to confront the demands of the inhabitants and who have become aware of the importance of the questions of safety on the occasion of elections. They are also looking for practical models for action and concrete examples of good practices.

The overarching aim of the United Nations Guidelines of the Prevention of Crime[2] "*Crime prevention offers opportunities for a humane and more cost-effective approach to the problems of crime*" seems universal for the overall of crime prevention policies in Europe. Crime prevention has been also recognised in the European Union's Hague Programme[3] as an indispensable part of the work to create an area of freedom, security and justice. The EU recognises a need to prevent and fight crime throughout the Union in order to counter the threat to citizens' freedom and legal rights.

Although there already exists a substantial number of successful projects and activities aimed at crime reduction and promoting the development of safe communities, one can still observe among others, a high rate of domestic burglary, robbery, assault as well as domestic violence, anti-social behaviour, racially motivated crime, incidents of urban violence, vandalism, drug and alcohol-related crime.

Since some of the generally accepted principal causes of crime include unemployment, low level of educational attainment, social exclusion, dilapidated physical environment or increased opportunity of crime, it is necessary to tackle crime prevention through an integrated approach including e.g. social cohesion, urban regeneration, promotion of cultural understanding and urban planning with an active participation of citizens involved in preparation and implementation of local safety strategies.

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2   United Nations. *The Guidelines for the Prevention of Crime as included in the Annex of Economic and Social Council Resolution.* . ECOSOC RES. 2002/13 adopted on 24 July 2004.

3   Council of the European Union. *The Hague programme: strengthening the freedom, security and justice in the European Union.* JAI 559. 16054/04.

Due to the fact that crime occurs at the local level, effective crime prevention policies should be taken at this level, with support from the regional and national governments. Over the last years, a majority of EU Member States has developed crime prevention policies, with varying degrees of success in their implementation. Determining factors standing behind successful policies are usually a political commitment at the highest level, making available adequate resources for prevention, providing guidance to local and regional governments and a close cooperation between public authorities, society and the private sector[4].

Even though a certain number of European states and cities have developed policies which objectives are similar with regard to crime problems they are supposed to respond to, it is necessary to confront different approaches applied in Europe's countries from the point of view of cultural differences. Improved knowledge of administrative, political and cultural contexts in Europe's countries on national, regional and local levels of administration will make it possible to compare crime problems and practices and distinguish between practices which are possible and impossible to transfer between specific crime prevention cultures.

This report presents and compares crime prevention policies and practices in eight European countries with a special focus on the role and involvement of the local, regional and national levels.

In greater detail, the main objectives of the Secucities Cultures of Prevention project : *urban crime prevention policies in Europe*, towards a common culture ? are the following:

1. Creation of the typology of different approaches applied in Europe on local, regional and national levels;
2. Development of the conditions and recommendations for the transfer of policies and practices in the area of crime prevention taking into account the cultural differences;
3. Improvement of the competences of crime prevention officials and professionals;
4. Determination, if possible, of a European model of crime prevention.

The above objectives have been tackled via, on the one hand, juxtaposition of various approaches to crime prevention, and, on the other hand, via determination of cultural differences as regards causality and responsibilities in the field of crime prevention. This implies thorough understanding and improved knowledge of issues, policies and practices in the field of crime prevention in the EU including the following sub-themes:

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4   Commission of the European Communities. *Communication from the Commission to the Council and the European Parliament. Crime Prevention* in the EU. COM (2004) 165 final.

1. Different actors in the field of crime prevention;

2. The influence of specific environmental and cultural conditions on the practices applied;

3. Different cultures of participation and involvement in the crime prevention polices.

1.2 Project methodology

Secucities Cultures of Prevention project coordinated by the European Forum for Urban Safety brought together seven European cities, one region, three institutions representing the national level, as well as two experts. For the period of 15 months all partners participated in the establishment of an inventory of different approaches to crime prevention policies and practices trying to develop a typology of methodology, content and orientation of these policies and practices. At the end of the project, a set of universal recommendations was drawn up, aimed at helping the cities to conceive and realise crime prevention polices while respecting their cultural and environmental differences. Unfortunately, it proved too ambitious to determine a genuine European model of crime prevention within this project work. However, proposed recommendations, if shared and approved by partners from other European countries, may serve as a solid basis for the establishment of common crime prevention standards for all of Europe.

1.2.1 Project partners

The group of partners consisted primarily of cities with regard to the pertinence and the significant role of the local level in reducing and preventing crime. Even though effective polices can best be taken at the local level, the regional and national level institutions were also involved in the project in order to analyse how co-operation activities can be organised to avoid duplication of efforts and use available resources more efficiently.

In total, the following partners were involved in the project work:

- the city of Roubaix (France), the city of Matosinhos (Portugal), the city of Zaragoza (Spain), the city of Liverpool (United Kingdom), the city of Fidenza (Italy), the city of Mons (Belgium), asbl Bravvo, an institution created by the city of Brussels (Belgium);
- the region of Tuscany (Italy),
- Interdepartmental Delegation for the City (DIV, France), National Crime Prevention Centre (Hungary), German Congress for Crime Prevention.

By bringing together the countries from all over Europe, including Hungary, a new European Union Member State, the project has ensured a relatively balanced representation of European countries, which helped to achieve results crossing national boundaries.

Participation of individual partners in the project was determined by their involvement in the development of crime prevention policies, as well as vivid interest to improve their strategies and the eagerness to compare existing examples of promising practices on how the crime can be reduced and prevented.

There are noticeable differences among the partners that participated in the project, not only with regard to the level of government they represent, but also with regard to their social and economic development.

The city of **Roubaix**, with a population of almost 100 000 inhabitants, is an example of the city that has undergone a difficult, but necessary process of restructuring after the collapse of the textile industry, which constituted the base for its local development. It is also characterised by its cultural diversity as it has 104 different communities of which one-third are of foreign origin, in particular North African (maghrébin). Unison is the key to success for this city, at the heart of schemes needed for social progress, equal opportunities, tranquillity and public peace.

With almost 450,000 inhabitants, and more than 1,000,000 in the agglomeration, **Liverpool** is a city with a significant industry sector. However, according to the Indices of Deprivation 2004, Liverpool is ranked as the most deprived local authority in the country with anti-social behaviour as the main citizens' concern followed by violent crime and drug misuse.

The Belgian partners, the city of **Mons** and the city of **Brussels**[5] (represented by asbl Bravvo), with populations of 91,000 and 142,000 inhabitants respectively, are characterised by a high level of foreign population (28.9% for Brussels and 15% for Mons) and complex security problems, but not of extreme urgency.

Matosinhos (167,000 inhabitants) and **Zaragoza** (650,000 inhabitants) are the cities with a much lower level of criminality in comparison with the overall rate for the country. Their priorities in the field of urban safety include, among others: providing support to the victims of domestic crime, more visibility of police work, drug prevention and integration of immigrants.

The town of **Fidenza** with less than 25,000 inhabitants, located in the province of Parma, is an example of an economically privileged area where the crime-related problems are not perceived as urgency, but rather as a possibility to implement a policy of prevention and maintaining a high quality of life. Even though its crime rate (2.5‰) is extremely low in relation to the national average, the city of Fidenza has focussed its work on developing security policy and the exchange of practices with other European countries.

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5   The Brussels-Capital Region has 1,006,749 inhabitants. The Metropolitan area has about 1,975,000 inhabitants.

The regional level represented by **Tuscany** distinguishes itself by an innovative, subsidiary urban security policy and promoting integrated, rather than exclusively repressive policies. The main priority of the region concerns the promotion of safety policies to tackle social and cultural conflicts as well as helping the victims of crime and socially excluded persons.

Finally, the involvement of **Interdepartmental Delegation for the City (DIV), German Congress for Crime Prevention and National Crime Prevention Centre** helped to understand the national context of France, Germany and Hungary and the correlations between different levels of governments and partnership structures with varying degrees of responsibility in crime prevention.

DIV is a mission administration under the authority of the minister in charge of the city of France. In the sphere of crime prevention, DIV plays a central role owing to the interdepartmental and inter-partnership nature of this policy. It plays a leadership role for organisms and teams that intervene, in particular in crime prevention and drug addictions, and ensures a capitalisation and diffusion of innovative experiments in this area. It stimulates research and works relative to the evolution in crime, as well as in the crime prevention professions (for example, social mediation). It also represents France within the European Crime Prevention Network.

German Congress for Crime Prevention is an annually organised congress carrying out its activities on behalf of the German Foundation for Crime Prevention and Offender Support. The aim of the German Congress is to present and strengthen crime prevention within a broad societal framework. Thus it contributes to crime reduction, as well as to the prevention and the decrease of becoming a victim and fear of crime. It presents and exchanges current and basic questions of crime prevention and its effectiveness, develops and disseminates recommendations for the practice, politics, administration and research. It functions as a forum for the practice and fosters exchange of experiences.

The National Crime Prevention Centre from Hungary was established within the Ministry of Interior for the coordination of crime prevention activities of all law enforcement agencies and governments on national and international level. The centre is supervising the local and regional law enforcement crime prevention units and acts as one of the national liaisons with the EU. This organisation stopped its activities due to the reorganisation of the public administration. The same tasks are going to be accomplished by a crime prevention unit to be set up within the Ministry of Justice and Law Enforcement.

Two experts who accompanied partners throughout the project were **Nigel Whiskin** and **Erich Marks**. Nigel Whiskin MBE is the associate director of Crime Concern – Restorative Solutions and the associate director of Reliance Secure Task Management. A former assistant director of NACRO, Nigel helped to set up the

first Victims Support Scheme in the UK. He also developed 18,000 employment places for offenders, youth inclusion and neighbourhood safety programmes. Erich Marks is an executive director of the German Congress for Crime Prevention (project partner) and of the Lower Saxony Crime Prevention Council. Up to 2002 he acted as the founding director of the foundation *German Forum for Crime Prevention.* Currently he is focusing on crime prevention management, training and updating skills, crime prevention strategies and policy.

1.2.2 The approach followed and plan of the report

Within the project work three working seminars were organised (Liverpool: 15-16 September 2005; Budapest: 3-4 November 2005; Brussels: 4 May 2006) bringing together local elected officials, technicians and two European experts who shared their expertise with the project participants, provided impetus for debates and contributed to the preparation of this report.

The three seminars were followed by a final conference (Brussels: 5 May 2006) summarising the project results, which was open to the public and led to the exchange of opinions with other European representatives, not familiarised with the project work since its beginnings.

The examples of activities presented by the city of Warsaw (Poland) and the region of Veneto (Italy) allowed for the confrontation of the recommendations developed by original project partners and were, consequently, included in this report to widen the European coverage and enrich the project findings.

Prior to the first meeting, a detailed questionnaire was sent to each partner with the aim of collecting demographic, social, economic and administrative data of each city/ region/ country participating in the project along with more specific information concerning rates of criminality, analysis of the feeling of insecurity, urban safety priorities, evaluation and partnerships. The data collected and subsequently completed during all meetings are widely presented in the second part of this report which focuses on presentation of different cultures of prevention in Europe. The first seminar in Liverpool inspired a debate on differences and similarities with regard to four main sub-themes: crime-related problems, implemented activities, local competences, as well as existing and potential partnerships in crime prevention work. The results of the debate have been illustrated in the third part of this document. While the Liverpool seminar mainly concentrated on general aspects of crime prevention problems and implemented policies, the next seminar of Budapest was the occasion for the participants to answer more specific questions with the aim of creating the foundations for recommendations on how to prevent crime in Europe following a common methodology.

The findings of the Budapest and Brussels seminars, as well as of the dissemination conference, which led to the finalisation of expected recommendations, are included in part four of this report. Part 5 presents a concise summary of the recommendations, serving as a brief overview of project results while Part 6 covers the conclusions and most important principles shared by the project partners as regards creation of a common culture of crime prevention in Europe.

CRIME PREVENTION IN EUROPE

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2. CRIME PREVENTION IN EUROPE

2.1 General concepts and main objectives of crime prevention policies in Europe

This part of the report will cover a brief overview of crime prevention policy at a European level. Key pieces of legislation along with definitions and concepts are presented, as well as the central role of cities and local authorities in crime prevention policies.

2.1.1 The emergence of a European crime prevention policy

The European Urban Charter[6], proclaimed in 1992 and which brings together a series of principles on proper urban management, is a precursory document. Indeed, it constitutes a major effort in the elaboration of a body of action principles concerning crime prevention meant to transcend national policies by basing itself on the pertinence of this policy at the city level.

> **European Urban Charter (Excerpts)**
> **Theme 6. Urban Safety and crime prevention**
> **PRINCIPLES**
> 1. A coherent Safety and crime prevention policy must be based on prevention, law enforcement and mutual support.
> 2. A local Safety policy must be based on up-to-date comprehensive statistics and information.
> 3. Crime prevention involves every member of the community.
> 4. An effective urban Safety policy depends on close co-operation between the police and the local community.
> 5. A local anti-drug policy must be defined and applied.
> 6. Programmes for preventing relapse and developing alternatives to incarceration are essential.
> 7. Support for victims is a key component of any local urban Safety policy

Concerning the European Union, the development of a crime prevention model came later. While the Stockholm Conference (1996) examined the link between crime prevention and social exclusion, it was the Amsterdam Treaty (1997) that marked an important step in the area of crime prevention at the European Union level. Indeed, in its Article 29 it mentions crime prevention amongst the policies of the European Union working towards an area of freedom, security and justice.

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6   Congress of Local and Regional Authorities of Europe (CLRAE). European Council. *European Urban Charter* 1992.

> **Treaty of Amsterdam (Excerpts)**
>
> **Article 29**
>
> Without prejudice to the powers of the European Community, the Union's objective shall be to provide citizens with a high level of protection within an area of freedom, security and justice, by developing common action among the Member States in the fields of police and judicial co-operation in criminal matters and by preventing and combating racism and xenophobia.
>
> That objective shall be achieved by preventing and combating crime, organised or otherwise, in particular terrorism, trafficking in persons and offences against children, illicit drug trafficking and illicit arms trafficking, corruption and fraud [...].Subsequently, the European Council of Tampere (1999) stressed the importance of this objective in its conclusions, calling for the integration of crime prevention in the strategies for combating crime and setting study priorities.

Subsequently, the European Council of Tampere (1999) stressed the importance of this objective in its conclusions, calling for the integration of crime prevention in the strategies for combating crime and setting study priorities.

> **European Council of Tampere (Excerpts)**
>
> **VIII. Preventing crime at the level of the Union**
>
> 41. The European Council calls for the integration of crime prevention aspects into actions against crime as well as for the further development of national crime prevention programmes. Common priorities should be developed and identified in crime prevention, in the external and internal policy of the Union, and be taken into account when preparing new legislation.
>
> 42. The exchange of best practices should be developed, the project of competent national authorities for crime prevention and co-operation between national crime prevention organisations should be strengthened, and the possibility of a Community-funded programme should be explored for these purposes. The first priorities for this co-operation could be juvenile, urban and drug-related crime.

In 2001, the Council of the European Union set up a **European Union Crime Prevention Network**, grouping institutional representatives (from the ministries of Justice and/or the Interior), researchers as well as representative associations of each of the Union's member countries. The importance was focused on the identification of crime types, good practices inventory, methodology development for further crime prevention project facilitation, monitoring and evaluation of national policies and the adjustment to statistical procedures in order to make them comparable on the international level.

In the Council Decision, all bodies and levels involved in the prevention of crime are discussed, and it is explicitly stated that local authorities are also involved as an important authority.

"Society as a whole must be involved in the development of a **partnership between national, local and regional pubic authorities, non-governmental organizations, the private sector and citizens.** The causes of crime are multiple and must therefore be dealt with by measures at different levels, by different groups in society, in partnership with the players involved who have different powers and experience, including civil society. The network shall contribute to developing the various aspects of crime prevention at Union level and shall support crime prevention activities at local and national level."

The launching, the same year, of a budgetary line by the Justice and Home Affairs directorate of the European Commission aimed at supporting initiatives in the specific area of crime prevention, constitutes another strongpoint in the orientations that have been taken.

In its 2004 Communication from the Commission to the Council and the European Parliament[7], the Commission proposes to use the definition of crime prevention presented in the Council Decision of May 2001 establishing the European Union Crime Prevention Network (EUCPN).

According to that definition, "... crime prevention shall cover all measures that are intended to reduce or otherwise contribute to reducing crime and citizens' feeling of insecurity, both quantitatively and qualitatively, either through directly deterring criminal activities or through policies and interventions designed to reduce the potential for crime and the causes of crime. It includes work by government, competent authorities, criminal justice agencies, **local authorities**, specialist associations, the private and voluntary sectors, researchers and the public, supported by the media".

In November 2004, the European Council adopted **the Hague Programme**, which set the objectives to be implemented in the area of freedom, security and justice in the period 2005-2010.

The Commission presented in May 2005 an action plan with a set of detailed measures and a calendar to implement the programme adopted in The Hague, which was approved and serves as a frame of reference for Commission and Council work over the next five years.

7   Commission of the European Communities. Communication from the Commission to the Council and the European Parliament. *Crime prevention in the European Union*. COM (2004) 164 final. Brussels, 12.3.2004

This Action Plan identifies 10 key areas for priority action :

1. Fundamental Rights and citizenship
2. The fight against terrorism
3. Migration management
4. Internal borders, external borders and visas
5. A common asylum area
6. Integration ; the positive impact of migration on our society and economy
7. Privacy and security in sharing information
8. The fight against organised crime
9. Civil and criminal justice
10. Freedom, security and Justice: sharing responsibility and solidarity

To establish a connection between the Hague Programme and adequate financial resources, the Commission proposed three *Framework Programmes*, coinciding with the new Financial Perspectives (2007-2013).

These are:

- Solidarity and Management of Migration flows;
- Security and Safeguarding Liberties;
- Fundamental rights and Justice.

In conclusion, objectives and priorities in the field of crime prevention should be according to the European Union:

- Reducing the opportunities that facilitate crime;
- Attenuating the factors that facilitate entering into crime as well as relapse;
- Avoiding victimisation;
- Reducing the feeling of insecurity;
- Promoting a culture of legality;
- Preventing the infiltration of economic structures by criminal elements.

Priority areas emerging from the Tampere council (1999, quoted above) have remained pertinent today, as they define the scope of the European Union Crime Prevention Network's mandate.

They are:

1. Juvenile delinquency

- the risk factors: alcohol, drugs, limited economic and social resources;
- the impact of programmes aimed at behaviour modification;
- judicial and reparative practices;
- the partnership between the police and social services for preventing juvenile delinquency.

2. Urban crime

Here, the Commission mentions 'the events that affect life at the local level', more particularly: burglaries, criminal acts against automobiles and persons as well as graffiti and vandalism. Priority measures will concern social mediation (resolution of conflicts), the reduction of crime through urban renewal and architecture plans.

3. Drug-related crime

- Law-enforcement and prevention measures;
- Prevention through health and social policies

Based on the assessment of crime prevention policies undertaken in the Member States European institutions encourage :

- The development of an interdisciplinary approach;
- The articulation of safety and accompaniment policies (social and educational policies, etc.);
- The development of the partnership between prevention players with the motive that prevention is effective only if based on all components of society (notion of co-production);
- The development of approaches that favour proximity to citizens (plans of community policing and justice).

2.1.2 The recognition of the role of local authorities

In addition to the cross-disciplinary nature of all the policies that have been stimulated, the interest being accorded to the local level by national and European policies must be stressed.

The pertinence of the local level in dealing with crime appears as of the early 1990s in the work of European and even international institutions. The above-mentioned European Urban Charter (European Council, 1992), emphasised the necessity of setting up, at the local level, joint instances of dealing with crime. Similarly, the Salish Report 'Report on Petty Crime in Urban Agglomerations and its Links with Organised Crime' (European Parliament, 1993) insisted on the necessity of dealing with crime locally. The Petrozavodsk Conference (Congress of Local and Regional Authorities of Europe, 1999) also acknowledged the contribution of local authorities in cross-border co-operation on the themes of prevention, crime and urban safety. Finally, the Nairobi International Forum on Urban Poverty (U.N., 1999) integrated the necessity of crime prevention in the running of cities, in order to promote social integration.

The principle that the European Commission supports is that **crime prevention is a matter that must be firstly addressed at the local level**. The principle of subsidiarity has to be applied. Yet, there are sufficient common areas

between national criminal issues to draw up a common approach to the problem. Cooperation at EU level can provide an important facilitating and supporting role, without, however, substituting national policies of the Member States.

Since its creation in 1987, the **European Forum for Urban Safety**, a non-governmental organisation bringing together nearly three hundred European local authorities, has supported the key-player role of local authorities working in the field of safety. The *Safety and Democracy* Manifesto[8] constituted an important step in the recognition of the pertinence of dealing with crime locally for the cities, which enacted principles of joint action regarding crime prevention. To help local elected officials build inclusive and comprehensive policies, the EFUS favours transfer of expertise and exchange of experiences according to the model of "cities helping cities".

2.1.3 Different approaches to crime prevention

Crime prevention approaches have developed out of different traditions. North American criminologists, for example, have drawn from public health models of disease prevention to create their own crime prevention typology. As a result, the following typology has been developed :

- Primary crime prevention - universal approaches that aim to prevent crime before it occurs;
- Secondary prevention – approaches that focus on those people who are at the highest risks of victimisation and perpetration of violence;
- Tertiary prevention – approaches that focus on people who have already been victimised or violent.

In addition to the typology presented above, cities can distinguish other approaches, which are not exclusive, but complementary to one another. These include:

- Situational crime prevention: reduction of crime through the management, design and augmentation of the physical environment. The installation of surveillance cameras in public spaces, controlling access to buildings, car steering locks are some of the examples of situational measures.
- Social crime prevention: supporting individuals and communities through social, economic, health, educational measures. The aim is to strengthen community bonds, increase levels of informal social control and thus deter actual or potential offenders.
- Prevention of recidivism: supporting the reintegration of offenders.

Some of the practices presented throughout this report have privileged a

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8   European Forum for Urban Safety. *Manifesto of the 'Safety & Democracy' cities*. Naples, December 2000.

particular approach, by e.g. targeting a specific area or a specific group of the population considered at-risk of being victims or perpetrators. Community is highlighted as important for the success of crime prevention with the issues of equality and social inclusion manifested in the wider social context.

2.2 Crime prevention policies in the countries represented in the project

In the implementation of a crime prevention policy, it is not only the rate or the types of crime which are the only factors determining the choice of priorities for action. Eleven project partners come from eight different countries where frameworks for action differ to a lesser or greater degree. It is therefore necessary to present the correlations between national, intermediate and local level in the area of crime prevention in each of the Member States represented in order to understand the main differences and similarities and identify the potential for the transferability of implemented programmes and activities.

2.2.1 Crime prevention policies in France

In France, a preoccupation for prevention and a discussion on a 'feeling of insecurity' began with the Peyrefitte Report (1977). A few years later (in 1982), a *Mayors' Commission on Security*, chaired by G. Bonnemaison, turned in the report entitled *Face à la délinquance: prévention, répression, solidarité*[9]. The report recommended a prevention policy that was to be applied, first and foremost before violence and crime, to the initial causes of criminality. With the Bonnemaison Report, a new era dawned, wherein public policies in the face of criminality sought to strike a fair balance between repression and prevention.

The State remains a central player in the sphere of security and prevention. In keeping with the principle of security co-production inscribed in the law in 1995, several ministries are competent as regards the fight against insecurity: the Ministries of the Interior, Defence, Employment, the City, Justice and Education…

For a long time, prevention policy has remained within the competence of a more overall policy, the City Policy, coordinated by a specially-dedicated body created in 1988, the DIV (partner of the project), endowed with a prevention unit and now placed under the authority of the Ministry for Social Cohesion in charge of the city.

At the *département*, or intermediate, level, a reform that started in July 2002 established *Departmental Security Conferences* and modified the *Departmental Prevention Councils*, which propose and encourage prevention initiatives and aide to victims.

For the local level, the decree of 28 October 1997, created new instruments for ensuring the relation of the State with the municipalities: the *Local Security*

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9   G. Bonnemaison, Mayors' Commission on Security. Face à la délinquance: prévention, répression, solidarité, Report to the Prime Minister (La Documentation française).

Contract (CLS). This was a contractual arrangement established by the mayor and representatives of the State (the Prefect) and Justice (Public Prosecutor) and eventually extended to other partners. These contracts, whose methodology was specified in a practical guide intended for local players[10], is based on a preliminary analysis of crime and the feeling of insecurity. They define a concerted plan of prevention and security actions to be carried out on a territory. They are distinguishable from British and Belgian partnerships owing to less-strict supervision on the part of the *supralocal* authorities, especially due to their not allocating financing to the cities as directly.

In accordance with the terms of the decree of 17 July 2002 the *Local Security and Crime Prevention Councils* (CLSPD) were set up (716 by the end of 2004). Their creation participates in the desire to simplify and coordinate arrangements in the sense of a security co-production and reinforce the involvement of mayors. They also allow for simplifying and making more effective the monitoring and steering structures of the CLS. The CLSPD thus becomes the sole place for elaboration, implementation, monitoring and evaluation of the CLS, replacing, if need be, the steering and monitoring committee of the CLS. The main priorities for action defined by CLSPD are: prevention of juvenile delinquency, prevention of addictions, proximity justice, assistance to victims and road safety. Thinking is now underway concerning the launching of a new generation of local security contracts with more targeted and assessable objectives.

Since 1992, numerous local governments have united within the French Forum for Urban Security, an association that gives prominence to the exchange of experiences between towns as regards crime prevention.

2.2.2 Crime prevention policies in Belgium

In 1985, the government gave the starting point for the development of a national crime prevention policy—primarily situational—which led to the setting-up of a *National Crime Prevention Council* at the national level, and *Crime Prevention Commissions* at the provincial level. In 1988, the government set up a crime prevention policy of greater social and local content. This programme provided for, in particular, the establishment of systematic meetings at the provincial and local level between the burgomasters, Public Minister and the three police services (pentagonal dialogue), and the local development of crime prevention[11].

Belgium's *Permanent Secretariat for Prevention Policy* was created in 1992 and lead to the development of safety contracts which aimed to ensure integrated crime prevention delivery at the local level by co-ordinating prevention efforts of the State with those of regions and communities.

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10 *Practical guide for the Local Security Contracts*. La Documentation française, 1998.

11 European Forum for Urban Security. *Secucities Prevention Europe – étude comparée de politiques de prévention de la criminalité de sept villes européennes*. Paris. 2002.

They were concluded in September 1992 with the country's five large cities[12] and seven Brussels municipalities[13].

Local Safety and Prevention Contracts are signed by the State, as represented by the Ministry of the Interior, and the city or town. They are granted to communities based on three objective criteria: the urban population (greater than 60,000 inhabitants), the crime rate relative to a specific group of offences and the community's socio-economic situation. In terms of content, contracts highlight: the creation of an efficient co-ordinating structure for managing projects and giving them the necessary methodological support, the response to specific crime and delinquency phenomena, situational prevention and responses to feelings of insecurity and an emphasis on drug-related problems. The stated objective of these contracts is to help municipalities fight against insecurity. They foresee hiring of prevention and security assistants and situational prevention counsellors to tackle vandalism and prevent residential burglary, theft of and from vehicles, and insecurity on and around public transportation. They also concentrate on improving youth employment and facilitating professional career transitions and entrance into the job market in attempt to assist the long-term unemployed to again find work.

The local contracts do not only seek to go beyond incompletely skimming the surface of public security problems, but also to effectively encourage local actors to recognise the role that they can play and to share responsibility for the collective efforts of improving community safety.

Since the police reform in 1998[14], 196 local police forces take care of the police functions on the municipal territory in so-called 'uni-community' areas, where the Burgomaster exercises his authority over the local police force, and in so-called "pluri-community" areas where the running and organisation of the local force is entrusted to a police college made up of the Burgomasters from the area concerned[15].

2.2.3 Crime prevention policies in the United Kingdom

Five Towns Initiative of 1985 marked the beginning of a crime prevention policy in the UK, under the impetus of the government of Margaret Thatcher. It was followed, two years later, by the *Safer Cities* programme, which consisted of financing crime prevention activities at the local level. It was primarily a question of developing a cross-disciplinary approach in the fight against crime on the part of administrations, of making populations aware of their responsibilities and promoting the involvement of the private sector in prevention (given concrete

12 Antwerp, Brussels, Charleroi, Ghent and Liège.

13 Anderlecht, Forest, Ixelles, Molenbeek, Saint-Gilles, Saint-Josse and Schaerbeek.

14 Law of 07/12/98 according to which the police was divided into two levels: the local police and the federal police, which are autonomous and depend on distinct authorities.

15 In this case, every Burgomaster remains responsible for security, law and order and public health on the territory of his municipality.

expression the same year by the setting up of the *Crime Concern* organisation) without giving more powers to the local government.

The *Morgan Report* of 1991 introduced the concept of 'community safety' and emphasised that crime reduction should be 'holistic' covering both situational and social approaches. It noted that crime reduction was a peripheral issue for major agencies and a core activity of none of them and advocated the development of multi-agency crime prevention co-ordinated by local authorities. Six elements were identified, crucial to multi-agency crime reduction work: structure, leadership, information, identity, durability and resources.

At the regional level, nine crime reduction units for England and one for Wales are in charge of handling crime prevention by organising partnerships and co-ordinating the regional players in order to apply the major national orientations.

At the local level, the authorities in England and Wales are responsible for many key local services with a significant impact on community safety, including education, fire and rescue, housing, social services and others. Section 17 of the Crime and Disorder Act (CDA, 1998) placed a statutory duty on local authorities, police authorities and fire and rescue authorities to take account of the need to prevent crime and disorder when exercising all of their functions. With this Act, 376 local partnerships corresponding to districts were set up (*Crime and Disorder Reduction Partnerships (CDRPs) or Community Safety Partnerships in Wales)*. A new legal obligation imposed on the local authorities concerned the development, co-ordination and promotion of a 'local neighbourhood security partnership'. An assessment of the actions undertaken allows for stressing that these local partnerships reflect more the orientations defined at the national level (fight against domestic violence, burglaries and drug-related crime) than at the local level, notably because the financing came in large part from the national level, which thereby maintained control over the priorities. In fact, one could say the national government acts as a financing, programming as well as managing institution. In total, around 70% of the financing of local security polices is provided from the State.

2.2.4 Crime prevention policies in Italy

Security is a traditional attribute of the State. The Ministry of the Interior is responsible for security on the national territory and relies on two corps with general competences: the State police and the *carabinieri*, as well as on more specialised forces like the financial guard. This centralised conception of security was the object of a reaffirmation by law No.121 of April 1981 reforming the status of the State police. Indeed, it states that the prefect is the provincial authority for law and order, assisted in this task by the quaestor, who exercises an operational authority over all the forces of law (police, *carabinieri*, financial guard).

Concerning crime prevention, several national plans have been set up, dealing, in particular, with the fight against the sexual exploitation of children (programme launched in 1998 against child prostitution, pornography and sexual tourism), aid to crime victims (this programme, launched in 1999, targets the victims of terrorism and organised crime, especially the Mafia) and the fight against juvenile delinquency (1991).

Law No.121 of April 1981 reformed the status of the State police and put forth that the prefect is the provincial law-and-order authority. This same law also sets up provincial law-and-order committees on which sit, under the authority of the Prefect, the State services in charge of these issues, with the exception of the judicial services. It took the election of mayor by direct universal suffrage in 1991 for local officials to demand the exercise of effective power in crime prevention policies at the local level.

The security protocols signed between the Prefectures and municipalities, henceforth concerning some sixty cities, the first of which was signed in Modena in February1998, are the result of this reorganisation of competences and responsibilities in favour of local officials. Although they do not arrange for a transfer of powers, they allow for the coordination of distinct competences between the mayors and prefects. This evolution received legislative recognition through the law of 27 July 1999 opening up the provincial security committee to the mayor of the province's county town and the elected provincial president.

2.2.5 Crime prevention policies in Spain

Concerning crime prevention, Spain has gone from a repressive model to an approach relying more on prevention and cooperation with the local authorities and communities. The State structure imposes a close collaboration between the levels of government. Most activities and resources are concentrated in the autonomous communities.

At the national level, the police run the urban areas, and the Guardia Civil deals with the rural areas, harbours, borders and road traffic, applying the national crime prevention programmes and directives. A national prevention programme targets the major cities (*Plan de las Grandes Ciudades*), aiming at increasing the visibility and presence of uniformed officers and reducing intervention times. The *Contactos, communicación y atención al ciudadano* programme aims at improving the contact with the population (obtaining information from the populations, communication of information to the public through the media, and improving victim aid). Several programmes for reducing situations favourable to crime (tourist areas, vehicle protection, home surveillance, video cameras round cash dispensers and car parks, etc.) are underway.

In the autonomous communities, work focuses on dissuasion, the reduction of situations propitious to crime and social prevention with groups at risk. The autonomous communities are authorised to establish their own police forces. Within the *Juntas de seguridad*, the actions of those forces and State security corps and the police of the autonomous community are coordinated. They meet regularly to implement specific programmes and launch thematic or local studies. Regionally, numerous action programmes targeting precise types of offences (drugs, juvenile delinquency) and the conciliation and information of citizens are carried out, especially in Catalonia. In particular, the prevention dynamic at the regional level goes through integration programmes in collaboration with the social services, aid to individuals or groups with difficulties (school, linguistic, economic, familial...), and prevention of juvenile delinquency by targeting children and adolescents at risk.

In 2002, an agreement in the framework of collaboration with the Ministry of the Interior for the coordination of local citizen security and civil protection policies were implemented. It aims at improving the instruments of inter-police cooperation, support for the development of local competences emergency services, training, representing municipal interests in order to boost the development of *Juntas local de seguridad* that exist in the municipalities that have a local police force. They are supposed to coordinate collaboration between the law forces present in the municipality's territory. The municipalities of more than 5,000 inhabitants can establish local police forces whose functions are limited: security of local installations, traffic control in the municipality's territory, administrative police, and collaboration with the State security forces in maintaining law and order. In the judicial police functions, the local police 'collaborate' with the State security forces.

2.2.6 Crime prevention policies in Portugal

In Portugal the prevention of criminality is based on three special programs of the Forces of Security that carry out activities in partnership with other organisations towards the most underprivileged groups:

- prevention of the juvenile delinquency (program *Escolhas*) : young people aged more than 12 years and coming from 55 sensitive districts from Lisbon, Oporto and Setùbal receive a particular follow-up as regards social integration;
- support for the victims of crimes (program *INOVAR*). This program primarily aims at reinforcing the police force of proximity;
- protection of the older people (program *Apoio 65-Idosos in Segurança*) by promotional campaigns and reinforcement of the patrols.

In Portugal there is no national council of crime prevention or equivalent structure. Prevention is being carried out particularly at the local level where plans of municipal prevention are adopted by an increasing number of communes.

The local level is privileged in comparison with the regional level in terms of crime prevention. At the local level, the cities of Lisbon and Porto are provided with the most significant measures: as regards criminality, 85% is concentrated in these two cities.

The municipalities which have developed the plans of crime prevention apply common principles: crime prevention with a social development perspective (fight against unemployment, strategy of social integration, fight against school drop-out) and involvement of citizens (implementation of the forums of citizens' participation and consultation).

At the district level coordinating cabinets of Safety operate. They are presided by the Civil Governor and integrate the responsible persons for the forces and services of safety.

These cabinets exercise functions of rendering advice in matters related to e.g. the outlines of cooperation of the forces and services of safety, improvement of its device and plans of performance.

2.2.7 Crime prevention policies in Germany

As a result of the federal structure of the Federal Republic of Germany, the responsibilities and activities within the field of crime prevention are concentrated at the level of 16 *Länder* and, in particular, at the level of local authorities. This has not promoted a unified approach towards crime prevention practices and policies. However, there are also important responsibilities exercised at a federal level.

Since 1997 applied crime prevention, now taking on many forms in Germany, has been documented by a wide range of authorities and organisations. With the setting up of the German Forum for Crime Prevention (*Deutsches Forum für Kriminalprävention* – DFK), the Federal Government and the Länder have set a clear sign to make people aware of a notion of targeted crime prevention.

Moreover, since 1995, *the Deutscher Präventionstag (the German Congress on Crime Prevention)*, which takes place annually, ensures an exchange between prevention players, and there are now nearly 2,000 local crime prevention councils or related organisations[16] (*Kommunale Präventionsgremien*).

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16 The Federal Criminal Police Office (*Bundeskriminalamt*) makes an inventory of a large number of local crime prevention practices: http://www.bka.de

Main bodies in the field of crime prevention include:

- Crime Prevention Councils in 8 Länder (Hessen, Brandenburg, Rheinland-Pfalz, Sachsen-Anhalt, Nordrhein-Westfalen, Mecklenburg-Vorpommern, Niedersachsen and Schleswig-Holstein), which bring together, in particular, representatives from the Ministries of Education, Social Affairs and Justice.

- Standing conferences of ministers that deal with crime prevention e.g. the Standing Conference of Justice Ministers working on issues of justice policy relating to prevention, the Standing Conference of Ministers of Interior dealing with issues of police prevention, etc.

- The Central Criminology Agency in Wiesbaden[17], a scientific institute, which works as a mediator between criminological research on the one hand and practical work in the criminal justice system on the other hand.

- Coordinating Group of the Federation and Länder for the Prevention of Drug Addiction, a committee for which the Federal Ministry of Health has overall responsibility within the Federal Government. It mainly coordinates projects to prevent drug addiction.

- Interministerial Working Group of the Federal Government (IMA), which gathers all the federal ministers for which crime prevention is a concern. It is in charge of drawing up crime prevention strategies bringing together various areas of responsibility.

According to the German's Basic Law the police fall within the purview of the 16 Länder. Relevant Land legislators and Land governments decide how the corresponding preventive measures are structured. The police in Germany's Länder are an entirely state-run set-up while the districts and municipalities are responsible for tasks in the sphere of public order. Preventive measures at local level are linked with citizens' participation (municipal crime prevention). It is for each Land to decide how to structure its community policing work. In some Länder principles are laid down centrally, whereas in other Länder implementation is left to local police and local mayors.

Local actors differ from Land to Land. Local state and municipal agencies act on their own responsibility. Although it is the police that are the driving force in many cases the mayors have organised working tables bringing together actors in positions of responsibility, very often these being private institutions and individual citizens. In fact, police law in individual Länder continues to provide for a separation of law and order-related functions.

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17 www.krimZ.de

2.2.8 Crime prevention policies in Hungary

Hungary is giving high priority to crime prevention, especially - in line with EU priorities - to the prevention of organized crime with focus on cross-border crimes involving Central and Eastern European countries on known smuggling routes in the region. In accordance with this aim, a comprehensive review of the state of affairs in crime prevention started in 2000. Based on the conclusions drawn from this process, the Hungarian Ministry of Justice drafted a proposal on a new Crime Prevention Strategy including local community and law enforcement related crime prevention issues. At the same time a Bill on the international cooperation of law enforcement agencies has been elaborated, which was adopted by the Parliament in 2002.

In 2003, the National Strategy of Social Prevention of Crime was adopted with four priorities: prevention of criminality of children and young offenders, developing urban security, prevention of domestic violence, prevention of victimisation, assistance to victims, compensation, and prevention of repeated crimes[18].

The document outlining the strategy specifically makes the important point that criminal justice should not be seen as subordinated to social crime prevention. Social crime prevention is supplementary to the administration of criminal justice. The crime reduction impact of criminal justice can be greatly reinforced if adequate crime prevention mechanisms are in place. Even though, crime prevention cannot replace criminal justice.

The first stage in establishing the crime prevention body was the establishment of the National Crime Prevention Council by the Government in 1995. It was the body in charge of providing views and suggestions to assist the Government in its efforts to reduce crime. The key role of the Council was the establishment of the National Crime Prevention Programme.

The government decree of 2003 gave the responsibility of determining the managerial and administrative tasks of the National Crime Prevention Committee, an organization for inter- ministerial coordination, replacing the former NCP Council. Its secretariat is provided by Ministry of Justice. The National Crime Prevention Centre established within the Ministry of Interior was responsible for coordination of practical crime prevention activities between all stakeholders. With the setting up of the centre, continuity of crime prevention guidelines at a central, regional and local level was to be ensured.

According to paragraph 1 of article 8 of Act LXV of 1990 on self-government states, local governments should themselves stipulate the requisite tasks relating to public security.

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18 Ministry of Justice of Hungary. *The National Strategy for Social Crime Prevention*. Budapest. October, 2003.

The National Strategy for Social Crime Prevention stipulates that municipalities must, in cooperation with the local police, play an active and leading role in developing plans for local community security. The responsibilities for municipalities in this field are diverse and include:

- organising local early warning systems,
- organising the most diverse forms for cooperation,
- coordination of local crime prevention programmes and their appraisal,
- motivation of self-organisation of local professionals and the public
- disseminating information and public security-related data,
- mediating between services available in the area and local public security needs.

In practice, local governments offer financial support to the local police without assuming further responsibility. Few local authorities have set up victim support bureaux. Local governments (regardless of their competencies) are obliged to offer financial support, shelter and meal for those in existential need. Child welfare services and family assistance centres are run by local governments, which may co-operate with the police, the Public Prosecutor Offices, judiciary and different civic organisations.

MAIN SIMILARITIES AND DIFFERENCES IN CRIME PREVENTION POLICIES BETWEEN PROJECT PARTNERS

3

3. MAIN SIMILARITIES AND DIFFERENCES IN CRIME PREVENTION POLICIES BETWEEN PROJECT PARTNERS

The first seminar in Liverpool inspired a debate on differences and similarities with regard to four main sub-themes: crime-related problems, implemented activities, local competences, as well as existing and potential partnerships in crime prevention work. The results of the debate have been illustrated below.

3.1 Insecurity and crime-related problems: perspectives of the project partners

All project partners jointly agreed that it is very important to analyse crime-related problems and that the diagnosis must be common in order to create a common culture of crime prevention.

Unfortunately, clear illustration of common crime-related problems is not an easy task since the problems very often overlap and are interrelated. Moreover, the needs of European citizens differ from one country to another, as do their levels of tolerance. In many cases, a low level of tolerance is closely linked to the absence of faith in institutions. Community confidence can be built only when action is being taken.

A general lack of respect for other people and their property seems to be a common concern in all countries represented in the project. Citizens have become very sensitive to anti-social behaviour, which can be defined as "any activity that impacts on other people in a negative way"[19]. It is hardly surprising that there is a universal attribution of the problem to young people.

This rising phenomenon of anti-social behaviour is partly the result of the loosening of informal social controls, partly the decreasing levels of tolerance and the increase in the public anxieties about crime and personal safety, driven in part by the rise in incivilities already mentioned and preoccupation of the media with crime and related issues.

Although local authorities in Europe are facing nowadays a large variety of crime-related issues, there is consensus around priority problem areas that are similar in nature e.g. drugs, youth, street violence, domestic violence, environmental squalor (vandalism, degraded landscape…), but which have different expressions. Minor security problems e.g. bad lightning, rubbish are also important issues for the inhabitants and a more visible and active presence of police is expected by all inhabitants.

A widespread problem is the one of persistent offenders, who usually come from troubled family backgrounds and very often have problems with: basic

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19 ADT Europe. *Anti-social behaviour across Europe.* An overview of research commissioned by ADT Europe. April 2006.

educational and social skills, finding and keeping employment, physical & mental health, serious drug abuse etc.

There is also a common worry related to physical locations, "hot spots" that generate high levels of criminal activity and anti-social behaviour at certain times of the day or nights.

The prevention of crime by and against young people who are the most at risk to physical and sexual abuse is another common concern. Since many of these crimes have low monetary value and take place in or around the school environment there is a tendency not to take them very seriously. Consequently, young people receive the message that crime is acceptable and no effective measures can be implemented against it.

Discussions held throughout the project also centered around the types of crimes to be included in the local crime prevention policies. These were found not exhaustive, because in recent years prevention policies on the local level have evolved and come to tackle new types of crimes, such as domestic violence, white-collar crime, hate crime and trafficking in human beings.

Out of the issues presented above, domestic violence is a matter of common concern on all levels, in particular, within the local community and it is increasingly recorded in police statistics. Therefore, it should find its proper place in the crime prevention policies.

In contrast to domestic violence, white-collar crime and hate crime are not issues of direct, outmost significance to all citizens. These forms of criminality do not always appear in local audits and consequently are often not included within the local preventative strategies – these crimes can devastate the lives of people from ethnic minorities and other vulnerable groups.

Recently, organised crime has become more of a political priority with the greater freedom of movement between nations and in particular between the European Union Member States. Organised crime has become an international issue and the challenge is therefore both local and global. Within organised crime, forced exploitation of labour force and trafficking in human beings are receiving increased attention; these crimes that exploit women and children have not only international, but also local dimensions that are identified by practitioners, witnessing in their cities modern forms of slavery, namely clandestine workshops, prostitution, illegal house workers and so on. European cities are increasingly the place where these acts of violence, these acts of brutal exploitation are perpetrated against children, men and above all against women, held under the yoke of organised criminal networks. The problems of neighbourhoods where trafficking in human beings takes place are so interwoven and interdependent that a coordinated response to all the problems is

needed immediately. According to the European Forum[20], such coherence can be achieved by means of partnerships between the various services concerned: mutual knowledge and understanding; joint assessment of problems; joint definition of objectives; coordinated methods and approaches.

While organised and white-collar criminality, as well as trafficking are not high priority issues in local safety polices, they impact lives and economies locally: involvement of local residents – including minors – in large drug networks, as well as in networks of stolen goods, clandestine workshops... This parallel economy is also suspected of financing extremist networks. Participants added that corruption, including that existing within local authorities, is also a topic that should be addressed. Local authorities must therefore consider these aspects while designing their crime prevention strategies and promote action such as regulation of businesses regarded as "suspicious", programs of education to legality, access to rights…

The fear of crime and the feeling of insecurity have appeared as separate problems of greater importance than ever before. These expressions of insecurity come from a fear of crime and of being victimized. The feeling of insecurity is generally higher in the cities than in the rural areas. However, the real situation of public order is nearly the same. The reduction of the fear of crime and the feeling of insecurity has become one of the priority areas for action for local elected officials and the police. Numerous programs including education of victimization risks and of protective behaviours have been created across Europe incl. Neighbourhood Watch, crime prevention through environmental design or foot patrol.

According to project partners the media can also play a substantial role in determining the amount of fear of crime that people hold. As some research studies show this comes from the fact that the media extensively and disproportionately cover crime stories. This leads people to believe that there is more crime than there actually is, and believing that a great amount of crime exists in society leads people to fear. The media are also often attracted by demagogic impulses as well as suspicion and anxiety. They can offer interpretations whose basis premises are never verified. As a result, people tend to dramatise events while politicians do not take into consideration existing research, which creates extreme attitude. A very good example is the issue of immigration: in national statistics a percentage of foreigners committing crime is very low[21].

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20 European Forum for Urban Safety. *Cities and places of trafficking in human beings for the purpose of sexual exploitation*. Study. Seminar of Lyon, 11-12 February 1999.

21 Michel Marcus. *Security and democracy under pressure from violence*. European Forum for Urban Safety. Council of Europe.2003

3.2 Activities to tackle the crime-related problems

As agreed by project partners, multiplicity of causes of crime and crime risks does not facilitate determination of precise crime prevention goals and priorities. Therefore, priorities in the field of urban safety sometimes overlap and are interrelated.

To give an example, while in Hungary one of the priorities is enhancement of public safety and security, one of the government's priority for community safety in the UK is built around protecting the public and building confidence by counteracting crime wherever it occurs and by bringing more offences to justice and providing high quality and responsive services[22].

In all countries one could find creating safer environments and improving the quality of life among urban security priorities, very often linked to increasing the employment opportunities, providing assistance for the homeless and socially excluded, resolution of cultural and intergenerational conflicts and better integration of immigrants. Development of programmes against re-offending and activities to deter youngsters from starting to engage in anti-social behaviour or criminal activity was also identified in a majority of safety strategies. Similarly, drug reduction and treatment of those addicted to drugs and alcohol through intervention programmes, offering services and protection to the victims of crime and violence are common to plans of safety reinforcement and crime prevention. Another common priority concerns safety at schools programmes aimed at tackling school violence and bullying and absence from school, which contributes to poor outcomes for individuals and can increase the rate of juvenile delinquency. Moreover, road safety and improving security in public transportation are important objectives in the area of urban safety and in many cities a series of projects are implemented to reduce the number of victims of road accidents.

Counteracting gender violence. The city of Saragossa, Spain.

The Department of Social Issues and Cooperation for Development of the City of Saragossa has developed a Municipal Integral Plan against Gender Violence, which offers information, psychological, social, legal and work care, and refuge for battered women. This Plan has the objective of tackling the problem of domestic violence from its origin, helping the abused women regain their self-esteem and rebuild their lives.

The Plan is based on four basic pillars: Prevention, Detection, Attention and Insertion.

Prevention is based on raising public awareness related to this problem, through specific campaigns, celebration of November 25 and March 8, debates, talks, round tables etc. It is also based on the education of teaching staff (training, elaboration of materials and publications) and of the pupils (of Primary and Secondary education, and University). A book *Educar en Relación* has been published, which is a good pedagogical

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22 Community Safety and Local Government Unit, Home Office. *National Community Safety Plan 2006-2009.* 2005

instrument to promote values of equality and non-sexist education in schools and institutes. Prevention also can be realised by other means: the involvement of trade unions and companies, participation of specialised professionals (lawyers, police, and health and Social Issues professionals) and of social and cultural environments.

Detection is mainly aimed at making emerge violence situations which are hidden, through the Municipal Centers of Social Services and the House of Woman (information service, and training courses and social promotion, among other things).

Once the case is detected, the "attention" pillar is realised. It is carried out through the Attention and Support Services where social, psychological, educational and legal support, as well as feeding, dressing and economic aid in general, including support to find stable housing, is offered. Attention is also based on psychological support, by means of individual and group therapy. Finally, the insertion of women takes place through different short courses and participation in real development groups helping women to find a job and to create relations with the surrounding environment.

Selection of crime prevention priorities and activities is usually preceded by diagnoses, analyses and/ or audits. In Hungary, a diagnosis of the feeling of insecurity is prepared each year on the basis of the previous year's analyses on the crime situation on national and regional levels. Country centres and main towns do the same. The main findings of such analyses are used in the setting up of regional and local crime prevention strategies and action plans. In Germany, a great number of cities have carried out surveys on the issues of crime, fear of crime, victimization or feelings of insecurity. These citizens' surveys are often promoted and financed by crime prevention councils. Unfortunately, a wide and standardized questionnaire has not been prepared so far in Germany. However, the police and some Universities in the south of Germany have worked on a standard for such surveys.

Regional Observatory on Security Policies, the region of Tuscany, Italy

The region of Tuscany established the Regional Observatory on Security Policies (ORPS Osservatorio Regionale sulle Politiche della Sicurezza), with the main goal of drawing a general picture on security conditions in the region. The Agency carries out specific research, studies, analysis and documentation through a massive collection of data, both on crime reports and on potential criminality conditions, in different urban areas and social situations, which could be the main cause of citizen insecurity. The Agency's output is an important tool in developing crime-prevention policies. ORPS' methodology in collecting the above data follows two directions. The first one is aimed at, on the one hand, making best qualitative and quantitative analysis on all crime reports and official statistics and, on the other hand, analysing all specialized research, tests and enquiries on insecurity feelings from population cloisters in different geographical area.

The second one goes towards a deeper analysis in order to clearly understand, mainly from a sociologic point of view, the reasons of such insecurity feelings. At present, for instance, anti-crime and crime-prevention policy makers, give great importance to analysing differences from official crime figures in certain geographical and demographic areas and relevant insecurity perception population of the same areas

In France or Belgium, municipalities benefiting from a security contract are strongly encouraged to carry out a local security diagnosis (DLS – diagnostic local de sécurité) in order to prepare the most objective analysis of the phenomena of insecurity. A methodological guide was produced by the EFUS at the request of the Ministry of the Interior of Belgium. Cities and communities are left with a significant autonomy with regards to the content and setting up of data collection methods.

Local safety audit – City of Brussels, Belgium
The DLS set up on the city level favours two approaches to security: the first one, analysis according to themes and the other one, analysis by neighbourhood. Different problems have been tackled according to the issues affecting either target groups (prostitution, homelessness, drug addiction, the elderly…) or territories (public transport, social housing, commercial centres, school environment…). It has quickly become clear that one of the main issues of the approach to drawing up the DLS is perhaps not so much the setting up of new sources of security data, but rather:

- organising the enormous amount of potential information which already exists, but is dispersed;

- giving value to and introducing existing sources, which are often unknown to those involved in prevention;

- gathering together various testimonies, so as to distinguish new resources on the matter of the fight against insecurity and researching sectors that are less covered.

Different sources of information are thus mobilised:

- a classic quantitative approach, using data that can be mobilised (socio-economic indicators of the region, crime figures, information from the security monitor, local development plans etc.);

- a cartographic approach incorporating incidences of incivility, nuisances and needs, recorded by the network of 120 prevention agents working in the area;

- a more qualitative approach involving studying information collected from the population (mainly through residents meetings organised in different areas of the city, letters, victimisation surveys) as well as elements of neighbourhood analysis by front line workers (social mediators and those workers in charge of neighbourhood prevention).

Focus-groups, made up of people who are resources in the target issues, have been set up to complete and validate this information. This group analysis provides a chance for the various actors to exchange points of view, to focus on the main issues and to identify the indicators. These focus-groups are completed and/or prepared beforehand by a series of interviews with the people involved. The analysis of data will enable significant trends to be identified, in terms of volume, emerging problems and the weakest regions. Despite the need to perpetuate and evaluate the current projects using the DLS, proposals also aim to develop the necessary measures for preventing the risk of violence developing in neighbourhoods.

In the UK, there is a culture of carrying out audits to measure crime and disorder levels across the city. In England, every local neighbour has to draw up a crime reduction strategy every 3 years. A new Crime, Disorder, Anti-Social Behaviour and Drug Misuse Strategy 2005-2008 of Liverpool highlights the priorities designated by the population in the city and show the method for their implementation. The Strategy follows the results of a Crime and Disorder, Anti-Social Behaviour and Drugs Audit which shows crime and disorder levels across Liverpool. As a result of the household consultation several priorities have been agreed for 2005-2008 such as anti-social behaviour, violence (including robbery), domestic violence, hate crime, prolific persistent offenders and others.

In the cities with lower levels of criminality, like Matosinhos, there are no specific data available in the field of criminality. The main source of information remains a national annual report about internal security.

Effective crime prevention delivery depends on a number of critical success factors. In terms of content, the most significant factors include:

- Robust law enforcement backed by an effective Criminal Justice System
- Taking into account the built-in environment, making it more difficult, more risky and less rewarding for offenders to commit their crimes – locks, lights and landscapes; designing out criminal opportunities; cctv and others;
- Social activities: working with families, schools and communities to reduce youth involvement and to find ways of diverting young people away from crime;
- Tackling the fear of crime and the feeling of insecurity, e.g. 'UK's Public Reassurance programme';
- Reducing anti-social behaviour.

Increasing the severity of sentencing, mediation and alternative sanctions are viewed as some of the most effective ways of reducing anti-social behaviour.

The Charter of the respect for others, the city of Mons, Belgium

Pursuant to the wish of the city of Mons to considerably reduce the nuisances that poison daily life (clandestine dumping, public damage, excessive noise), a pilot study aimed at the fight against anti-social behaviour was presented and approved by the Local council. This regulation authorises communities (through a disciplinary official) to crack down themselves on offenders to rules and orders, on the basis of a ticket from the police services or another authorized department. Fines will be 60, 120 or 245 € depending on subsequent offences. The offender will be eligible for defence and may ultimately institute an appeal with the Police Court.

Improving city safety and the feeling of security. The city of Warsaw, Poland.

Safe housing estate, realised by the Department of Security and Crisis Management of the city of Warsaw is aimed at increasing the quality of life of inhabitants via increasing the level of security in the city and the feeling of security among city residents.

During the preparatory phase of the programme meetings with inhabitants were organised within the programme "Warsaw Security Map", which allowed for the analysis of the security situation and public order in Warsaw and, before all, to diagnose the feeling of security of Warsaw inhabitants.

The project is based on the operation and activities of the housing estate groups whose tasks is to indicate the security problems within a particular housing estate and take up appropriate activities. The main idea is to listen to inhabitants' needs in the field of security, help them set objectives for their activities, evaluate results and modify, in necessary, security goals. Some of the objectives put forward by citizens include elimination and reduction of anti-social behaviour e.g. aggressive behaviour of adolescents, drug addiction and drinking alcohol in public places etc. In addition, the groups verify the state of infrastructure with a special focus on security e.g. street lightning, empty public areas, devastated building, graffiti, excessive bushes, housing monitoring systems etc.

The housing estate group consists of:
- a representative of a housing estate council or other institution e.g. an association, parish etc.
- city residents,
- a district resident policeman,
- a representative of the police municipal in charge for a given district,
- a representative from the municipality of Warsaw.

Realisation of the programme provided the city with useful information, which helped choose appropriate activities aimed at increasing the feeling of security among inhabitants.

In terms of methods, the following were considered essential for successful crime prevention implementation:

- Increasing the number of capable guardians – that is, people whose job includes looking after a specific environment;
- Increasing public awareness about what they can do to protect their families and properties;
- Greater involvement of citizens in order to find sustainable and long-term solutions for the reduction of the crime-related problems;
- Proximity, that is, implementation of activities at a micro-level.

Civil Guards Association (CGA), Hungary

The Civil Guards Association is a non-profit organisation of local volunteers who assist the police in their public safety efforts and supplement their performance within a settlement. The Civil Guards' main task is to provide patrol service in the locality to prevent offences and protect houses, gardens and public areas form crime. As local community members make up the staff of the association, all levels of the society are represented in their ranks. The foundation and operation of the CGA is based on relevant legislation (Act) and the volunteers pay a certain membership fee to help finance activities. The members do not receive remuneration for their services and they may not accept any compensation. The local governments and the local police provide financial and material assistance (e.g. offices, cellular radios, vehicles, etc.) to facilitate their work.

The prevention of crime by and against young people who are the most at risk to physical and sexual abuse is a concern of great significance in all European countries. Since many of these crimes have low monetary value and take place in or around the school environment there is a tendency not to take them very seriously. Consequently, young people receive the message that crime is acceptable and no effective measures can be implemented against it.

Therefore, crime prevention plans should include actions targeted at how to:
- reduce youth crime victimisation,
- reduce youth offending and re-offending,
- increase youth involvement in preventive interventions.

JIT – Intervention concept for young repeat offenders[23], Germany

The heads of the Mönchengladbach city administration, the public prosecution service, youth welfare office (juvenile court aid and social services) and the police had made the delinquency their top priority in order to intensify the cooperation of the authorities in a targeted way.

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23 The practice selected from the Federal Criminal Police Office (Bundeskriminalamt). *Crime Prevention in Germany. Selected examples of projects in the Infopool Prevention database.* 2006

The goals of the project participants were the reduction of the number of juvenile repeat offenders and the joint prevention of the development of careers in crime amongst juvenile repeat offenders.

The target group is youths between 14 and 18 years of age. Their inclusion in the programme signifies to the youth that he or she is being monitored. As an offensive, project participants notify their subjects and the parents that they would immediately receive attention. Some of the measures taken within JIT include:
- prompt addressing;
- impetus independent house visits by the police, youth welfare officer, public prosecution;
- regular exchange of information concerning the list candidates;
- evaluation of the specific endangerment of youths;
- acceleration of processes to determine sentences right through to the acceleration of charges being brought by the public prosecution service;
- testing of the preparedness to cooperate on the part of those responsible with the youth welfare office with a view to supporting measures being offered.

In this respect, JIT is following a holistic approach to combating crime that can be also described as *prevention where possible – repression where unavoidable*.

Closely related to the above, education and training of young people are very often a fundamental aspect in the prevention of crime. In order to promote the education towards the culture of legality, the region of Tuscany issued a law in 1999 entitled "Provisions in favour of schools, the Tuscan University, and the civil society, to contribute, by means of the education and legality and the development of civil and democratic consciousness, to fight against organised and non-organised criminality and against various hidden powers". The region provides the schools with subsidies of up to 50% of the project costs. Projects are of educational nature, include training courses updating skills, offer research possibilities, and their overall goal is to promote a strong development of the initiatives in the field of legality.

Activities for youth at risk, the city of Warsaw, Poland

Street University programme involves former prisoners in activities with "difficult youth". Its main objective is to prevent crime and anti-social behaviour.

The realisation of the programmes takes different forms:
- Meetings with young people "at risk" of victimisation and perpetration of crime aimed at familiarising them with threats resulting from not obeying social and legal laws. These activities are carried out by former prisoners who share their experiences with youth "at risk";
- Coordination of activities with voluntary organisations and associations working with "difficult" youth and juvenile delinquents in order to increase the number of programme animators;
- Getting into contact with football fans and potential hooligans with the aim of improving the security during and after football matches,

> - Organisation of free time activities and mobilising activity of young people.
> The programme has been developed by the municipality of Warsaw and is run by the Department of Security and Crisis Management that coordinates the work of three main partners: local and municipal police and the Warsaw University.

Crime and opportunities for crime can be also reduced by a good quality urban environment since urban planning and design have a great influence on stability and safety of towns and cities**.** The main objective is therefore to promote the built environment giving a sense of safety and where the residents are not afraid, but proud to live. Some of the actions might include development of 'lighting plans' to illuminate public places to give residents a sense of safety, promotion of areas which are pleasant at all times of the day and night or developing the quality of public spaces open to the public, thus avoiding vandalism and damage.

> **Crime and opportunity reduction, the city of Liverpool, UK**
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> An alley gating scheme in Liverpool has proved to be a successful way of reducing crime and fear of crime. Alleys or alleyways or "alley-gators" (different names are applied) are narrow walkways between housing where gates are installed to restrict access only to residents. Numerous benefits of alley gating include, among others:
> - Reduction of domestic burglary and drug dealing;
> - Reduction of fear of crime;
> - Creation of a safer and cleaner environment;
> - Reduction of vandalism and arson;
> - Eradication of areas where anti-social behaviour takes place;
> - Improvement of community spirit by giving a sense of ownership of the alley etc.
>
> The applications for planning permissions and closure for a standard alley gating scheme are covered by the city council, but the residents have to pay for the gates themselves. Once the gates and the alley are installed, it is the responsibility of its owner and the neighbours to maintain the gates and look after the galley. It is therefore, advisable to form a residents' association with the neighbours to share the responsibility.

3.3 Local authorities and crime prevention

The recurring questions during discussions on the issue of local authorities and their involvement in crime prevention concerned:

- the role and degree of authority exercised by local/regional/national authorities in the area of crime prevention;
- the amount of resources (financial, personnel, logistic support) at the disposal of the city/region;
- sustainability, flexibility and accountability for the choice of priorities and realisation of activities;
- evaluation of local/regional safety strategies and the role of performance indicators.

Various systems of local government can be observed in Europe. Local governments may be constituted on a single or multiple levels. In Portugal, a single tier system prevails with a single level of local authorities with corporate status (i.e. discharging legal competences, operating a formal budget, employing staff), although some resources, duties and rights may be delegated to sub-organisations at village or neighbourhood level[24]. France, with its regions, departments and communes represents a multi-tier system, and it is the region and the state that decides about priorities that have to be integrated into the local safety contract. A multi-tier system also exists in Hungary, which has the administrative structure comprising 252 cities, 2,883 communes and 19 counties. These 19 counties, that are not superior authorities to the capital, determine local safety strategies. In Belgium and Italy the role of the cities prevails, although the regions can equally exercise significant powers. In Germany, each Land has exclusive jurisdiction in the field of police. Certain competences are also shared with the central government concerning justice, social police, civil law, penal law and labour law[25]. In Spain, work related to dissuasion, the reduction of situations propitious to crime and social prevention with groups at risk is carried out at the regional level constituted of 17 autonomous communities and 2 autonomous regions. Some autonomous communities can establish their own police. Every municipality has competences over areas such as urban traffic control or food and drinks control. In the UK, numerous local authorities have prevention and crime reduction committees, but the mayors hold very few attributions therein.

The main debates' findings focussed on the fact that the issue of local competences should be tackled not only in terms of authority, but also in terms of implemented policies, staff and financial resources, as well as logistic support.

In France, the mayor has police powers and the possibility of creating a municipal police. The task of the latter is to ensure order (for example, on the occasion of gatherings or riots), public peace, law and order (prevention of accidents, etc.) and public health. In addition to these powers, the mayor presides over the Local Security and Crime Prevention Council (formerly the Communal Crime Prevention Council), which constitutes the organ of elaboration, monitoring and evaluation of the Local Security Contract. Even though the French mayor has the above-described authority, additional financial resources necessary for the creation of a municipal police do not always follow, which does not facilitate effective realisation of this task[26].

Crime prevention activities are carried out in cooperation with various stakeholders. Different networks of cities pool their resources to address various

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24   Kenneth Davey. *Division of responsibilities between levels of powers*. June 2003

25   Council of European Municipalities and Regions. *Local and regional structures in Europe.*2005

26   More detailed information about the role played by local elected officials and their competences in the area of crime prevention can be found in the EFUS publication *Secucities Local elected officials and crime prevention*. Paris. 2004

issues including crime prevention. The city of Fidenza, for example, collaborates with 12 other municipalities to rationalise the forces and money disposal. In France, intercity cooperation has gained a lot of importance recently and more than 700 local councils of security exist currently. They define a concerted plan of prevention and security actions to be carried out on a well-defined territory.

Competences of the local police, the region of Tuscany, Italy

The region of Tuscany issued a project of Regional Act nr. 1/2005 "Rules in the field of Local Police" aimed at defining all border line activities and competences of the local police forces, which report to counties and municipalities. The project is supposed to support the entire security system (assured by the state police forces) by coordinating local police forces to the overall mission goal of contributing to the best "urban security perception".

General guidelines of the project include:
- to assert the role and the identity of local police forces,
- to affirm the specific professionalism of local police forces and their exclusive function,
- to present the Tuscany Region's role as the coordination centre in professional training and - support of all structures dedicated to local police activities,
- to promote and support the partnership among local municipalities in the management of local police services.

Public Safety Committees, Hungary

Legislation makes it possible for the Board of Local Government Representatives to set up special committees in pursuance of accomplishment of their tasks. The committees have mandates to accomplish specific actions for which the Board provides the necessary financial support. Decisions taken by the Committee have the same force as those made by the Board (full compliance is expected of all residents). However, the Committee has no right to give direct orders without the Board's previous assent.

It is the task of the Public Safety Committee to discuss all issues that might have any impact on the safety of a settlement or community. Moreover, the Committee has the right to initiate, suggest or recommend taking any local level legislative measures with a view to improving local safety. One of the responsibilities of the Committee is to implement local Public Safety and Crime Prevention Strategies approved by the Board. In this regard they co-ordinate the co-operation of all partners and stakeholders, provide for all the conditions necessary for successful accomplishment, and monitor the implementation. With a view of successful implementation of the strategy the Committee seek for further partners and co-operate closely and continually with the head of the local police force (who may be sitting on the Committee). Typically local authorities, institutions and civil organisations count as partners but recently private businesses and companies are being involved in crime prevention both as sponsors and a s actively co-operating partners. Committees consist of two Board members, representatives of the police, the local safety authorities, NGOs and any other actors with interest in local crime prevention.

The national level can also provide valuable strategic support and methodological tools. This is the role played by France's Interdepartmental Delegation to the City (DIV) via dissemination of good practices. The work carried out by the DIV is, on the one hand, thematic (crime prevention, social cohesion, job integration - economic development, transformation and urban management), and, on the other hand, territorial, with territorial representatives who cover all the regions and *départements* in France and ensure the follow-through on urban renewal projects presented in the framework of the national urban renewal agency, created in 2004.

Human resources

A wider community-based approach to crime prevention and the general dysfunction of formal channels of recourse against incivilities has resulted in a strong demand for the development of new safety professions. The expert coordinator of the local policy for prevention and reduction of insecurity emerges as a new figure in a local crime prevention context. He/ she is responsible in the name of the city for the coordination of the multiplicity of participants and the implementation of the integrated approach to urban security. Their profiles and the job descriptions are as diverse as the cities that appoint them since the persons in charge have to fulfil tasks of multidisciplinary nature. They are, however, all similar in the sense that they act in support of the local coalition by which they are more or less formally appointed and make sure that citizens are involved to a certain degree in the production of data (evaluation), in spreading data, and in the use which is made of collected data (communication policies). Moreover, they ensure that the respect of human rights in a daily life is at the very heart of urban security[27].

In order to satisfy the needs in terms of human resources, specific training programs have been set up.

National Crime Prevention Academy, Hungary

Following the creation of the National Crime Prevention Programme and the National Crime Prevention Council of 2001 the National Crime Prevention Academy was set up in Budapest within the Ministry of the Interior in January 2003, which shall promote the creation and effective management of single international and national crime prevention training and further training (train-the-trainer). With its scientific activity it promotes the theoretical establishment of crime prevention activity, the fight against organised crime. It also supports the work of those preparing and making decisions. The main target groups of the training courses include a wide range of partners such as state organs (e.g. the police), local authorities, local public security and crime prevention committees, civilian and educational organisations, press and private

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27 Extensive work on the role, tasks and training of local coordinators was carried out by the EFUS and the National Forums e.g. the Belgian Forum, the French Forum and the Italian Forum for Urban Safety. More detailed information is available in the EFUS publications: *SecuCity Jobs: Profession Secucity Manager*, 2000 and *Security v Democracy: New Jobs for the New Millennium*. 1997.

persons. Among the main themes covered by the programme curricula one can find: cross-border crime, drug-related crime, drug trafficking, protection of children and youth, urban crime, illegal migration, organised crime, money laundering, domestic crime and many others.

Determination of priorities

Some part of the discussion was also devoted to the determination of priorities for local safety strategies. Although there is a general consensus that the crime prevention activities should be performance and results-driven, it is often difficult to reach an agreement on performance indicators. These are too often selected by the central government and there is too little space for manoeuvre for local authorities. In France, an Internal Security Council, presided over the President of the Republic, determines the general direction of security policy and sets priorities. Local governments must therefore implement national priorities to obtain financing from the national level. Very often they have to "juggle" between goals determined locally and nationally on the one hand and various "pots" of financing, on the other hand. In some countries the priorities approved by the regional or national government (such as traffic safety) do not correspond to the crime prevention reality and it takes a lot of time and efforts to prove that the imposed indicators do not reflect the local needs and urban safety reality. A sound balance is also needed between short and long-term strategies for the adequate selection of priorities and performance indicators.

A positive example comes from England, where each police authority, following consultation with its force can set local performance indicators which reflect local priorities. The suite of local indicators is therefore, unique to each force and delivery against local priorities[28] plus targets will be critical component of performance assessments.

Statutory performance indicators for community safety are set under 'best value' legislation and those intended for 2006-2007 are built around the following areas:
- user satisfaction (i.e. satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions);
- confidence (measuring the percentage of people who think their local police do a good job);
- fairness, equality and diversity (e.g. satisfaction of victims of racist incidents with respect to the overall service provided);
- crime level (e.g. violent crime level per 1.000 population);
- offences brought to justice;
- sanction detections;

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28   Community Safety and Local Government Unit. Home Office. *National Community Safety Plan 2006-2009*. 2005

- enforcement (e.g. percentage of domestic violence incidents with a power of arrest where an arrest was made related to the incident);
- traffic (e.g. per 100 million vehicle km travelled);
- quality of life (fear of crime, perceptions of anti-social behaviour, perceptions of local drug use/ dealing);
- front line policing;
- resource use (e.g. delivery of cashable and non-cashable efficiency targets)[29].

Evaluation of local safety strategies

Concerning evaluation of local safety strategies and activities, this can differ considerably from one country to another. The city of Fidenza organises annual polls. An 'U.P.R.'' counter lists citizens' opinions daily and produces reports on the activities carried out by the municipality. Evaluation of activities in the field of security in Hungary is done each year in the form of annual reports prepared by the local police. They are subsequently discussed and accepted by the Board of Local Governments and published so that local communities can be informed of the current crime situation. In Germany, more and more money is spent on the evaluation of crime prevention efforts. Nonetheless, it only started systematically with the Düsseldorf Report[30] prepared by the police and some Universities in the south of Germany who have worked on a standard questionnaire for surveys on the feeling of insecurity.

In the city of Brussels, on the level of the preventive part of the Security and Prevention Contract, evaluation is much more structured and can take several forms such as:

- Setting up and feeding the permanent database by gathering the most specific indicators in terms of evaluation of impact;
- An annual project evaluation by the internal evaluator and the project coordinator, and inclusion of the evaluation form in the annual report;
- Turning in performance indicators every four months by the project coordinator (and feedback meeting with the teams);
- An annual visit of the project by the advisor from the Ministry;
- An annual evolution interview of the personnel by the coordinator.

3.4 Existing and potential partnerships in crime prevention

A wide range of partnership institutions has been determined by project partners with whom local authorities have the possibility and sometimes obligation to co-operate in the area of crime prevention.

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29 Ibid

30 This report can be downloaded for free (only in German language): www.duesseldorf.de/download/dg.pdf and www.duesseldorf.de/download/dgll.pdf (short version).

On the local level a particular importance is attached to the role of the mayor who acts as a local coordinator facilitating the collaboration between various stakeholders within the city. A successful mayor can efficiently organise cooperation with different actors in the city itself (e.g. the police), around the city (e.g. universities) and outside the city (e.g. organisations and institutions on the national and international level).

Successful partnerships discussed throughout the project include:

1.   **Other levels of government** (e.g. national, regional, intermediate), which define the policy framework, set the priorities and performance indicators and initiate partnerships with local partners.

Cooperation between the State and the municipalities, France

The cooperation between local authorities and the State appeared for the first time in 1982 with the report entitled « Facing the delinquency: prevention, repression, solidarity »[31] of the mayors' commission on security (chaired by Gilbert Bonnemaison). It foresaw co-operation between the State and territorial levels in order to carry out prevention policies along with coordination and harmonisation of community actions. In 1997 new instruments were created for ensuring the relation of the State with the municipalities: the Local Security Contract (CLS). This is a contractual arrangement established by the mayor and representatives of the State (the Prefect) and Justice (Public Prosecutor) and eventually extended to other partners. These contracts, whose methodology is specified in a practical guide intended for local players, are based on a preliminary analysis of crime and the feeling of insecurity. They define a concerted plan of prevention and security actions to be carried out on a territory.

Similar contracts exist in other European countries e.g. Italy, UK or Belgium, where the Security and Society Contracts are signed by the State, as represented by the Ministry of the Interior, and the city or town.

Cooperation between the region of Tuscany and the local communities, Italy

In 2001 a new regional law has been approved in the region of Tuscany whose objectives are the financing granted to local authorities for projects concerning the development of social and territorial prevention, the surveillance of public areas, reinforcement of the local police, support for victims, incivilities and social mediation. "Regional intervention for the region of Tuscany" supports and finances the projects of local communities.

The law paved the way for the *Toscana sicura* project founded on a double base:

- The principle of subsidiarity: the recognition of the specific competences of the local authorities;

- Collaboration with the State for the coordination of security actions.

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31 G. Bonnemaison, Mayors' Commission on Security. *Face à la délinquance: prévention, répression, solidarité*, Report to the Prime Minister (La Documentation française)

2. Police, a crucial partner, but not the only one for the execution of crime prevention tasks. It is the concept of community policing and all that it entails in terms of political will to bring policing closer to ordinary people that has given a whole new impetus to the way in which the role of the police in today's society is viewed and analysed. Community policing means a police force that is locally based, has responsibility, performs numerous roles, has local knowledge and can act in partnership with all those involved in ensuring safety and security[32]. Its aims are anticipation, getting to know the local situation and taking account of people's day-to-day expectations. A close relationship with local people is at the very heart of community policing along with shared responsibility will all actors involved.

Police Strategic Plan against Drug Use and Trafficking in Education Centres, Saragossa, Spain

The Home Office of Spain initiated a plan against trafficking and use of drugs in education centres with the main objective of making sure education and training of children and young people are provided in a safe and healthy cohesive environment. Even though this is a National Plan, a special emphasis has been placed on Aragon and its capital Saragossa, because this Autonomous Community is at the top of Spain and Europe as regards the use of drugs and the age of initiation. The project foresees collaboration between officers from the National Police, Civil Guard (Guardia Civil) and Local Police. Channels of data transfer between local authorities, State, Autonomous Community, and Municipality have been created in order to guarantee the use of all available data in decision making. The main areas of action are schools and education centres, since these are places where young people have been frequently identified on consuming and trafficking drugs. As it is known that they also do it in leisure areas and bars, pubs and discos, another special Plan for Leisure Areas has already been implemented, and a special control has been undertaken in streets and public premises.

Although the main goal of this project is to reduce drugs use, parents' organizations and teachers' trade unions have specified that these measures must be complemented with additional educational activities to teach students positive actions, and not only to restrict and repress the use of drugs. Experts also indicate that the role of parents and teachers is essential. Therefore, the plan requires participation of many different actors, starting with young people, who are to value their health.

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3. Judicial system, an obligatory partner in the context of crime prevention, but with which joint cooperation can be only partial due to the independence of justice, as well as the limits imposed on the information and data sharing.

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32 European Forum for Urban Safety. *Community policing.* International conference of Lisbon, 14-15 December 1998.

Justice and Law Centre (Maison de Justice et du Droit, MJD) of the city of Roubaix, France

MJD ensures judiciary presence in a district or a commune thanks to mobilisation of various actors such as judges, policemen, local elected officials, associations, guardians, teachers, social workers and others. MJD facilitates access to law and justice to all citizens. Either at MJD or elsewhere within the framework of a network (associations, neighbourhood Council, neighbourhood committee, social centre) a public or individual service is available to legal claimants by telephone or by visit, responding to the needs of the population, in particular those of the poorest, the elderly, hospitalised, handicapped or victims in danger, which corresponds perfectly to the legitimate demands of the population in terms of prevention and access to law and justice.

MJD encourages the amicable settlement of conflicts, even if this obliges the MJD personnel to accompany the person subject to trial to see the person with whom he/she has had the misunderstanding or conflict, be it lawyer, notary, bailiff, post office, insurance company or garage owner. MJD of Roubaix helps the person subject to trial with the interpretation through reading their documents (trial orders, judgement, arrests, bailiff notices, letters from lawyers, the debt commission etc.) and explaining the technical terms or legal jargon in a straightforward way.

The approach followed by MJD of Roubaix promotes citizenship and intercultural exchange within the city – a pilot city with regard to cultural diversity with 104 different communities of which one third are of foreign origin and in particular North African (maghrébin). MJD strives to defend minorities in the city of Roubaix and in the neighbouring areas, particularly people who cannot read or write in French.

4. **Universities, public and private research centres**, providing content, expertise and framework for crime prevention.

Cooperation with universities in the region of Tuscany, Italy

The region of Tuscany singed the protocol of understanding (executed on 10 June 2002 and 8 October 2004 for promoting and training new professional specialists on urban security within local police forces. Reinforced cooperation has been initiated with universities in Pisa, Siena and Florence that offer structured training courses following three different education programmes:

1. Sociology program: Security and culture of prevention;
2. Criminology program: Security and governance;
3. Urban policies program: Management and Communication of the Urban Security Policies.

5. **Private security** companies, very often working in cooperation with local police forces in the area of entrepreneurship, public transport, industry etc.

Involvement of private security companies in Hungary, Safety of Shopping Centres

The National Crime Prevention Centre of the Ministry of the Interior initiated contact with companies running nationwide commercial networks that were in contractual contact with Safety and Security Companies. Formerly safeguarding servicing was only provided according to the interest of the owners in the premises of the shopping centres with the main responsibilities for prevention of offences against the owners' property. On the basis of a contract concluded between the Hungarian Association of Shopping Centres, security personnel are now also responsible for the prevention of offences committed to the detriment of the customers both inside and outside (e.g. parking lots) of shopping centres. In private parking lots open to the public, security personnel monitor adherence to road traffic and parking order rules. This most popular and well known activity has recently evolved into quasi movement and customers can rest assured that their cars and belongings left inside will remain unharmed while they are doing further shopping. The risk of customers becoming victims of pick pocketing has also considerably decreased.

6. **Non-governmental organisations** can often successfully act as service providers and contribute to the resolution of safety-related problems.

Matosinhos Social Network, Portugal

The pilot programme for the Social Network began in 1997 and its main aim is to coordinate efforts, resources and actions in the field of social policy of local governments, public services and non-government bodies wishing to join the social network in order to create a collective and responsible awareness of different social problems. The creation of the Social Network invokes the principles of integration, coordination, subsidiarity, innovation, based on an integrated planning methodology which meets individual and collective needs, and coordinates current initiatives within the community. Matosinhos Town Council was one of the 41 municipal boroughs selected by the Social Development Institute to join the Social Network in 2000.

The city created a working group of the Local Council for Social Action comprising the partners making up the Executive Group: Matosinhos Town Council, Oporto District Centre for Social Welfare, Northern Regional Directorate for Education, Social Reinsertion Institute, the Committee for the Protection of Children and Youths at Risk, Institute for Employment and Professional Training, the Association for the Integrated Development of Matosinhos. Furthermore, the Local Social Action Council of Matosinhos (CLAS) began operations in 2000, comprising 50 public and private bodies with social concerns to follow the objectives such as eradication of poverty and social exclusion, designing and evaluation of social policies, innovation of intervention strategies within the framework of existing policies.

Matosinhos Social Network has gradually produced a global project and brought together promoters of various projects, integrating various policy measures and instruments existing in various sectors, in a concerted and coherent step towards local development.

7. **Primary and secondary education systems** can be involved in crime prevention work in many different ways e.g. via improving students' educational attainment, attendance, behaviour and well-being.

Behaviour and Education Support Teams (BESTs), the city of Liverpool, UK

BEST teams are part of the government Improvement Behaviour Programme. These are multi-agency teams, which bring together a range of professionals, working to support schools, families and children (aged 5 to 18) who present or are at risk of developing emotional, behavioural and/or attendance problems. Teams include professionals from the fields of education, social care and health, amongst others. The focus of BEST work is identification, prevention and early intervention, to promote emotional well-being, positive behaviour and school attendance.

Liverpool has established 3 BEST teams working with schools in the Anfield, Croxteth and Toxteth areas of the city. In terms of BEST interventions, critical to the effectiveness of the teams' work is the holistic approach to children's needs, including attention to issues at a parental level. This type of work is primarily carried out by practitioners holding social worker or family worker roles within teams. Having identified key issues, other members of the BEST, such as mental or medical health practitioners are invariably brought into the case as appropriate. Addressing the health, domestic and social welfare concerns of children and families is seen to provide the foundation on which work to improve attendance, behaviour and attainment can be built.

8. **Citizens** can be consulted and involved in local safety tasks or precisely-defined volunteer work.

Participation of citizens in a renovation project, the city of Brussels, Belgium *Quartier de vie* operation.

A renovation project for a wasteland located at Rue des Faucons, in the Marolles neighbourhood, below the Palace of Justice, was the object of a participative and partnership scheme with the residents and lead by the social mediator. The project was presented to the Roi Baudouin Foundation within the framework of the *Quartier de vie* operation and was chosen as the winning project.

The fear of crime and the misuse of public space, faced with this abandoned land often used as a dumping ground, was at the heart of the creation of the project. Residents have demonstrated their desire to make this space useful and pleasant by giving it colour and life.

This project called Beûlestroet aims to make the space greener and give it a use through regular activities organised by different partners. From now on, one can envisage landscaped wooden flowerbeds, an open air exhibition organised by an art gallery, a seafood barbeque organised by the partner fish shop, a small flea market, a painting workshop, a mini concert, a recreational space for children, an open air poetry

day… To increase conviviality, there will be one or two benches to welcome residents. A fresco mural placed on the wall will add a focal point to the site and attract the attention of passers by. The partnership is still open to any other suggestions and discussions with traders and residents were held in 2005 in order to assemble everyone's ideas.

As a result resident participation has grown and an asbl Bravvo (partner of the project) is piloting the project.

Finally Bruxelles nous appartient (Brussels belongs to us) within the framework of "Raconte nous ta rue" (Tell us about your street), is loaning the material for carrying out the residents wishes.

Three residents are in charge of bringing the project to fruition.

9.   Other public service members – directors of hospitals, private entrepreneurs, social workers, social housing providers, fire services, transport and insurance companies, telecommunication operators, postmen, etc., who can largely contribute to daily crime prevention work by being involved in local activities in partnership with the police and/or local authorities.

Crime Disorder Reduction Partnership, the city of Liverpool, UK

This partnership includes Liverpool City Council, Merseyside Police, Merseyside Fire Service, Health, Merseytravel, National Probation Service, the universities, local businesses, community organisations and many others all working together to build a safer city.

In Liverpool, partnerships are built in the city with the court and professors from universities who share their expertise in the field of criminology and criminal psychology. Around the city, contacts are established with the Business Crime Direct, chambers of commerce and the overall business community. Outside the city, the partnership collaborates with the North West England Community, as well as Social Crime and Nuisance systems and landlords. Finally, a very strong relationship exists with the Home Office.

Civil Communication Chain, Periphery Security Program, Hungary

The Civil Communication Chain is a police initiated program, with the involvement of statutory and non-statutory groups. It is based upon a survey on the overall situation and assessment of risks of crime facing citizens living in extremely disadvantageous, remote farming areas on the outskirts of towns. In addition to effective prevention and reduction of crime the Chain provides residents with complex and efficient solutions to their individual problems caused by their customary life style, social and health conditions.

Instant response to problems is made possible by the help of a "civil communication chain" set up of partners who according to their daily routine, hobby or work regularly move in farming areas (e.g. postmen, rangers, game wardens, hunters, physicians, nurses, social workers, clergymen, teachers, vendors and small shopkeepers) who are able to

disseminate information between residents and authorities. The program covers the whole territory of Csongrad County.

In most sparsely populated areas of Hungary, e.g. in areas of the Great Plane, elderly people live mostly alone, in isolated houses surrounded by agricultural fields miles apart from each other and even farther away from villages and towns. They want to stay and work where they have all their life and leave their residences only for very important reasons. They are at high risk of being targeted by criminals as being old and weak they are unable to defend themselves against attacks, and assistance is available only in faraway towns to which they have no access due to the lack of communication equipment. The program provides a communication chain of continuous service provided by specific staff supplied with Land Rovers paying regular visits to these homes offering assistance and asking about health and safety problems, taking the necessary measures (e.g. requesting immediate medical assistance, etc.). Furthermore, the helpers offer special support as financial assistance and the system provides the elderly with cellular radios to call the persons on duty to provide assistance (call the ambulance or the police, etc.). Distress signals can be transmitted to the response centre and one of the helpers drives to the person asking assistance. Checking on these people is done according to plans continually changing the route so that criminals cannot figure out the rhythm of the beat. The visitors agree on the time of the next visit with the residents so that they can count on them and this fact increases the feeling of safety. The visitors or helpers are also prepared to assist in arranging official matters for the elderly.

10. Private corporate companies can play a significant role in the community by offering employment and thus contributing to greater social cohesion and crime prevention. Under their Corporate Responsibility policies, the business sector can be persuaded to invest in a range of projects, usually provided these are business-related. For example, the Prudential Insurance Company from the UK that has a huge investment in Shopping Centres sponsors Crime Concern to run Youth Action Programmes designed to involve young people in taking steps to reduce crime in the community. Norwich Union also sponsored Crime Concern to develop a Community Safety Apprenticeship Scheme designed to train residents in disadvantaged neighbourhoods as local Community Safety workers. A number of companies have also invested in the recruitment of volunteers.

11. The media emerge not only as a conveyor of violence in the world, but also potentially an active provider of more objective information with positive examples of successful crime prevention activities.

Good partnerships require:

> Clear goals, outcomes and the framework (e.g. strategic, financial or operational) with the activities of the partners directly responding to the problems identified. Partnership is not a goal in itself!

> Explicit **contributions** of each partner with horizontal and vertical accountability well-defined and decision rules established

> Sound **management** and **coordination** to ensure a close link with local elected officials and all relevant partners. In that respect, at least one full-time employee is a must for efficient coordination and communicating the culture of prevention within institutions involved in urban safety issues

> Trust and **confidence** built between all stakeholders

> Adequate structures guaranteed for all participating partners:
- formal assemblies for setting up overall directions and objectives,
- smaller, more interactive structures ensuring daily management
and maintaining frequent contacts within the network.

> Protocols of cooperation for data information sharing at a local level along with protocols drawn up at a national level between institutions to stimulate local partnerships.

> Internal cooperation within the institution where modifications and even radical reforms should be put in place in case working groups are not operational. Moreover, it is highly desirable for the urban safety department

to collaborate with the social and wealth fare security departments as well as cultural institutions since the prevention of criminality affects all aspects of the daily life of residents.

> Effective delivery. Select the most appropriate delivery groups adapted to the specific character of local safety problems e.g. neighbourhood watch, women's associations, football fan groups etc. Regularly monitor and provide support to their activities.

> Training adapted to particular needs of partners (technical, project specific, academic…)

> Transnational networks of partners and **forums** for discussions and exchanges of ideas to prevent isolation of professionals, e.g. European Forum for Urban Safety incl. national forums, German Forum For Crime Prevention, (Deutsches Forum für Kriminalprävention) and German Congress on Crime Prevention (Deutscher Präventionstag**)**, which brings together every year a wide range of partners (experts, practitioners, exhibitors…) in the area of crime prevention, and functions as a forum for the practice and fostering exchange of experiences.

> Regular visits to partners' organisations to mobilise and convince them about the usefulness of joint activities.

DEVELOPING RECOMMENDATIONS FOR A EUROPEAN SCHEME OF CRIME PREVENTION

4

4. DEVELOPING RECOMMENDATIONS FOR A EUROPEAN SCHEME OF CRIME PREVENTION

One of the fundamental objectives of the Cultures of prevention project was development of the conditions and recommendations for the transfer of policies and practices in the area of crime prevention taking into account the cultural differences and preparation of a basis for a European model of crime prevention.

Numerous discussions held during working seminars in Liverpool, Budapest and Brussels shed light on similarities across Europe and facilitated determination of a set of recommendations built around 6 priority themes presented in details below, common to all cities/ regions/ countries represented in this project.

4.1 Taking into account citizens' perceptions

As already mentioned in section 3.1 of this report, the fear of crime and the feeling of insecurity have appeared as separate problems of greater importance than ever before. Consequently, their reduction has become one of the priority areas for action for local elected officials implemented via their personal involvement and introduction of public reassurance programmes.

Concerning the lack of tolerance, it is often associated with the sense that the crime and related problems are out of control and a feeling of powerlessness and inability to protect oneself and one's family. Social factors play a key role and lead to different attitudes towards crime: residents of certain neighbourhoods feel abandoned (by public services, businesses...) and isolated. In these disadvantaged neighbourhoods with poor living environments, one might have the impression that people have become increasingly used to the notion of insecurity and the lack of safety. On the contrary, inhabitants may no longer express their opinions or make complaints because of their fear of retaliation, but this reaction should not be confused with indifference. It is more a matter of hopelessness that certain problems in certain areas cannot be re-solved or ameliorated. In the culture of crime prevention there is, however, no room for the view that nothing works, nothing can be changed. The silent majority of 'tolerant' people still want to conduct their lives free from the fear of crime.

Intergenerational misunderstanding between the older and younger population along with the lack of willingness for both groups to live together is another factor influencing the scale of tolerance. Participants note an increasing intolerance towards young people. The frustration of young people, their adolescence crises and their behaviours are difficult to understand, and even more difficult to change. In order to address this specific issue the UK government has just launched the *Respect* agenda, to facilitate intergenerational relations. While often parents and schools feel they can no longer influence the behaviour of young people, other parties like commercial companies – in the fast food, drinks and leisure industries

play an important role in shaping young people's attitudes towards life and their behaviour and must be taken into account when designing an education and crime prevention strategy.

Local people may find it quite difficult to distinguish between what is serious crime, anti-social behaviour or a nuisance. Moreover, regardless of what sort of crime prevention activities are implemented it is probable that residents will always find something to complain about partly because peoples' standards are rising and partly because crime and anti-social behaviour is an ever-changing problem. This is where a good communications strategy needs to be prepared by local elected officials. This should be regularly updated with new actions in process, which will help increase visibility of implemented programmes. Local elected officials should invest their efforts in ensuring that specific programmes, for example, for young people facing crime, are highly visible and well promoted. Another way to increase the confidence of local residents is to promote solidarity and community development and providing support to victims of crime and violence.

Fondation Roi Baudouin, Listening to the feeling of insecurity, Belgium

General report on the feeling of insecurity published by the Foundation Roi Baudouin is a finalisation of a two-year process aimed at better analysis of the feeling of insecurity among Belgian citizens[33]. The main results of this process are built around five central issues:

- citizens should be listened to attentively and their concerns treated seriously;
- the phenomenon of insecurity is never the same and a range of security-related problems is very wide;
- there is a need for a specific approach, tailored to individual needs of the selected area;
- reducing the feeling of insecurity is the issue of everyone. However, the monopoly of legal violence belongs to police and judicial authorities;
- the problem of the feeling of insecurity has become a global social phenomenon and it can not be solved via the application of easy solutions. Therefore, all aspects of the feeling of insecurity should be addressed without forgetting that complete security will be always an illusion.

4.2 Ensuring participation of citizens

Everyday proximity with citizens is essential for diagnosing and evaluating problems and constructing reasoned responses to them. Participation of civil society has become one of the crucial aspects of urban security strategies at the various levels of government in charge of crime prevention and security.

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33 The complete report can be found on the website of the Foundation Roi Baudouin: www.kbs-frb.be

Currently, there is a lot of discussion across Europe about:
- Active Citizenship
- Community Engagement
- Community Cohesion

In a mobile society it is difficult to define what communities are and who belongs to them.

Therefore, it is important to distinguish from the beginning what the term neighbourhood and what the term community mean. If neighbourhoods are defined as physical locations where groups of people live and communities as groups of people who share a common set of interests, then it seems natural that the effort to enhance community engagement has to take place on at least two levels:

- In neighbourhoods where people live
- In communities where people are already involved

Involvement of citizens encounters two obstacles: the monopoly of force exercised by the police and individual freedoms. Thus a question often arises as to what extent an individual should be involved in an activity that may give access to confidential information about another person.

Furthermore, it is felt that citizen involvement should not be encouraged only when public services are failing (by lack of resources, or efficiency).

Citizens' motivation increases via direct and personal interest and when they assist in a short-term resolution of a problem, where initiatives are not long-lasting. An important point in e.g. the British Neighbourhood Watch scheme is that it brings together the will of many people to become involved for the benefit of the community and of immediate personal interests.

Citizens can be involved in many different ways. A ladder of citizen participation proposed by Sherry R Arnstein[34] consists of eight different rungs corresponding to the extent of citizens' power in determining the end product. The bottom rungs of the ladder are (1) manipulation and (2) therapy, which describe the levels of "non-participation" and are a substitute for genuine participation. Next come (3) informing and (3) consultation, at which stage citizens may hear and be heard, but lack the power to ensure that their views will change the status quo. Rung (5) placation allows the citizens to advise, but it is still the power holders who retain the right to decide. Further up the ladder, citizens can enter into a (6) partnership that enables them to negotiate with authorities. At the topmost rungs, (7) delegated power and (8) citizen control citizens obtain the majority of decision-making seats, or full managerial power.

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34   Arnstein, Sherry R. *A Ladder of Citizen Participation* . JAIP, Vol. 35, No. 4, July 1969, pp. 216-224.

The challenge for the police, civic authorities and community development organisations is about how to develop and promote good citizenship and participation in most disadvantaged and social excluded neighbourhoods. This is a difficult task since the state has a duty to protect its citizens from the risk of crime. This is the function of the criminal justice system and the citizens have every right to expect the state to protect them. However, with rights come also responsibilities and the residents are expected to be a good citizen by e.g. obeying the law of the land and understanding that they have a responsibility to the community, environment and law.

Local authorities can help the public to become more effective citizens and promote effective citizenship by communication, capacity building and cultural change. Effective citizens are members of the local community being ready, willing and able to get involved in local issues. This is not simply about people having the opportunity to participate, but also about possessing the skills, knowledge and confidence they need to take part[35].

Promoting participative democracy in the city of Roubaix, France

Setting up a Neighbourhood Centre (Maison de Quartiers).

The city called on citizens to participate in its setting up of a neighbourhood centre by designing its layout, and follow-up throughout its realisation period.

The Neighbourhood Committees were already set up in the city in 1977, with the aim of giving the population the chance to contribute and have their say, through independent Neighbourhood publications, regarding the municipality and its orientations. That is where the key lies to rich multi-cultural diversity and the success of republican values.

The city of Roubaix is made up of five town councils, with five corresponding neighbourhood councils. These consist of :

 - Neighbourhood Committees and social centres;
 - CEMPI – Commission Extra Municipale des Personnes Immigrées (Extra Municipal Commission for Immigrants) ;
 - Youth Council;
 - Associations, Institutions and Companies.

The list, proposed by the Neighbourhood Town Council, is validated by the Municipal Council. The Neighbourhood Mayor presides over the Neighbourhood Council. Regarding its role, the Council is a local place for listening, expression, and consultation on projects. It issues a consultative opinion on projects and facilitates the Partnership. It democratically consults and advises residents on their accommodation conditions, the state of buildings, the layout of sites, with a view to preparing adapted renovation projects. They carry out rounds with residents to visit dilapidated buildings on account of the renovation proposed in the social cohesion plan drawn up by the

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35 More information about effective citizenship in *Promoting Effective Citizenship and Empowerment*. Office of the Deputy Prime Minister: London. February 2006

Minister Borloo, implying the renewal of the City. (ARNU – National Agency for Urban Renewal). In short, the Neighbourhood Council is a meeting place for actors in the field and public or private economic agents. The objective is to encourage, through proper adapted town planning, the promotion of citizenship and civil response, the training needed for the creation of employment, professional insertion and reinsertion for the well-being of everyone.

One of the key elements in preventing crime via designing interventions to reduce burglary, drug dealing and the harm caused by drugs, to reduce youth nuisance and involvement in crime and anti-social behaviour and deal with environmental squalor is to create paid jobs for residents as well as volunteering opportunities. In this way one can help not just to increase citizen participation, but to build the social capital of the neighbourhood since public money remains in the neighbourhood, increasing its economic viability.

In England and Wales – as in most countries – there is massive citizen participation in many aspects of civil life that are relevant to preventing crime and enhancing a sense of safety. Examples include:

- Unpaid magistrates
- Volunteers engaged in helping crime victims through Victims Support
- Volunteer mentors working with 'at risk' young people
- Volunteers working with the youth justice courts on referral orders
- Special constables and other volunteers working with the police
- People involved in running youth clubs for young people – football, cultural and social activities
- People already involved with management committees and task groups in regeneration programmes

Volunteers in the Youth Justice System in England and Wales

There are a number of roles volunteers can play in the youth justice system in England and Wales. These include:

- Appropriate adult, who attends the police station when the police wish to interview a young person, but their parents/ carers either will or can not attend. The appropriate adult is to ensure that the young persons' interests are represented and their rights are respected.

- Mentor, who can have a variety of roles, from supporting young people going back into education or training, helping them to find a job, or improving their literacy and numeracy skills

- Youth Offender Panel member. Working on a Youth Offender Panel gives a volunteer the opportunity to be involved in creating a programme of activities for a young offender that will ensure they repair the harm caused by their offences and address aspects of their lives that cause them to offend.

Local authorities should have qualitative and not quantitative goals in the field of citizen participation: most citizens do not want automatically to participate, although they are encouraged when they can perceive effective public action, and their involvement requires time and effort from local project managers. The opinion of citizens, including the most marginalized, should nevertheless be taken into account. One of the ideas is a regular organisation of formal consultations within working groups with the participation of a wide number of stakeholders in order to prepare a local action plan and set performance indicators reflecting the local urban safety reality. Once the plan is defined, space should be given for local initiative and creativity for implementation of activities. These should be complementary to one another in terms of objective and approach so as to avoid the overlapping of actions already realised and to achieve a greater synergy effect.

Regular dialogue and monitoring should be held not only when preparing a local plan, but also during its realisation and directly after in order to evaluate the activities carried out, introduce modifications and consult all actors involved for the development of new priorities.

Although consultations with the local community are a very important aspect of a reliable crime prevention action plan, constant questioning can very often lead to citizens' fatigue and complaints. Therefore, more attention should be paid to careful preparation of surveys, genuine interactivity with persons surveyed, as well as drawing conclusions from previous findings.

Victim surveys show that most minor crimes and anti-social behaviour are not reported to the police or other authorities. There are several reasons for which citizens do not report:

- They might be afraid of reappraisal by neighbours and other residents,
- They find that the procedures about reporting an incident at the police are too complicated and time consuming,
- They may not be bothered about minor, not serious crime,
- Cases of domestic violence are often not revealed by individuals as they are a source of personal anxiety,
- The judiciary and law enforcement authorities are slow, which is a discouragement for citizens.

If one wants to encourage citizens to report more crime, the way of reporting must be facilitated and better ways of responding to these reports should be elaborated – e.g. explaining to people what action has been taken to deal with the reported problem. Finally, interventions of citizens when they see a crime happening or a situation that is going to lead to a crime must, naturally, be appropriate and not put the citizen at risk.

4.3 Promoting and implementing an integrated approach to partnership

As it has been jointly agreed by project partners, efficient crime prevention policies require an integrated approach to partnership involving a wide range of existing and potential partnership institutions.

First of all, successful partnerships should be adapted to the local environment needs and concentrated on a well-defined area. A precise goal of a partnership structure must be clearly specified in each case. In some countries, e.g. the UK, partnerships can be created solely for the pursuit of government funding, which does not promote long-term activities. It happens that the distinction between policy, planning and delivery is blurred even though a partnership itself can not deliver services. These are provided by other institutions such as implementing agencies or non-governmental organisations. Problem solving partnerships are not rare in the countries represented. Joint mobilisation of resources e.g. provision of services for drug addicts can be aimed at finding the ways to encourage the persons with drug problems into medical and psychological treatment.

Integrated Attendance (IA) Project in the city of Matosinhos, Portugal

Within the framework of the IRVA project (Real Insertion into Active Life), financed by the European Initiative EQUAL, Matosinhos Town Council, ADEIMA (Association for the Integrated Development of Matosinhos) and the Social Welfare Institute – Oporto District Centre for Social Welfare, have acted as partners in conceiving and implementing a new methodology for social attendance and accompaniment, with active collaboration from local institutions active in the field of social attendance/accompaniment.

Integrated Attendance aims to:
- Create integrated responses and avoid fragmentation;
- Optimise resources in terms of attendance and reduce waiting time between diagnosis and response to the problem(s) identified;
- Qualify the intervention.

IA does not involve the creation of new services or attendance structures; rather it is a new way of conceiving, organising and managing existing services, guaranteeing greater yield from the resources and a strong coordination between the different agents. IA is governed by the principles of working in partnership, multi-dimensional approach, territorialisation and participation. Working in a network ensures coordination between the various institutions with local intervention in order to promote integrated activity, joining together synergies and resources, avoiding overlaps in terms of attendance service level, and facilitating the process of accompanying a person/family.

Matosinhos Town Council has always focused on experimenting with new responses to the problems in the municipal borough, and has therefore made heavy investment in this new form of organising and managing services to provide better attendance and social accompaniment for the underprivileged of Matosinhos.

A wide range of partners has been determined with whom local authorities have the possibility to cooperate in the area of crime prevention. Particular attention was paid to cooperation with the education and the justice system, NGOs, private companies and the media which have emerged as an additional partner due to their reporting on crime prevention activities.

The justice system

Involvement of the criminal justice system in crime prevention differs considerably from country to country. In the recent years alternative sanctions, like service to the community or probation are encouraged instead of imprisonment.

In Hungary, public prosecutors are becoming the partners of other institutions involved in crime issues and participate in defining crime prevention policy. They can be partners of local crime reduction coalitions and local authorities. This development has been accelerated by both petty and more organised crime. In addition, new places are being created where people are specialising in certain types of dispute (e.g. domestic violence or anti-social behaviour). In these "community justice" places judges do not always appear, while prosecutors and mediators are always present. This community justice system aims to provide redress and mediate between victim and offender.

In most cases, the justice system and the community cooperate on the implementation of accompanying measures and the penalty executions.   In Brussels a system of assistance has been set up for prisoners who have a substance abuse problem. Partnerships with the private sectors are established to facilitate professional reinsertion of the socially excluded. In Hungary, the Ministry of Justice has set up a system of legal assistance institutions that provide help to socially and financially underprivileged persons in enforcing their personal rights.

A system of assistance for drug addicts in the city of Brussels, Belgium

Two specific structures have been implemented within the context of the drug addiction part of the security contract for the most marginalized drug addicts, left apart by traditional assistance structures (notably those whose situation at the National Health Service is not sorted out) and who can present a problematic consumption, not only as regards themselves but also as regards public safety :

- An accommodation and day centre (Transit, with a regional vocation), with a psycho-social accompaniment and a syringe exchange counter;

- The SAS project, day assistance centre, with a psycho-social and professional accompaniment of drug addicts.

The particularity of these centres is that they offer a unilateral reception, without any condition (other than not disturbing the internal rules of the institution). Therefore, they offer an individual follow-up and a psychosocial guidance with a view to put the drug addict back into a proper administrative and sanitary situation in order to favour his re-socialisation. Some relays are activated by these services and promote

reintegration. These arrangements aim at the well-being and the autonomy of their users, and indirectly at the reduction of public nuisances linked to the marginalization of the drug addicts. This way, police officers (or any other relay), who often find drug users on the street in a 'wandering situation' and for whom a judicial answer would not be appropriate, have at their disposal – thanks to the Transit centre – a service where drug addicts can find accommodation and accompaniment. Reinsertion therefore takes place outside any judicial constraint.

Some of the SAS staff also goes to prisons in order to help convicts, if necessary, to prepare their reinsertion – as regards administrative, accommodation matters as well as medical and/or psychological follow-ups.

A lot of debates currently taking place signal a great need for a better defined role of the justice system with a view to reinforced cooperation and more efficient enforcement of community-based sanctions.

Local authorities play a critical role in the success of these community-based sanctions by offering positions within their departments (often parks and building maintenance) to offenders, as well as in providing employment opportunities for ex-offenders. The fight against recidivism requires a coordinated effort of employment, health, housing sectors, which can best be led by the local authority itself, with the help of specialized NGOs.

The education system

Similarly to the involvement of the justice systems, the level of participation and contribution of the education system to crime prevention activities varies from country to country. In the region of Tuscany the main activities co-financed by the region with the active participation of schools and parents are targeted at reinforcing the respect of legality among young people and carried out via e.g. workshops and talks on the topic of "How to become a good citizen". In other countries such as the UK, the elements of prevention (road safety, drugs' abuse) are integrated in the education curriculum throughout the year.

In the city of Matosinhos, the municipality assists teachers in preparation of prevention plans for risk behaviours. Their implementation is followed by the teachers assisted by social workers who help evaluate the plans, anticipate and introduce adequate modifications. It needs to be stressed that the plans for prevention are aimed at the identification and reduction of all sorts of risk behaviour. While individual interventions are focussed on teenagers and children at risk who are guided to develop social competences allowing for prevention of misbehaviour activities, field work can be more universal and directed at student population in general. Sole targeting of "difficult" students should be avoided so as not to put "labels" on those causing particular educational problems.

In the UK, BEST (Behaviour, Educational, Support Teams) teams have been set up, consisting of representatives of the police, psychologists, social workers and other specialists who work together on the prevention of risk behaviour such as school bullying and violence. In Hungary, DADA (smoke, alcohol, drugs and aids) project is implemented in the framework of which policemen intervene on the subject of e.g. self-protection. Moreover, peer groups' meetings are organised where students from other schools provide best practices and share experiences.

In order to make the contribution of the education system more effective, schools themselves have to become more attractive for their students. At the same time, they have to take up more responsibility and offer more assistance to those choosing truancy rather than studying. Equal access to education and assistance for all learners, as well as more attention paid to those in particular needs seem the optimal solution. Moreover, prevention carried out with the education system should include not only teachers and directors, but also students and their parents. Strict rules of behaviour incorporated in prevention strategies prepared by all partners should be equally obeyed by all involved. As some research has shown, bridging the educational "gap" and achieving high learning outcomes can also be the successful way towards reducing school violence.

Prevention of unexcused absence from classes, Germany

*Progress***, pilot project of the government of Lower Saxony**[36]

In order to implement the programme of the government of Lower Saxony, the federal state prevention council of Lower Saxony was commissioned to carry out a pilot study in the cities of Delmenhosrt, Hanover, Osnabrück and the administrative district of Friesland under the auspices of the applicable Ministry of Culture.

A particular problem addressed by the project is pupils who become involved in criminal acts during actual school hours. The studies have shown a link between truancy and delinquent behaviour, e.g. the committing of shoplifting or violent offences.

The project is aimed at expanding, specifying and improving both the communication structures in place between the parental home and the school, as well as the consultation and support system within schools. Schools are to be encouraged to respond to absence from lessons using educational measures, in particular:

- Contractually binding agreements put in place between schools and parents/ legal guardians in order to provide teaching staff with the impetus to investigate the reasons for frequent absences;

- Agreements that parents and legal guardians report the absence of their children and how they can be reached;

- Truants are to be sought out through co-operation between schools and "Regional centres for occupational integration";

- Supportive measures are to yield greater effect during education e.g.

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36 The practice selected from the Federal Criminal Police Office (Bundeskriminalamt). Crime Prevention in Germany. *Selected examples of projects in the « Infopool Prevention » database.* 2006

educational counselling services, social group work, social pedagogical counselling etc.;

- Teams of helpers consisting of counselling and liaison teachers, school psychologists, communal social service employees, child guidance clinics, school doctors are to be established at schools.

Within the scope of youth-specific prevention concepts the police have been working in close co-operation with other authorities such as the municipal prevention councils. These councils as a rule open up opportunities to organise networked action and influence through the sphere consisting of the school and the youth welfare service.

The business sector and the private security companies

In some countries public-private partnerships are promising and bring about positive results. The security industry is already providing a range of services to the criminal justice system. In the UK these include:

- Prisoner escorting between court and prisons
- Electronic monitoring
- Secure transport for personnel and forensic documents
- Storage and management of records
- Building and managing prisons (*there are seven such institutions in the UK*)
- Building and managing police estate including custody suites
- Guarding courts
- Managing Forensic Medical and Interpreters Services

The services listed above are provided for the service provider under contract conditions designed to ensure that high standards and performance targets are maintained. It is not the case that private companies take over the control of services and work independently. The police or prison department remain in control of operations. And the contractor works for and with the agency customer.

There are several types of public-private partnerships and the most common are the following:
- Collaborations – in town and shopping centres, trading estates and on public transport where the security may be supplying security services and is part of the team working to reduce crime risks.
- Contracts – where the security company contracts with the police to provide services. This may be security for the police estate, protecting crime scenes, storage and collation of records and intelligence reports.
- Private Finance Initiatives – where a consortium of contractors (builders, investors and security companies) contract to design, build and manage buildings and services. These facilities can include police headquarters, courts, prisons and detention centres.

As the experience in the UK has shown, the private sector can offer better and more efficient services, better value for money and more opportunities to release trained personnel for front line services. However, the involvement in the private sector in delivering criminal justice services has not been without controversy. As a matter of civic principle some argue that if the state takes away someone's liberty the state should control and manage the whole process from arrest to detention to release and re-settlement. Others argue about the erosion of professional standards, the loss of control and the increased risks to the offender, the public and the agencies responsible for dealing with them. Moreover, competition to offer the lowest price can have perverse consequences for the quality of the service: under-trained staff, reduced procedures, which undermines the objectives of security.

It is recommended that the activities of private companies should be regulated and that the positive relations should be encouraged between police and the private sector.

There are many possibilities for the business sector to support crime prevention work.

One of them is regeneration projects of run down business areas that have been funded and driven by the business sector in Europe. The idea is to work with the local authority to levy a business tax to improve the area by cleaning up environmental squalor, having a visible security presence on the streets, dealing with street begging and drink and drug abuse, dealing with graffiti and vandalism, making the area look safe. The project is run by the business community, supported by the local authorities and the police.

Some companies provide facilities for voluntary organisations. This may come in the form of releasing staff to undertake projects with voluntary organisations, providing management coaching or administrative services.

All this suggests that the business sector and the security industry should be seen as potential partners in developing crime prevention strategies and that their business know-how and goodwill should not be harnessed.

The voluntary sector

The potential of the voluntary sector to contribute to crime prevention by delivering services and projects and by harnessing citizens as volunteers and mentors is huge thanks to the fact that more can be achieved than when working separately.

Non-governmental organisations (NGOs) perform a variety of service and humanitarian functions, bring citizen concerns to governments, encourage political participation through provision of information and intervene in international relations. They provide analysis and expertise, serve as early warning mechanisms

and help monitor and implement international agreements. Some are organized around specific issues, such as human rights, trafficking in human beings, urban security, domestic violence or neighbourhood watch. Others can be involved in publicising illegalities and frauds in particular fields. At the same time NGOs can take up the role of providing divergent opinions about cultural and religious associations incl. sects. There are also cases of voluntary organisations offering e.g. free and professional assistance for victims of crime and violence.

The great strength of the voluntary sector is its independence. But like most great strengths it is also its weakness because it is very difficult to get voluntary organisations large or small to work together; the value they attach to their independence and their special identity can be an obstacle to cooperation. In addition, many voluntary organisations to survive, let alone thrive, have to compete for scare resources from the public sector, from charities and foundations.

Recently in the UK, voluntary organisations have been urged by Tony Blair's Government to become part of the public sector reform programme. Known as 'The Third Way', the concept is to have voluntary organisations competing with and/or collaborating with the public and private sectors to contract to deliver services that are currently delivered by the public sector.

Partnership with the voluntary sector, the city of Brussels, Belgium

National Theatre - *Zone Franche* Project

This project is a good example of partnership. It relies upon the opening of a professional theatre for young amateurs, meetings with professional actors in order to participate in the creation of various performances. The collaboration links the National Theatre, the suicide prevention centre, Amnesty International and asbl Bravvo (project partner).

Since September 2005 the National Theatre's team has been devoted to developing creative work with youth centres, around three plays focussing on topical issues such as stress and anxiety amongst teenagers today, urban violence and racism and the desire for fame. These three plays have been the pretext for numerous debates and workshops with teenagers, comedians and the directors of the plays, working together with the performers in order to start off and accompany the youths.

Several different preparatory workshops have been set up for several months and the project culminated in a three-day festival (14th, 15th and 16th April 2006). Young talents from the centres provided the performances (tricks, break dancing) or helped out backstage, alongside professionals acting in the three plays. The group from the Willems centre presented a mini-show based on the biography of Mohamed Ali.

The impact of the project has been very positive: an audience of young people, sometimes judged to be difficult, and completely unfamiliar with theatre, have had the chance to tread the boards of the most prestigious theatre stage in the French community. They were invited to improvise, to act or rap on stage. The youths from

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the Willems centre quickly got into the workshop lead by the director of Boxing, a play which concerns the difficulty of finding one's place in a society obsessed with success. The youths also became hosts, writers and actors for the National Theatre. The theatre's participants emphasised the important role of the performers, mixing artistic and educational professionals.

The media

The role of the media has been widely discussed as recognised as an important partner in crime prevention. Nowadays the media suffer from a lack of expertise on the subjects of crime and safety. As a result, they are often attracted by demagogic impulses, as well as suspicion and anxiety. They offer interpretations on premises which are not always verified. Similarly, the figures and crime-related data are often distorted and do not provide a real image of crime and prevention. As a result people tend to dramatise events while the politicians do not take into consideration existing research, which gives way to extreme attitudes and approaches.

The above is especially true for the entertainment press and television that can sensationalise crime problems, promote ill-informed or distorted opinions. On the other hand, the serious and highly renowned press and television usually carry much serious commentary and reporting on crime-related issues. In addition, a distinction can be made between the national and local media since the latter are more sympathetic to successful crime prevention measures, generally more tolerant and willing to promote good practices as opposed to the national media.

Therefore, the role of the media should not be limited to the one of a conveyor of violence in the word (e.g. representation of massacres and conflicts). They should be actively encouraged and supported to provide more objective information with positive examples of successful crime prevention activities.

A close and regular relation with the media is crucial so that readers and TV viewers could learn about usefulness of crime prevention activities. It is also in the interest of the media to receive practices of prevention stories as these are easier to broadcast then prevention figures. Strategies for a permanent broadcasting of information should be thus developed, as well as a pro-active approach to encourage discussion with the public on urban safety issues.

Many local authorities in the project have decided to centralise all their relations with the media, by appointing a communications specialist in charge of coordinating messages to the press. A media centre can be set up, as the exclusive interlocutor of the press, with disciplinary sanctions for those within the local authority who choose to speak to the media directly. Others use the hierarchy within each department to have one voice and a single message towards the press.

4.4 Developing and applying a clear and transparent methodology to crime prevention

As a result of joint discussions held during working seminars in Liverpool and Budapest a broad consensus has emerged with regard to crime prevention methodology, inseparably linked to the development of a crime prevention culture. The following measures have been considered as essential:

> **Defining the relevant region or area for intervention** depending on the nature of the problems to be dealt with (prevention of drug addiction, safety on public transport etc.) and the powers of authorities (national, regional, local, municipal, even intra-municipal);

> **Conducting an audit and analysis** shared between all partners involved, dealing with the demand for security on the one hand (statistics, qualitative approach, victimisation surveys, fear of crime study) and with the security supply on the other hand (individual to each actor, but also forming part of a partnership dynamic). This audit approach should be regularly updated in order to take account of the evolution of the nature and significance of problems and to therefore adapt local solutions;

   - **Analysing the problems using statistical evidence,** supported by the views of people who experience the problems and local authorities, as well as community workers. As wide and relevant a range of statistical data as possible should be used including the ones received from the police, judicial authorities (if available), education systems (data on e.g. violence at schools and bullying, drop-outs from school, educational attainment etc.), transport (data on cases of crime in public transport), results of evaluations of fear of crime and the feeling of insecurity, victim surveys;

   - **Collecting the data on others than the local level**, e.g. the regional level where economic and social indicators can be gathered and provide a very important perspective on the local security situation;

> **Production of an interventions options strategy**, taking into account "tried and tested" practice, what resources in money and personnel are available;

> **Creation of an Action Plan** complete with performance targets, timetable and anticipated results that can be evaluated and on which each partner is willing to compromise. It is important to make a distinction in the Action Plan between short and long-term targets such as the reduction of social exclusion or drop-out from schools. Educational, preventive, dissuasive and repressive solutions should be also incorporated.

> **Receiving approval for the proposed Action Plan** from the main stakeholders and the community and its formalisation through the conclusion of a contract or a protocol for cooperation between partners. Within this framework, it is useful to give particular attention to ethics.

> **En**suring **sound management of the Action Plan** implementation and performance;

> Encouraging the participation of beneficiaries in the setting up of activities: involving them from the audit phase onwards (information, consultation, participation, analysis of beneficiaries' responses);

> Earmarking available resources for adequate priorities and trying to provide long term funding for interventions and activities and where possible incorporating these into main stream services;

> Creating a monitoring panel and encouraging the setting up of local crime observatories allowing a better all-round understanding and analysis of the local phenomenon of insecurity;

> Ensuring a regular and ongoing evaluation of the action plan and allowing it to adapt to an evolution of the situation as well as a reassignment of means, if necessary. It is advisable to reflect on the indicators relevant to evaluation enabling the concrete effects to be measured, in the short term (problem solving) and in the longer term (transformation of situations, impact on the populations and actors, measuring the expenses and prejudices avoided thanks to the prevention action). In this evaluative approach, there is also room to consider the impact of external variables which could influence the evolution of crime (urban renovation projects, measure favouring employment, programme for the prevention of school failure…).

> Ensuring quality in crime prevention via the application of instruments of quality management. The 5 "Is" of Professor Paul Ekblom (Intelligence, Intervention, Implementation, Involvement and Impact) and the Beccaria standards are particularly interesting for increasing the efficiency of crime prevention and are embedded in a framework of so-called evidence-based crime prevention[37].

> Regular analysis of evolutions and trends in crime in order to **anticipate future problems**, to develop adequate strategies (for example, on the question of urban violence or gangs of youths), modify the plan and prevention activities accordingly.

> Systematic **communication of crime data** and continuous update for inhabitants is crucial, but problematic esp. when it can have economic consequences on a given area and e.g. discourage investors or tourists. Communicating practices in the area of crime prevention can be difficult when national TV channels and media are reluctant on broadcasting them even though numerous data are transferred. On the contrary, local media are more interested in presenting local crime prevention stories.

The regional observatory for security, the Veneto region, Italy

The Observatory was established in February 2003 with the aim of being the instrument to monitor urban security problems and support the projects executed by Municipalities and Provinces. It is a "control room" on a wide and complex territory, able to gather and analyse data and information, but also to operate for the evaluation and the monitoring of the projects realised and to provide support for the local police.

The Observatory concentrates on four different types of activities:
1. research;
2. support to projects;

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37 Erich Marks, Anja Meyer and Ruth Linssen (Eds.). *Quality in Crime Prevention*. Landespräventionsrat Niedersachsen. Hanover. December 2005.

3. documentation;

4. communication with both citizens and experts.

Within the RESEARCH area the researchers are involved in several projects on urban security:

- Data collection on the phenomena of deviance and crime and elaboration of crime mapping and of "security profiles" in a regional, provincial and local dimension. This precise knowledge of the local problems aims to identify the areas for politic intervention;

- Monitoring the work of the local police through the continuous analysis of their needs and work conditions (functions, number of operators and tools/instruments at their disposal and periodic training) in order to make proposals for strengthening this service;

- Surveys at the regional level on young people and their relationship with legality, in order to understand which activities have been promoted by schools on legality issues and what is the youth's perception of legality;

- Analysis of victimisation data, in order to quantify the dark number of crime at the local level, to describe the victims and measure the feeling of security/insecurity of the citizens;

- Establishment of an electronic database (SIRSU – Sistema Informativo Regionale sulla Sicurezza Urbana) for exchanging data and information between the regional and local administration.

COMMUNICATION to the public is realised through the dedicated website Veneto Comunità Sicura (www.venetocomunitasicura.it), which is the "place" for communicating and exchanging all the regional initiatives in the security issues and contains online vademecums directed at the citizens for preventing crimes.

For the collection of data at the local level, the main referents are Istat (Istituto nazionale di statistica, the national institute for the collection of statistics) and the Ministry of the Interior.

Although crime methodology tools should be primarily adapted to local needs, they must also correspond to the priorities set by national authorities where usually the most significant part of financial resources is distributed to the local level.

Some part of the discussion was devoted to the issue of how to effectively make use of the expertise of e.g. private consultants, university researchers, scientists for implementation of crime prevention action plans on the ground. According to the project partners this can be most effectively used for the phases of diagnosis and evaluation in the field of crime prevention. Their results can serve as reliable arguments for discussions with politicians and local elected officials with the aim of convincing them about usefulness and effectiveness of particular measures and interventions. Crime prevention expertise can also help anticipate and prevent future problems and develop adequate solutions. Evaluation of future economic returns resulting from the installation of e.g. alley-gating projects, implementation of prevention programmes at schools or treatment of drug addicts are a powerful 'weapon' for discussions with authorities. Evaluation results provided by experts can furthermore inspire the development of technical support tools such as local

observatories and data management systems.

Practical crime prevention toolkits and guidelines are available in most of the countries, but correct application of existing procedures and regular verification of their implementation seem the most optimal solution. Already existing standards in force for car parks, railway stations, car security and against burglary are used mainly for tertiary and technical prevention, while no basic standards are known for the evaluation of primary prevention where education and health records are often the sole accessible measures. In this respect, it is desirable to start the evaluation at an early stage, include all relevant actors (e.g. schools and communities) and carry out long-term activities for sustainable results. Where immediate actions are needed, basic skills educational courses for students with learning difficulties and these with special needs can be provided to help reduce educational gaps.

While discussing how crime prevention cultures can be developed in institutions and organisations and in work with partners, it might be worthwhile to consider whether or not crime prevention should be incorporated into the Health and Safety at Work legislation (following the UK example). This legislation requires all organisations to follow practice and procedures that cover all aspects of organisations existence from physical property, operations and activities.

Such a development could involve:
- Undertaking annual audits of crime risks
- Developing action plans to reduce risks
- Reporting procedures when crimes occur
- Audits of procedures by the HASAW Executive
- Appointment of crime reduction champions
- Legal liability for organisation managers if HASAW responsibilities are not fulfilled

Whilst this proposal to make crime prevention a legal organisational requirement may not seem to be a 'cultural' development, since it is more related to administrative and procedural aspects of the organisation's functioning, another approach was presented and proposed as a complementary method. In the south-European countries, a comprehensive and universal culture of prevention is promoted with a common goal and a transversal approach to urban safety. In countries like Portugal and Italy, where the goal of crime prevention is not always explicitly presented, positive impact on urban safety is achieved thanks to joint mobilisation of resources and complementary activities carried out by staff members from various departments, who show a shared interest in safety and are motivated for the realisation of a universal goal of crime reduction.

Project partners were also trying to answer the question whether it is possible to find the missing link between strategy design and implementation. This is believed to be a strenuous task for politicians who struggle to prove successful realisation of a strategy to remain accountable in front of their electorate. 'Glossy' strategies, not adapted to local capabilities (in terms of human and financial resources) will not facilitate this task. Realistic strategies need to have available resources earmarked for priority interventions and be implemented by well-trained staff, passionate about the communities they serve and motivated to do the job to their best ability. In some cases local "mediators" might be needed to reconcile the citizens' expectations with the priorities set by politicians and practitioners. This is of crucial importance esp. for local elected officials who can not always be accountable for long-term, sustainable projects due to limited electoral mandates. Moreover, crime prevention activities often overlap with the measures implemented by local police forces and there is a general shortage of funding for the main public concerns.

Empowering people and giving them more responsibilities in designing and implementing the strategy can help find the missing link. Inclusion of the community at all stages, starting from the consultation process to designing action plans and participating in evaluations will help both the successful implementation of action plans and help sustain progress.

4.5 Mobilising adequate resources and dividing responsibilities

There is a general consensus on the importance of authorities to strengthen efforts regarding crime prevention. This concerns both the role of government (impetus, defining orientations, distributing methodological tools and good practices, supporting networks of actors) and the role of local authorities (the importance of an elected official responsible for coordinating the local prevention policy).

According to the United Nations, urban governance is "an efficient and effective solution to urban problems by local authorities who have to respond to their actions and who act in partnership with civil society". It is founded on "an evolution from the direct provision of goods and services by the government towards an approach which gives responsibility" and which is characterised by three main strategies: "decentralisation of the responsibilities and resources of local authorities, encouragement of the participation of civil society, and the creation of partnerships with the aim of realising common objectives".

The notion of responsibility is essential: the initiatives should be linked to the democratic authority guaranteeing the common good and the respect of rights and law. From this point of view, the local government has a privileged position if it has the sufficient resources and authority.

This trend unavoidably leads to the development of levels of government for each of the issues dealt with. The division of competences should be done according to the order of subsidiarity: from local to international, including regional, national and local levels - the competence comes back to the first level in its ability to provide the best solution to the problem posed. It is an order which entails the laying out of a dialogue between the different levels of government and a transparency for allowing a sense of citizen control over the decision.

The issue of local competences has been widely discussed within the project work with the joint conclusion reached that this should be tackled not only in terms of authority, but also in terms of implemented policies, staff and financial resources, as well as logistic support. Although 70% of crime is committed in the cities, these do not necessarily have at their disposal 70% of the resources earmarked for urban safety activities. Therefore, one of the main problems arising is linked to the fact that the available resources are not always earmarked for adequate priorities.

There is a great need for a **clear division of responsibilities** on local/ urban, intermediate, national, European and international levels. It seems very hard to give a clear picture to citizens, explaining the responsibilities of all levels in the field of prevention because various systems of local government can be observed in Europe with one or two intermediate levels.

Another common concern is insufficient training for practitioners. New jobs in safety have been often created through unemployment-reduction schemes and the personnel employed for a short-term period has been frequently low-skilled. Now the question remains whether this form of employment will be maintained. Moreover, the phenomenon of physical and moral "burn-out" of the practitioner staff is not rare, which results in a great turnover. Equally important is the need to evaluate practitioners and their work, which is not an easy task without well-defined jobs and task descriptions for each position.

In order to effectively organise the work of practitioners at the time of limited resources, both in terms of human and financial capital, it seems vital to implement procedures allowing for effective management of projects and activities in the field of crime prevention. First of all, priorities need to be determined: a safety department must have ambitions that correspond to available means. In order to better organise the work of practitioners it is useful to create a system of technical coordination accepted by all partners, as well as an external system of communication with all members of the safety unit and other cooperating departments.

One should not hesitate to solicit know-how and technical support from local experts and coordinators of local safety policies already working in countries such as France, Italy or Belgium on preparing, managing and evaluation of crime prevention projects. In these countries coordinators brief elected representatives

and prepare background information. They are also expected to ensure that projects are founded on a correct and reliable assessment of the situation, which e.g. takes into account social demand. They promote participation of local networks in the process of evaluation and seek to reduce the risks associated with any evaluation and analysis (inaccurate data, incompatible sources and processing methods, reluctance to participate in a particular project or with respect to a particular area…). Insofar as this is necessary and/ or possible, coordinators solicit external studies and research in order to reduce these risks[38].

Insufficient qualifications and the lack of proper skills of the staff is a considerable obstacle for efficient task execution. At the time when project management requires skills of multidisciplinary nature it becomes necessary to regularly update the knowledge and acquire new competences for successful project work.

Moreover, effective work organisation is largely based on cooperation, understood as a joint undertaking where participants have to work together. This has a positive effect of building solidarity around the procedures adopted.

Small Region Partnership for Multiple Purposes, Hungary

Until recently traditional crime prevention practice in Hungary expected each neighbourhood to find solutions to their own specific problems. However, experience indicates that some problems cannoxt be solved locally in an isolated way. Small villages not sufficiently prepared to tackle their problems can much more effectively operate in partnership with neighbouring villages having the same characteristics. Joint response and concerted action bring about more success and need less manpower and financing. The legislation on local governments makes it possible for small regions to join their forces in partnerships under the name of Small Region Partnership for Multiple Purposes to be able to solve common problems (that cannot be done in an isolated way) as successfully as possible under the leadership of a Small Region Council. The Council comprises representatives from each village and the Boards of each locality mutually respect their decisions. The first task of a new partnership is to decide on the aims to be reached and the tasks to be accomplished. Normally the tasks include solving of health, education, administration and crime prevention problems. The government provides the financial support necessary for accomplishing the tasks directly or via tendering.

Equally important is a well-organised information campaign promoting best practices and efficient internal/ external cooperation between planning and implementing departments who may come up with innovative ideas for strategy realisation and optimise effects through combination of the results of various crime prevention programmes.

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38 More details about the role of local coordinators can be found in the EFUS publication *SecuCity Jobs: Profession Secucity Manager*. Paris. 2000

In addition, project partners commonly underlined the importance of financial **accountability** and **sustainability**. Sufficient resources, including funding for structures and activities, are necessary for crime prevention in order to be sustained. Local authorities should, however, take into account their responsibility for the goals pursued by the local safety policy and for efficient administration of the public money allocated for the implementation of these programmes. Therefore, clear accountability should be ensured for funding, implementation and evaluation and for the achievement of planned results.

Implementing crime prevention activities according to centrally defined rules can easily lead to significant formalisation of the projects/ programmes implementation. Therefore, a certain level of **flexibility** should be provided to the local level allowing for the adjustment of the projects and tools to the actual needs of individuals and local communities.

A recurring question about how to successfully implement crime prevention activities with fewer financial and human resources and more visible result remains still unanswered. Moreover, precise estimates of long and short-term costs of crime prevention and benefits are rarely available to the local authorities who usually have only the knowledge on the amounts that can be devoted to the realisation of crime prevention activities.

4.6 Embedding crime prevention in a social cohesion policy

There exist various definitions of social cohesion. The one provided by the Council of Europe[39] describes social cohesion as the capacity of the society to assure the well-being of all its members in a sustainable way, including an equal access to available resources, respect for diversity, personal autonomy and participation of citizens with their full responsibility.

Social cohesion defined as above is essential for a modern society since it enables to respond to the needs of personal development and creates a direct link between :

- individual liberty and social justice;
- economic efficiency and equal division of resources;
- pluralism and common rules.

According to the Congress of Local and Regional Authorities[40], the role of local and regional governments in developing social cohesion, the "glue" that holds communities together, is vital. The principles of e.g. social subsidiarity, social proximity, social dialogue or social justice operate best, and most transparently, at local and regional levels of government. Social cohesion is also a guarantee of

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39 Council of Europe. *Methodological guide to the concerted development of social cohesion indicators.* 2005

40 Council of Europe. Congress of Local and Regional Authorities. *Social Cohesion and regions in Europe: regional policies and action with regard to social cohesion.* CPR (9) 7 Part II. Rapporteur: Doris Ansari Obe

universal security and of protection of minority and vulnerable groups. By trying to tackle some major problems such as poverty, unemployment or exclusion, the process of achieving social cohesion reinforces the most crucial social values on which Europe has been founded.

In some countries, achieving social cohesion is closely associated with community cohesion exercised on various levels. In the UK, Local Strategic Partnerships concentrate their activities on four main policy strands i.e. safety, economy, education and housing. These four policy fields brought together in a single strategy contribute to the achievement of social cohesion along with the realisation of the programme of "cohesive communities", which focus almost exclusively on the problems of ethnic minorities.

Multicultural environment performing poorly in economic terms can cause serious crime problems. Poverty and unemployment resulting from social exclusion, dysfunctional families, racial discrimination and the deterioration of urban environments and social bands can very rapidly be correlated with firearms, alcohol and drugs.

In this respect, it is crucial to promote a cross-policies approach to crime prevention interventions along with its coordination with various policies, incl. labour market, social security, alcohol and drugs prevention etc. In that respect, socio-professional insertion of socially excluded and persons in need is a practice helping vulnerable groups to regain their confidence and become financially independent.

Integration of persons in need in the city of Roubaix, France

The Security Employment Service (SES) Association is a working project for integration with the agreement of the French Government. Its head office is in the city of Roubaix. Its aim is to recruit through aided contract people in great difficulty. It also aims to make school surroundings safer, to ensure mediation with the population and to correspond to life styles.

Some of the specific and innovative aspects of the Security Employment Service Association include:

1. The Fight against crime and repeat offences (the fight against petty and medium offences)

The SES Association recruits through aided contract people who have been convicted for short sentences and who are out on leave on the condition that the crime is not linked to children. This type contract helps them to reintegrate socially and professionally and gives them a chance to get out. The close collaboration with the National and Municipal Police allows them to have a new image of authority.

2. Aid and protection for battered women thanks to socio-professional insertion

The SES Association specialised in the security and mediation recruits battered women through aided contracts in order to allow them a way out financially and to acquire a certain dignity within the family framework. The accompaniment proposed allows them to know their rights and to respect themselves. A woman who is financially independent can retrieve her status and become a reference for her children.

3. Relay agent and life style

The SES Association through its 88 aided contracts shared out over the Roubaix region, has become a mobile observatory of life style. Thus through their preventative presence, incivilities have declined and the respect for surroundings is guaranteed.

Moreover, achieving social cohesion can only be assured when similar values and principles are shared by all citizens. Apart from guaranteeing a free access to primary education, health sector or housing, some minimal standards should be set down for those wishing to be integrated into a given society (e.g. rights and responsibilities for newly-arrived immigrants).

In a highly globalised economy a more inclusive and tolerant society is needed for the integration of vulnerable minorities and the socially excluded.

Embedding social cohesion in crime prevention in the region of Tuscany, Italy

Integrated Social Regional Plan issued by the region of Tuscany is aimed at implementing an integrated system of actions that guarantee: the rights of "social citizenship", a sustainable quality of life, self-autonomy, equal opportunities, fight against discrimination, social cohesion, the reduction and the elimination of hardship conditions. When these phenomena are identified in a degraded urban context together with extended social degradation, the risk of social deviations and potentially criminal behaviours becomes elevated. Thinking therefore that the best social policy is based on prevention, the Tuscan Region has promoted actions in this respect. The recent up-date of the "Social Integrated Regional Plan", has given great focus on initiatives to support fragile families in need. In practice, a Social Fund has been activated to finance micro-lending or "lending on honour" to poor citizens and families in Tuscany, who find themselves in "serious but temporary economic difficulties as a consequence of extraordinary events". With deliberation of the Regional Council n.108/2004 a sum of 470.000 euro has been set aside to subsidize interests' rates on such "prestiti d'onore".

The region of Tuscany is also realising a project aimed at integration of immigrants in the framework of the project for "A Safer Tuscany". Initial Aid centres assist immigrants in severe difficulties, giving them initial fundamental help or supplying them with information in order to benefit from the services they are entitled to and advising them how to go through the administrative and legal procedures. In this context a pilot project is being realized: in the North of Florence in Borgo San Lorenzo (where the Medici Family was born) a patrician villa has been restored as a centre for poor families and women with children, coming from foreign countries.

This centre is a safe and quiet place to meet other immigrants, to learn their duties, to find a job and to begin their integration into a new community. Inside, there are a library, a multi-ethnic restaurant (a "trattoria"), sleeping rooms, one polyvalent hall, and three classrooms. The period of residence is six months, extendable to a year. The plan represents a meaningful innovation in the hosting policies and its objective is to promote the integration of various cultures in accordance with the principles of solidarity and tolerance.

SUMMARY OF RECOMMENDATIONS

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5. SUMMARY OF RECOMMENDATIONS

This part presents a concise summary of the themes of recommendations considered by project participants as most representative and vital for the development of a European scheme of crime prevention. These themes are presented in a greater detail in part 4 and part 3 presenting crime-related problems, activities, role of local authorities and partnerships in all countries represented in the project.

Participation of citizens and their perceptions

• Introduce public reassurance programmes in order to reduce the fear of crime and the feeling of insecurity among your citizens.
• Focus activities to tackle the most significant areas of citizens' concerns and fears.
• Increase the involvement of local communities in the development of community initiatives, including esp. women and ethnic minorities.
• Develop and promote specific programmes to facilitate intergenerational relations and help resolve misunderstanding between the older and younger population, which influences the scale of tolerance for offences and crime.
• Make a distinction between neighbourhoods (physical locations where groups of people live) and communities (groups of people who share a common set of interests) in planning crime prevention activities with the involvement of inhabitants.
• Analyse a typology of different levels of citizen participation (e.g. consultation, partnership, citizen control) to better understand the potential and advantages of citizens' involvement in crime prevention.
• Do not involve citizens only when public services are failing because of e.g. lack of resources or inefficiency of implemented actions.
• Try to involve citizens in a short-term resolution of a problem responding directly to their personal security needs and interest.
• Give more visibility to successful initiatives such as examples of peaceful resolution of conflicts by means of mediation and reconciliation.
• Regularly consult citizens and ask their opinions about local safety issues. (E.g. preparation, realisation and evaluation of local safety strategies and action plans).
• Develop evaluation tools to find out if crime prevention activities are effective and comprehensible to residents.
• Introduce a system of response to citizens' complaints to report on the progress made and regularly inform the citizens about the current state of proceedings.

• Increase citizens' confidence and encourage them to report all cases of crime to the police.

• Always leave space for local initiative and inhabitants' creativity for implementation of activities.

• Promote active and good citizenship by helping the citizens understand that they have a responsibility to the community, environment and law.

• Draw conclusions from previous questionnaires and findings in the area of local safety. Anticipate future risks and developments.

An integrated approach to partnership

• Apply an integrated approach to partnership with a special focus on social issues. Coordinate concerted actions of employment, education, criminal justice, health and housing sectors in order to effectively prevent the crime.

• Facilitate cooperation and a broad-based membership of public, private and 3rd sector organisations that have an interest in crime prevention.

• Clearly divide the responsibilities of all partners.

• Ensure ownership/ empowerment of all stakeholders for the diagnosis, implementation and evaluation.

• Make a distinction between political and professional actors involved in a partnership and decide who will be in charge of its management.

• Select the most appropriate delivery groups adapted to the specific character of local safety problems e.g. neighbourhood watch, women's associations, football fan groups etc. Regularly monitor and provide support to their activities.

• Explore the potential of the voluntary sector that can contribute to crime prevention by delivering services.

• Enter into pro-active relations with the media and develop strategies for regular broadcasting of examples of successful crime prevention activities.

• Provide opportunities for engagement with the private sector for crime prevention. Explore the potential successes and pitfalls.

• Encourage positive relations between police and the private sector.

• Promote a genuinely "bottom-up" approach that encourages initiatives and ideas from the "grass-roots" level.

• Identify a common purpose to bring the partners together regardless of their individual responsibilities.

• Formalise the partnership by, for instance, drawing up a partnership agreement that strengthens accountability by clearly distributing responsibilities between partners.

• Maintain a constructive and honest dialogue between all partners.

Crime prevention methodology

• Define the area that needs to be analysed in terms of problems as well as available competences and resources.
• Analyse crime prevention problems using statistical evidence, incl. the analysis of the feeling of insecurity and the fear of crime.
• Make sure that the analysis is prepared on the basis of data provided from as many partners involved in crime prevention as possible. A common vision of crime prevention challenges shared by all partners will facilitate taking joint decisions about how to tackle and reduce the crime in the area of concern.
• Try to use all obtainable sources of relevant data from local, regional and national levels that can be complementary to one another. Ensure a sound balance between "demand" and "supply" of data already collected in the area of crime prevention and on a specified level.
• Identify the types of crime included in local crime prevention policies and analyse how these have evolved.
• Produce an Action Plan containing performance targets, timetable of activities, anticipated results as well as all resources available.
• Prepare objectives and indicators for each stakeholder involved in the realisation of the Action Plan.
• Receive approval for the Action Plan from the main stakeholders and the community.
• Regularly review the Action Plan and, if needed, provide modifications.
• Make sure that the review and monitoring are carried out on a regular basis, and not only once at the end of the programme.
• Continuously anticipate future changes in crime patterns and modify the plan and prevention activities accordingly.
• Do no create unnecessarily new structures or positions. Make use of all existing competences inside your organisation.
• If necessary, do not hesitate to solicit the expertise of theorists (e.g. universities, research institutes, private consultants) for the diagnosis, elaboration and implementation of crime prevention action plans.
• Do not forget to mobilise all local actors that can be involved in the preparation, realisation and evaluation of local safety plans and strategies.
• Find the missing link between strategy design and implementation by e.g. involving and empowering communities at all stages of strategy development and realisation.

Local competences in the area of crime prevention

• Prepare an analysis of resources and competences available for each project and with regard to all indicators of performance and results assigned.

• Mobilise all existing resources (staff and financial resources, logistic support) and earmark these for adequate priorities.

• Provide citizens with a clear division of responsibilities of all levels in the field of crime prevention.

• Set up job profiles and task descriptions for local safety workers, which will help to make sure that competent practitioners are employed to fulfil tasks of multidisciplinary nature.

• Invest available resources to guarantee continuous information and training for practitioners, as well as citizens.

• Do not hesitate to solicit know-how and technical support from coordinators of local safety polices for preparing, managing and evaluating crime prevention projects.

• Make sure that crime prevention activities are performance and results-driven. Maintain the continuity of the projects which bring about positive results.

• Try to find a sound balance between short and long-term strategies for the adequate selection of priorities and performance indicators.

• Promote a common culture of joint crime prevention work. Ensure good coordination and regular update of competences of all actors involved in crime prevention.

• Develop financial solidarity on all government levels to guarantee sustained realisation of crime prevention policy.

• Ensure clear accountability for funding, implementation and evaluation and for the achievement of planned results.

• Develop "collective intelligence" and create the capacity for local engineering to solve crime prevention problems by reinforcing the relations between local elected officials and practitioners.

• Develop a social cohesion policy in your area and integrate a cross-policies approach to crime prevention interventions by its coordination with various policies, incl. labour market, social security, alcohol and drugs prevention etc.

CONCLUSIONS 6

6. CONCLUSIONS

From Liverpool via Budapest to Brussels, the "Cultures of prevention" project has proved that, beyond the diversity of historical, politico-administrative and cultural contexts, the eight partner countries of this project all face similar problems in terms of crime and all pursue a prevention policy guided by a common approach and principles.

Without masking the prevalence of certain types of crime from one country to another (more or less significant occurrences of violence with weapons, urban violence, organised crime or even domestic violence), these different European countries are equally exposed to an increase in crime which particularly affects cities and is often expressed in the form of juvenile delinquency and drug-related crimes.

Within this context, a certain consensus emerges regarding the development of a culture of crime prevention which depends on the following shared principles:

1. The governmental authorities have an essential role to play in promoting the development and consolidation of policies and strategies for crime prevention and in providing, in particular, financial and methodological support to those involved.
2. Crime prevention policies are designed to respond more closely to the needs of the defined-area and the problems of insecurity experienced by the residents. Through their proximity and their responsibilities, local elected officials have a central role in setting up measures, as well as in the co-ordination and stimulation of the partnership between cities with regard to crime prevention.
3. These crime prevention policies come within a large partnership framework mobilising numerous actors (local authorities, representatives of the private sector, non-governmental associations and organisations, social sponsors…) that must join their forces together with the aim of completing and coordinating them.
4. Local authorities have a key role in sharing information, good practice, experiences and innovative approaches between cities; they are also in charge of making sure that transmitted information is easily comprehensible and accessible to the public at large.

5. Crime prevention policies should be visible via its integrated approaches to dealing with crime-related problems, with reference to primary, secondary or tertiary prevention approaches, and mobilising responses that are educational, preventative, dissuasive and repressive. Aiming to make situational and social prevention complementary, these policies should combine short-term interventions and more long-term approaches (acting on the fundamental causes and the risk factors leading to the crime).

6. The resident-citizen association is a significant issue for the readability and effectiveness of these policies.

7. Development of a crime prevention culture is inseparably linked to the setting up of a clear and transparent methodology for all stakeholders involved.

8. Joint participation of local authorities, national associations and non-governmental organisations in European organisations, such as the European Forum for Urban Safety is necessary to take concerted action for the promotion and creation of safe urban areas. Combined collaboration of all actors with interest in local safety will give a stronger impetus for elaboration of programmes for action to be undertaken by national governments, as well as European and international organisations.

These principles, discussed and illustrated in the publication, were commonly agreed by project participants. The list is not exhaustive, though, since not all European countries were represented in this project.

Moreover, crime is changing continuously. The authorities feel that they need to permanently scan for new threats and developments on crime, as well as develop and adapt their crime prevention polices to emerging crime patterns.

It is therefore strongly recommended to pursue capitalisation and dissemination of practices in the area of crime prevention and continuously maintain good conditions for a collective European reflection on security in the cities.

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