



**International Centre
for the Prevention
of Crime**

Assisting cities and countries
to reduce delinquency,
violence and insecurity

INSPIRING POLICE PRACTICES

**Crime
prevention
partnerships**

Prepared by
**David C. Hicks
Frantz Denat
Bernard Arsenault**



AUTHORS

Bernard ARSENAULT is Director of the ICPC Police Partnership. He is Chief Inspector with the Quebec Provincial Police Force. He has worked for 29 years on all aspects of police work and has been involved more specifically with criminal investigations. He is a member of the crime prevention committees of the Canadian Association of Chiefs of Police (ACCP) and the International Association of Chiefs of Police (IACP).

Frantz DENAT, is Project Coordinator with the ICPC. Captain in the French National Police, he has been active in various management positions until he joined the training arm

of the National Police. His expertise in city policy and in urban security has brought him to various key positions in central administration, both at the regional and central level.

David C. HICKS, consultant to ICPC, is a criminologist specialized in prevention, with research experience on national drug policies for Health Canada. He is a Ph.D. candidate at Cardiff University (Wales, United Kingdom).

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International Centre for the Prevention of Crime
507 Place d'Armes, Suite 2100, Montreal, (Quebec), Canada, H2Y 2W8
Telephone: [1] (514) 288 6731 ■ FAX: [1] (514) 288 8763 ■ E-mail: cipc@crime-prevention-intl.org
Internet: www.crime-prevention-intl.org

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FOREWORD

“Police Departments are the sleeping giants of prevention. They are powerful tools that need to be redeployed from reacting to bad things to preventing them.”

Jim Jordan

Director of Strategic Planning
Boston Police Department

Unacceptable levels of crime continue to detract from quality of life, increase concerns about personal safety and fear of crime, and stimulate disillusionment with the traditional reactive approaches undertaken by police and the criminal justice system to deal with crime and offenders. In many countries throughout the world, there is growing agreement that, in isolation from other strategic approaches, reactive policing and traditional criminal justice sanctions are insufficient in deterring crime.

As political and social pressures to restore community security mount, many police services are being brought to redefine their service philosophy and bring back into focus the basic mission of the police, as defined in 1829 by Sir Robert Peel, of “preventing crime and disorder”. Knowledge and tools are being developed worldwide to respond more efficiently and cost-effectively to the contemporary challenges posed by crime and insecurity. More and more success stories are being heard about police efforts in preventing crime and restoring citizens’ feelings of security through means such as community-oriented and partnership policing.

Continued learning and advancement depends on sharing experience, discussing the knowledge gained, and measuring the distance between what has been gained and what has yet to be developed. However, at present there is a general lack of systematic and comparative analysis of initiatives being undertaken, as well as difficulty in sharing best practice expertise with those who are either already actively involved or are interested in discovering and doing what works.

The International Centre for the Prevention of Crime (ICPC) has initiated an international program of expertise exchange on the role of police leaders from Europe and North America in crime prevention (see description of program in Appendix A) which offers a unique opportunity to pull together a wide range of experiences from, and establish a network and a method for increased and effective interchange between, police services around the world.

This compendium is a demonstration of the ICPC’s efforts to compile and share best practices and their success stories. It is designed to assist police leaders in putting what works to work. More than 35 inspiring practices drawn from different countries illustrate how police services have evolved to integrate prevention efforts into traditional policing services and how, when policing and crime prevention are appropriately integrated, the corresponding reductions in delinquency, violence and insecurity can be profound. (See description of methodology in Appendix B.)

Although this process may have excluded police services that have achieved equally impressive accomplishments through preventive approaches, we hope that this document will inspire

an ongoing commitment from police services to share successes and benefit from the best practices and success stories of others.

Irvin Waller

Director General
International Centre for the Prevention of Crime

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INTRODUCTION

“The basic mission of the police is to prevent crime and disorder. The proof of the efficiency of the police is the absence of crime and disorder.”

Sir Robert Peel

Metropolitan London Police, 1829

“The police do not prevent crime. This is one of the best kept secrets of modern life.”

David H. Bayley

Police for the Future, 1994

Over the past 5 to 10 years, we have witnessed gradual declines in crime rates in several countries and marked crime drops in certain cities. Nevertheless, today’s rates of many offenses are double or triple those of the 1960’s. With the exception of Japan, each of the major industrialized countries has experienced similar crime increases since the 1960’s. Even after adjusting for population growth between the early 1960’s and the late 1990’s, reported crime rates rose by between 200 and, in some cases, over 400 per cent.

There is strong international agreement on the significance of certain factors which can increase the risk of persons becoming offenders or subject to victimization. In many cases, strategic interventions have reduced delinquency and victimization by targeting one or more of such risk factors and have proven to be more cost-effective than traditional criminal justice responses (see, among others, Sherman et. al., 1997; Goldblatt and Lewis, 1998; International Centre for the Prevention of Crime, 1997; Greenwood et. al., 1996; Karoly et. al., 1998). Police have often played a central role in the implementation of these interventions. The role of police services is continually evolving to better target concerns and meet demands for the restoration of public security. Much success has been attained through the forming of police partnerships with other community authorities and citizens to effectively target and reduce the underlying risk factors of delinquency and victimization.

The ICPC’s Program of Exchange of Expertise on the Role of the Police in Crime Prevention was launched in 1998 and the first seminar was organized in Montreal in November of that year. The seminar brought together police leaders from 15 countries in Europe and North America to share experiences, build contacts, identify common ground and review the different approaches through which police services play an active role in the prevention of crime. Material on best police partnership practices in crime prevention was gathered, organized around different themes and made available for discussion at a second seminar which was held in Coventry, England in December 1999.

The adoption of rigorous prevention practices is key to an effective, integrated response to the challenges that delinquency, violence and insecurity pose to a community’s quality of life. The further advancement of police services and the continuing success of crime prevention partnerships critically depend on the thorough diagnosis of situational concerns, needs, and assets; the accurate and comprehensive documentation of actions taken and evaluations of such; and the concerted effort to disseminate what has been learned locally. This compendium recognizes and is inspired by the fact that diagnosis, docu-

mentation and sharing are essential in permitting crime prevention partners worldwide to learn from expertise that has developed from local experience. It seeks to document and share concise information that has been gathered with the cooperation of police services around the world who also understand that local experience can be useful to others worldwide, both inside and outside police services, and who therefore also value the importance of documentation, dissemination and exchange of expertise.¹

While this compendium concentrates more specifically on actions that have been taken in the areas of initiatives for and with youth, property crimes, interpersonal violence and comprehensive community strategies, it intends to inspire exchange and action in further domains. Police leaders from around the world will once again convene at this third seminar in Washington in 2001 to identify strategies for the future by learning from others. The present objective will be to further the evolution of police services and to continue to move forward by identifying, documenting and sharing expertise regarding the key tools that have been found to, or could potentially, assist prevention initiatives of police services working in partnership with other community members.

¹ *Disclaimer: This selection process does not constitute a scientific methodology nor an exhaustive review of police activities in crime prevention from every corner of the world. Please refer to APPENDIX B - Methodology for an overview of the methods and steps undertaken to produce this booklet.*

ACTIONS WITH/FOR YOUTH

Young people form a major segment of the population in all countries. Young people are actively engaged in offending behaviour. For a small proportion of young offenders, around 7%, law-breaking has begun early, will become more serious in adolescence and will continue into adulthood. These young people, primarily young men, will be responsible for the majority of all law-breaking in their age group, as well most of the serious, persistent and violent offending.

Adolescence is also a time when victimization is high; most youth offending targets others of a similar age; and many of the more persistent or serious offenders will have themselves been victimized at home or outside, in childhood and as teenagers.

What this tells police services is important: the earlier the intervention the better; support to young people and their families is likely to reduce the risks; projects which target young people in their teens, when school problems, drop out or exclusion, depression, peer group ties and drug and alcohol abuse all increase the risks, can have a marked effect in reducing offending and victimization.

The projects included in this section represent a very small segment of the many different approaches now being developed by police services around the world to prevent young people from becoming involved in offending, to provide supportive and creative ways of dealing with those who have done so, and to help them develop a greater sense of their own responsibilities and potential. These projects illustrate the key role which the police can play in developing community partnerships with schools, youth services, residents, families and young people themselves. By engaging young people themselves in the design and development of projects, a new sense of responsibility is shared by all of those involved. Such projects not only work with, but for youth.

Challenge

The vast majority of juvenile offenders under the age of 17 years who are involved in minor criminal activity (e.g., burglary, shop theft, etc.) are prime candidates to receive diversionary cautioning rather than traditional criminal justice sanctions.

Description

Based on successful restorative justice approaches tested in New Zealand and various regions of Australia, the Tasmania Police service introduced a juvenile diversionary conferencing program in 1995. It is estimated that 90% of first and second time juvenile offenders can be dealt with through diversionary conferencing which provides:

- Mediation between participants to indicate the outcome they would like to see and, if a consensual decision is reached, the facilitator closes the proceedings by formalizing the agreement and deciding upon follow-up measures to ensure adherence to the agreement.

Impact

- Only 10% of 350 juvenile offenders referred to the program in 1997 and 1998 re-offended, according to an 18-month evaluation study.
- An estimated 10,000 to 18,000 hours of police time per annum were saved due to less paperwork, which easily compensates for the time officers spend convening and running a conference.
- Offender appreciation of the impact of their behaviour (an element of shaming) is considered crucial to reducing the likelihood of re-offending and, in particular, repeat victimization. Repeat victimization often occurs before first offences have been dealt with by traditional approaches to justice, i.e., the court system.
- Victim satisfaction is increased by his/her being able to convey feelings to the offender and participate in a reparation process of apology and forgiveness.

Key Partners and Additional Funding

- Tasmania Police, victims and relevant family members/supporters, offenders and relevant family members/supporters, witnesses, and others directly involved with the offense.
- The only cost associated with the project is the time officers spend convening and running a conference, which is offset by savings in the time spent on paperwork associated with traditional approaches. No external funding is received for the program and all costs associated with police wages are covered by the Tasmania Police service.

Transfer Issues

To launch the program, 20 police officers were selected from each geographic region of the state. The officers selected were deemed to possess the appropriate communication skills and aptitude to perform the role of diversionary conference facilitators. The training of police facilitators is conducted in each district and takes a day to complete. The trained police facilitators continue to perform normal policing duties and are not full-time facilitators.

processes so that they will complement the Youth Justice Act which is due to be enacted in the near future. The Act focuses on diverting young people from the criminal justice system through police assessment, cautions and diversionary conferencing. A review and further development of the program, expected to be finalized in 2000, is being conducted to design a police cautioning/diversionary conferencing program that is culturally appropriate and based on restorative justice principles.

Selected Sources

- Evaluation study presently unavailable.

Tasmania Police
Commissioner's Office
47 Liverpool Street Hobart
[GPO Box 308 C]
Hobart, Tasmania
7001
AUSTRALIA
Tel: +61 (0)3 6230 2111
Fax: +61 (0)3 6230 2117
Internet: <http://www.police.tas.gov.au>
E-mail: commissioner@police.tas.gov.au

TOOLS FOR CONFLICT RESOLUTION WITH YOUTH

Quebec, CANADA
(approx. pop. 7.4 million)
Quebec Provincial Police Force:
Director General Florent Gagné



Challenge

The implementation of the community policing model accentuated the need for police officers to be able to effectively carry out the preventive aspect of their duties. While teenagers constitute only 10% of the province's population, they account for 20% of its offenders. The major issues encountered across the province included drug use, violence and various types of misdemeanours. The challenge then, was to provide SQ (Sûreté du Québec) police officers with simple and practical tools which could be used on a daily basis to carry out the preventive element of their public security mission with respect to young people.

Description

In the summer of 1999, the program and resource kit Cool pour vrai! (Cool for real!), were adopted, targeting young people from 12 to 17 years of age. The message conveyed by Cool for real! is that it is possible for a young person to be "cool" while observing social norms. The kit includes information booklets on the problems mentioned above, and proposes a strategic analysis approach featuring six types of preventive intervention: support, information, awareness, mediation, consultation and enforcement.

The program also consists of a series of intervention tools including lecture plans, role playing and awareness workshops. These tools permit solutions which are identified through problem analysis to be applied.

Impact

No evaluation of this program has been completed, however a client evaluation component is planned. In addition, a questionnaire will also be distributed in certain target schools in order to gauge the degree of satisfaction among the principal users of police services relating to youth crime prevention.

Key Partners and Additional Funding

- Schools, parents, young people, community organizations involved in recreation/municipal works, as well as social and health agencies.

Transfer Issues

- Cool for real! is easily adaptable to most urban and rural contexts in the Western world.
- One of the important characteristics of Cool for real! is its awareness of the limits of police work in the area of youth crime prevention. While police officers are not expected to do the work of social workers, they can play an important role in directing troubled youth to appropriate resources according to their needs.

Selected Sources

- Quebec Provincial Police Force, (March 1999), Cool pour vrai! Désamorcer des conflits, prévenir des crimes (Cool for Real! Defusing Conflicts, Preventing crimes), Montreal: Direction du soutien à la gendarmerie (ISBN: 2-550-34328-X).

Sûreté du Québec
Direction du soutien à la gendarmerie
1701, rue Parthenais
Montréal, (Québec)
H2K 3S7
CANADA
Tel: +514 598 4650
Fax: +514 596 3001
Internet: <http://www.surete.qc.ca>



Challenge

Children and youth from families that are poorly integrated into society and living under difficult socio-economic conditions such as unemployment, lack of education and unrealistic expectations, are at risk of becoming involved in a wide range of criminal activity (e.g., burglaries, thefts, violence, and drug abuse).

Description

In 1993, the Dog Sledge Project was initiated as an interdisciplinary effort of the police and social and school authorities. It aimed to reduce existing and future criminal activity among at-risk children and youth involved in street gang activity. Forty-seven participants (13 to 21 years of age) were drawn from the Amager area of Copenhagen to participate in a series of program elements composed of four phases:

- Phase I: the existing gang network was used as a vehicle to promote positive behaviour. Participants were recruited via home visits, divided into 5 to 7 groups with each group assigned a police officer as Bonus Pater (Good Parent) to provide mentoring on a 24 hour basis. Concrete services relating to employment, education, and housing for participating youngsters and their families were also provided;
- Phase II: a contract was signed outlining conditions for participation including: staying out of crime, attending school/alternative education and other criteria. Failure to comply with the conditions could result in exclusion from the program. However, officers found that immediately confronting unacceptable youth behaviour was effective due to the establishment of trust between the Bonus Pater and participating youth;
- Phase III: participants received training in team and individual skills (e.g., first-aid, map and compass reading, etc.) necessary for a dog sledge tour in Greenland. Participants also engaged in various community activities to generate better relations with local residents; this included a Christmas fund-raiser in a local shopping centre that helped acquire funds for the trip to Greenland;
- Phase IV: after project completion, participating youth were transferred to established neighbourhood youth clubs.

Impact

- 60% reduction in criminal activity among children and youth in the targeted neighbourhood.
- Of 47 participating youth, 34 attained employment or attended education.
- A Copenhagen University evaluation identified the following elements as key to the success of the program: group therapy, use of police officers as mentors, recruitment methods and general activity programs (the Greenland tour itself was considered expensive and unnecessary).

Key Partners and Additional Funding

- The Copenhagen Police and school and social services.
- Monthly costs for participating youth were approximately Dkr 2000 (\$249 US), excluding the cost of salaries for police officers acting as Bonus Pater. However, it should be noted that it would have cost Dkr 35,000 (\$4,350 US) to deal with the youth in an institutional setting.

Transfer Issues

Key elements of this program were replicated in a 1997 Job Motivating Program that aimed to reduce crime among at-risk ethnic minority youth. This initiative targets youth from ethnic minority families who poorly integrated into Danish society and who live under difficult socio-economic conditions including unemployment, lack of education, and unrealistic expectations.

The aim of the project was to provide greater social stability for at risk ethnic minority youth by providing opportunities to engage in education, work and self-esteem building. Police officers worked with the youth and his/her family as Bonus Paters and provided 20 hours of work per week to their assigned group and mentoring for the youths involved.

Selected Sources

- Stevns, Arne. (1997), The Dog Sledge Project, paper presented at the European Union Conference on Crime Prevention: Towards A European Level, May 11-14, Noordwijk, The Netherlands.

Copenhagen Police
Halmtorvet 20, 7. sal
1700 København V
DENMARK
Tel: +45 3314 1448
Fax: +45 3343 0072

RETAIL THEFT AND OFFENDER RESPONSIBILITY

Milton Keynes, ENGLAND and WALES
(approx. pop. 208,000)
Thames Valley Police:
Chief Constable Charles Pollard



Challenge

The Home Office Commercial Victimization Survey revealed that 5.8 million shop thefts occurred in England and Wales in 1993 and less than 5% of these incidents (275,607) were reported to the police. Police officers spend a great deal of time responding to these incidents, particularly with respect to the procedures for dealing with the 37% of shop theft offenders who are juveniles.

Description

In 1994, the Thames Valley Police division of Milton Keynes introduced the Retail Theft Initiative (RTI). The aim was to prevent first-time offenders arrested for shop theft from re-offending and to reduce the amount of unproductive time spent by police in processing such cases. Taking into account a particular offender's motivation for crime, the program:

- encourages individual responsibility by teaching offenders about the consequences of their actions, both for themselves and others, including one-to-one interviews with victimized store owners;
- promotes collective and individual responsibility by helping young offenders to develop the skills to recognize and resist peer pressure to offend and by providing individually tailored actions where necessary (e.g., leisure activities, mental and physical health promotion);
- gives a formal caution to each offender at the end of the program to allow for a review of what each individual offender has learned through participation in the program.

Impact

- 91% lower rate of re-offending (3% vs. 35%) among the 372 first-time offenders participating in the program compared to those 355 processed by other means between 1994 and 1996.
- 51% (124 minutes) less police time spent processing juvenile shop theft offenders under the RTI program compared to those processed by other means (255 minutes).
- Retailers believed that the previously poor police response, in a sense, served to decriminalize shop theft, but that police are responding much more effectively to the issue since the introduction of the initiative.
- Another evaluation in 1998 showed that 22% of juveniles and 17% of adults referred to the program between 1995 and 1997 re-offended, whereas re-offending rates for juveniles and adults who had committed shop thefts between October and December 1995 in another part of the UK were 37% and 42% respectively.

Key Partners and Additional Funding

- The Milton Keynes Police Area of the Thames Valley Police obtained the support of the retail outlets and their staff who gave up their time to help put across the consequences and effects of shop theft on victims and the wider community. Support was also obtained from agencies including Social Services and the Youth and Community Service. The most significant support has been from two members of staff from the local prison who, in their own time, have spoken to those considered more at risk of re-offending to point out the realities of life in a Young Offenders' Institute.

Transfer Issues

The shopping centre in Milton Keynes is a regional facility attracting shoppers from a much wider area than those within the program area. Milton Keynes is a relatively affluent district in England, being ranked 219th out of 354 in terms of the 1998 Index of Local Deprivation. However, this masks the fact that 10% of its population live in the 10% of most deprived wards in England.

For the program to effectively serve the approximate 340 people referred annually, it requires 1 full-time police officer as the coordinator, 4 officers for 2 hours each per week (equivalent to 0.2 of a full-time post) and 1 representative from the retail outlets for 2 hours each week. The latter does not have cost implications for the police but is likely to have "opportunity cost" implications for the organisations supporting similar initiatives. Additionally, the services of a specialist advisor to address issues of anger management, assertiveness and bullying is brought in on the basis of 1 hour per week. The combination of these inputs, together with appropriate training for the staff involved, are essential for the successful implementation of the program.

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- McCulloch, H. (1996), *Shop Theft: Improving the Police Response*, London: Home Office, Police Research Group.
- Thames Valley Police. (1995/1996), Chief Constable's Annual Report, Milton Keynes: Thames Valley Police.
- K2 Management Development Ltd. (1998), *Retail Theft Initiative: Does It Really Work?*, Milton Keynes: K2 Management Development Ltd.

Thames Valley Police
Oxford Road, Kidlington
Oxford OX5 2NX
ENGLAND
Tel: +44 (0)186 584 6000
Fax: +44 (0)186 584 6057

RECREATION CENTRES: MEETING PLACE

Challenge

Relations between the National Police and young people, particularly in underprivileged areas, have become increasingly strained over the years. A need existed to renew dialogue between these groups without setting aside the role of the national police as authority figures and their responsibility for applying the law.

Description

For several years now, the National Police have operated youth recreation centres (Centres de Loisirs Jeunes, CLJ) which provide places where young people can gather for sports and recreational activities. These activities are guided and supervised by National Police personnel assisted by auxiliary police personnel (on national service) and public safety assistants (youth employment positions). The centres are run in close partnership with, and as a complement to, other social organizations. Their role is to:

- act as the association-based extension of the work performed by the National Police with young people, particularly in sensitive or problem areas;
- assist in establishing dialogue with young people by helping them discover other aspects of the work of the National Police and its personnel;
- foster youth integration and prevent delinquency by using recreational and sports activities supervised by volunteers as means of communicating messages regarding respect for community life, behavioural standards and the importance of personal effort;
- participate in the ongoing training of police officers through which these personnel can discover new kinds of relationships with young people;
- work towards positive changes in the relationships between youth groups and the police.

Since 1982, police have also participated in the project Ville,Vie,Vacances (City, Life, Vacation) which, during school vacations, offers youth from difficult neighborhoods a variety of activities aimed at keeping them active, introducing them to new environments and helping them to develop values of citizenship.

Impact

This work has had a positive effect on young people as evidenced by the increasing number of applications received (approx. 5,000 young people are accepted annually at each location). Its success has led to the implementation of CLJ's in all Departments.

Key Partners and Additional Funding

- The National Police, local and regional communities, private partners, and funding-matching from government (Urban Policy, Youth and Sports).
- Costs are estimated at around \$1 US per youth for each half day.

Transfer Issues

Police officers need to be convinced of the usefulness of their efforts. Police officers tend to forget the experience they have gained through these contacts during their time at the youth centre. Moreover, problems involved in assigning active personnel prevent the allocation of sufficient numbers of officers

to these centres to effect a substantial change in attitudes and practices.

Selected Sources

Direction centrale de la sécurité publique (National Headquarters for Public Security)
Sous-direction des missions (Missions Branch)
Bureau de la prévention (Prevention Office)
Madame Françoise Larroque
4 rue Cambacérés
75 008 Paris
FRANCE
Tel: +33 1 4927 4927
Fax: +33 1 4265 4891

Challenge

In France, the delinquency of minors has been on the rise since 1990 and today represents 22% of all police and gendarmerie interventions (up to 60% for certain traffic violations) and involves 4% of the total population of 13 to 18 year olds. Every year, more than 220,000 minors are considered by youth courts as being delinquent or in danger of becoming delinquent. In light of this, each ministry was asked to find appropriate solutions to the problem.

The police were compelled to react to the situation by finding ways of coordinating their interventions involving problem youth or youth at risk, namely repeat offenders, with other concerned parties.

Description

Youth advocates have three functions:

- They are “operational players” who, as such, have three missions:
 - exercise legitimate authority, both inside and outside the force;
 - provide leadership for the network of local contacts;
 - participate in the missions entrusted to the police;
- They are also “partners who help keep the juvenile delinquency problem under control”, mainly in collaboration with other organizations that deal with young people such as:
 - the national education system: by maintaining relations with inspectors or directors in the schools, and keeping track of requests for reports on implementing safety measures;
 - the courts: by working with prosecutors, juvenile court judges, juvenile court magistrates, legal youth protection, educational services, homes, justice and rights advocates, and prison administrations;
 - youth sports organizations: by maintaining relations with departmental heads;
 - the management of sanitation and social affairs departments: by maintaining relations with departmental heads;
 - the city’s political figures: by working with sub prefects, project leaders, general councils, and inter-community structures such as the CIPD (Conférence internationale sur la Population et le Développement), the CDPD (Conseil départementale de prévention de la délinquance), the CLS (Contrat local de sécurité), etc.
- Finally, they are “resource persons for minors”:
 - they must be willing and able to gather information on, and advance the expectations of, young people concerning safety, protection and the fight against the delinquency of which they themselves are victims. Whenever necessary, they must act as a spokesperson for their interventions with competent bodies (national education system, municipalities, social services, etc.).

Impact

The generalized nature of this apparatus has already produced positive results among its partners. The delinquency of minors has been clearly identified as a social problem and using youth referents is one of the tools public security is using to respond to it. As such, these referents must be provided a permanent position at the very heart of the delinquency-prevention apparatus.

Key Partners and Additional Funding

- The different partners come from all walks of life.
- Funding is provided by the National Police Force, and specifically handled by a civil servant who has already been recruited, trained and paid.

Transfer Issues

Achieving success through transference of trust: Any police officer who is able to establish trust with young people is called upon to become a mediator of sorts when conflicts occur between these young people and the officer’s colleagues and other services who do not have the luxury of this trust.

Selected Sources

Direction centrale de la sécurité publique (National Headquarters for Public Security)
Sous-direction des missions (Missions Branch)
Bureau de la prévention (Prevention Office)
Madame Françoise Larroque
4 rue Cambacères
75 008 Paris
FRANCE
Tel: +33 1 4927 4927
Fax: +33 1 4265 4891



A TEAM APPROACH TO REDUCE DELINQUENCY IN SCHOOLS

Challenge

Pre-adolescence and early adolescence are strategic periods for interventions that can effectively prevent involvement in delinquent and criminal activity. However, teachers, psychologists, social workers, police and other groups often do not coordinate their efforts for effective prevention.

Description

Since 1996, the state of Schleswig-Holstein has run the PIT Program – Prevention of Crime: A Project In Schools to Prevent Delinquency Utilizing a Team Approach. It was developed by the state council of crime prevention in collaboration with, and involving the integrated training of, all key actors to target prevention efforts on students in public schools in grades six through eight.

The program aims to help children and adolescents become aware of the dangers and consequences of criminal behavior, reduce delinquent behavior among children and adolescents, increase social skills and positive interaction by teaching strategies for constructive problem solving behavior and improve the social atmosphere in classes. Implementation consists of four phases:

- Phase I: initially the teachers choose one of three areas of delinquent behavior (violence, theft, drug abuse) and introduces this topic in general during school hours (minimum of four hours);
- Phase II: additional information on personal experiences about the topic chosen in Phase I is given by police officers and detectives of the local departments by drug counselors (minimum of three hours);
- Phase III: aims at developing positive values and character traits and improving social interactions among students (minimum of five hours).
- Phase IV: concerned with maintaining positive behaviors in interactions on a long-term basis. To achieve this goal, a plan with rules about socially acceptable behaviors is developed. Insisting on following these established rules about living together and controlling behavior according to these rules is of utmost importance (there is no time limit on this phase).

Impact

A survey of 18 schools involving 500 students, 24 teachers and 24 police officers revealed:

- 62% of teachers reported increases in the pro-social behaviour of students;
- 73% of teachers reported a decreased propensity toward aggression in their classes.

Key Partners and Additional Funding

- This concept is offered to schools by the Ministry of Education, Science, Research and Culture of the Federal State of Schleswig-Holstein. The organisation of this project in schools is implemented by the Institute for Practice and Theory in Schools of the Federal State of Schleswig-Holstein (IPTs). Police involvement in the project is coordinated by the Federal State of Schleswig-Holstein.
- Funding for instruction and training is provided for teachers by the Ministry of Education, Science, Research and Culture of the Federal State of Schleswig-Holstein and for police officers by the Ministry of the Interior.

Transfer Issues

Since 1996, 151 schools have participated in this project and 185 teachers and 136 policemen have been trained to participate in it. PIT has become an integrated part of crime prevention in schools in the state of Schleswig-Holstein, as well as in some other federal states of Germany.

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Institute for Practice and Theory in Schools (IPTs) of the
Federal State of Schleswig-Holstein
Herr Günter Rickers
Schreiberweg 5
24115 Kronshagen
GERMANY
Tel: +49 (0)431 540 3132
Fax: +49 (0)431 540 3101
E-mail: ipts160@ipts.de

Landeskriminalamt Schleswig-Holstein
Erster Kriminalhauptkommissar Edgar Dembeck
Mühlenweg 166
D - 24116 Kiel
GERMANY
Tel: +49 (0)431 160 4130
Fax: +49 (0)431 160 4118
Internet: <http://www.polizei.schleswig-holstein.de>
E-mail: lka.130@t-online.de



Challenge

The police noted increasing amounts of vandalism committed by young people in the 1980's. While these offences were not deemed serious enough to warrant judicial intervention, police warnings alone were not always effective in preventing this activity.

Description

In 1981, in consultation with judicial and police authorities, the HALT project was created in Rotterdam to reduce and prevent vandalism and its associated repair costs. Young people aged 12 to 18 caught for the first or second time committing an act of vandalism were offered the opportunity to avoid a formal prosecution by participating in the HALT program which provided:

- victims the opportunity to have vandalism repaired by the specific offender(s) involved or to have other small jobs completed to pay for the cost of property damage;
- young people with help to resolve their everyday problems (e.g., jobs, housing, education);
- neighbourhood residents with information on situations which facilitate vandalism and advice on how to alter these situations to deter vandalism;
- schools with information campaigns to deter vandalism and encourage neighbourhood cleaning initiatives.

Impact

An evaluation of the HALT program in Rotterdam (approx. pop. 599,000), Eindhoven (approx. pop. 197,000) and Dordrecht (approx. pop. 114,000) revealed that:

- 63% of youths participating in the program ceased or decreased their vandalism compared to 25% of non-participating youths who only decreased, yet did not cease their vandalism;
- 83% of participating youths who had committed 11 or more, 68% who had committed 3 to 10, and 44% who had committed no more than two acts of vandalism prior to involvement in the program had ceased, or at least decreased, their offending.

Key Partners and Additional Funding

- Police, prosecutors, judicial authorities and municipal governments.
- Funding was provided initially by the local municipal government. The program is now partially subsidized by the Dutch Ministry of Justice.

Transfer Issues

The success of the HALT initiative has led to its replication in 65 sites and a HALT Nederland national consultative body has been established to offer support and coordination to local initiatives. A statutory basis was established for the HALT program in 1995 and the scope of the program has since been broadened to include other forms of delinquency such as theft.

Selected Sources

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HALT Nederland
Boommarkt 3/F
P.O. Box 11256
2301 EG Leiden
The NETHERLANDS
Tel:+31 (0)71 516 6868
Fax: +31 (0)71 512 0987
E-mail: Halt@Haltmed.nl



POLICE AND LIAISON GROUP ON YOUTH PREVENTION

Challenge

Services aimed at preventing crime and delinquency among youth are fragmented among various institutions whose efforts are at times poorly coordinated or integrated. It was thus desirable to implement a coordinating body through which the actions of various service agencies, notably the police, could be harnessed to more effectively tackle the problem of youth violence.

Description

In 1994, the Liaison Group for Youth & Prevention (Groupe de Liaison Prévention Jeunesse, GLPJ) was established as an agency for coordination, network-building and information exchanges in the area of youth crime prevention. The GLPJ also serves as a centre for discussion and re-orientation of institutional actions by coordinating institutional undertakings, local initiatives and the actions of various organizations.

Originally created to address the issues of drug and alcohol abuse and health (e.g., AIDS), the GLPJ has actively involved police since 1997 and has expanded its scope to include all forms of prevention aimed at youth. The initiative does not engage in direct action but rather promotes the implementation of targeted actions. The work of the GLPJ is organized around the following elements:

- Police officers are trained in social mediation skills and use a problem solving approach while working in collaboration with social service workers to resolve problems. The use of community policing techniques has been expanded and thematic information campaigns and strategies have been implemented (for example, to counter drug trafficking);
- Current work recognizes the unique ability of schools to reach youth and focusses on preventing violence in collaboration with school services. This new program is due to begin in schools in the 2000 academic cycle;
- Training on drug abuse prevention and delinquency risk factors is offered to students while specialized training is offered to parents and teachers on how to promote the healthy physical and psychological development of adolescents;
- Public forums and training programs for both professionals and laypersons are designed to encourage collective reflection and action to tackle drug abuse and social exclusion among youth, as well as to provide mediation and referral services for neighbourhood youth.

Impact

- To date, Geneva has not been seriously affected by high levels of violence and juvenile delinquency. The principal challenge is to increase community awareness of the seriousness of current or emerging problems (e.g., violence) rather than mobilizing local actors.
- Increases in youth violence and delinquency have emphasized the pertinence of the GLPJ. It is being increasingly consulted by institutions and local actors involved in prevention.
- The GLPJ has become a hub for information circulation and exchanges in the areas of prevention and youth. It is at this level that the GLPJ's impact has been felt most.

- Police, health and social services, school associations, recreation services, the Department of Public Information, Department of Justice and Police and various community groups.
- Support is provided by partner agencies by seconding personnel or by financing specific programs (where necessary).

Transfer Issues

In a context where collaborative work, particularly with the police, is just beginning, the GLPJ offers the advantage of a flexible structure that encourages exchanges of useful information. When specific projects emerge, an ad-hoc committee can be formed, bringing in other useful partners where necessary and seeking specific funding from appropriate sources.

Notwithstanding the efforts of the GLPJ in bringing together policy makers and local actors, more remains to be done to ensure that global concepts are translated into concrete action. New local projects need to be integrated into a coherent long-term action plan. While the GLPJ is successful in its role as a link for action and information exchange, further work in promoting, managing and realizing partnership projects which are driven and supported by ad-hoc working groups is required.

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Police cantonale
Case postale 236
1211 Genève 8
SUISSE
Tel: +41 (0)22 427 8314 (Didier Froidevaux, Director of Strategic Studies)
Tel: +41 (0)22 427 8777 (André Binggeli, Office in Charge of Prevention)
Fax: +41 (0)22 427 8058
Internet: <http://www.geneve.ch/police>
E-mail: strategie@police.etat-ge.ch



Challenge

In the early 1990's, 35 to 40 entrenched neighbourhood gangs with 4,000 members were operating in Boston. Analysis of crime data revealed that about 75% of the city's homicides were gang-related and involved repeat offenders as victims and perpetrators.

Description

In 1992, Boston moved toward a municipal strategy consisting of a latticework of various problem-solving coalitions. These coalitions, addressing serious crimes and quality of life issues, involved wide-ranging partnerships with the police, citizens, government agencies, clergy and other stakeholders. Key elements of the municipal crime prevention strategy include:

- Operation Cease Fire: a problem-solving approach to reduce youth (gang-involved) firearm violence. Offenders are warned to cease violent activities or face extended sentences (federal prosecution); police-accompanied probation checks during evening hours ensure probation order compliance, and municipal, state and federal law enforcement efforts have disrupted weapons trafficking operations;
- Strategic Planning & Community Mobilization Project (SP & CMP): increases contact between citizens and police in order to address community priorities and increase citizen confidence. Decentralized police structures, police accountability and resources also encourage collaborative local problem-solving;
- Youth Service Providers Network (YSPN): a partnership between the local police and the Boys and Girls Clubs. Social workers help at-risk youth through referrals and their families to create programs tailored to a youngster's needs (counseling, treatment, education, recreation, employment, etc.).

Impact

Boston achieved the following crime reductions between 1986 and 1996 (rates per 100,000 pop.):

- 29% Total Crime Index Rate (from 5,302 to 3,768);
- 31% Property Crime Index Rate (from 4,613 to 3,187);
- 16% Violent Crime Index Rate (from 689 to 580).

The Department's public safety survey in 1997 indicated a 20% decrease in fear levels from two years earlier, with 77% of residents reporting feeling safe alone at night in their neighbourhoods.

Key Partners and Additional Funding

- Partners include municipal, state and federal police, municipal agencies, prosecutors (local, state and federal), the school system, social services, local colleges and universities, businesses, youth organizations, clergy, non-profit community agencies and various federal agencies.
- Public safety funding is derived from the annual \$170 million US Boston Police Department budget which is supported by city property tax. Boston has also attracted over \$30 million US in federal and state grants (1994 to 1998) to support a wide array of prevention programs.

Transfer Issues

Boston enjoys a strong local economy that is anchored by the fields of medicine, education, high-tech industries and finance. The key to the success of this initiative is the active ongoing involvement of the Mayor, Police Commissioner, US Attorney, Probation Chief, religious leaders, neighbourhood civic leaders, social and human service agencies and executives and business leaders.

Selected Sources

- National Crime Prevention Council. (1999), *Six Safer Cities: On the Crest of the Crime Prevention Wave*, Washington DC: National Crime Prevention Council.

Boston Police Department
1 Schroeder Plaza
Boston, Massachusetts
02120
USA
Tel: +617 343 5096
Fax: +617 343 5073
Internet: <http://www.ci.boston.ma.us/police/>
E-mail: jordanj.BPD@ci.boston.ma.us

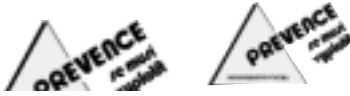
BURGLARY, CAR THEFT AND OTHER CRIMES AGAINST PROPERTY

Burglary is one of the most common types of crime and it affects a large part of the population. Although burglary mainly involves property, it also has a major impact on the people concerned. The invasion of privacy involved causes fear and anxiety, as well as the pain of losing often irreplaceable valuables. Burglary also involves major economic costs: the cost of police services, insurance costs, locksmiths and various costs related to private security.

While many people advocate using “more repressive” measures to keep burglars away, using such measures alone will likely have very little effect. For one thing, only about 20% of all burglaries are solved by the police and approximately 5% of that number result in sentencing by the courts.

The search for lasting solutions is increasingly focused on preventive options designed to fit into existing answers. Current trends favour strategies that incorporate an understanding of risk factors, police intelligence and the need for a stringent intervention process.

The programs listed here consist of a skillful blend of reliable analysis, realistic action plan and evaluation plan implementation, as well as the implementation of tools to mobilize various local partners. Though by no means exhaustive, this list nevertheless illustrates the undeniable contribution of preventive approaches to burglary.



BURGLARY PREVENTION TAILORED TO LOCAL NEEDS

Challenge

The Czech Republic has experienced rapid growth in its crime rates with total reported crime increasing by nearly 143% from 282,998 incidents in 1991 to 403,654 in 1997. Residential burglaries have been one of the major concerns of citizens.

Description

In 1996, the Government launched a program supported by the Ministry of the Interior aimed at reducing crime in selected municipalities. Crime prevention and police activities are implemented at the local level by municipalities with financial support from the Ministry of Interior for supportive activities such as training and publishing. Key elements of this program include:

- central government selection of municipalities according to a variety of criteria such as level of crime, percentage of citizens on welfare, youth percentage of population and local unemployment levels;
- municipalities prepare, with the support of a Ministry advisor, a crime prevention plan based upon a crime audit that identifies key objectives and specific approaches that respond to local needs;
- implementation of responses such as public education campaigns via television and other media and the use of situational crime prevention measures such as improved locks and bolts and closed circuit television cameras in "hot spots" areas.

Impact

- 27% drop in residential burglary (from 17,432 incidents in 1991 to 12,752 in 1998).
- There are presently fifty municipalities participating in the program with central government support.
- A growing number of municipalities intend to participate in the program even without central government funding just to obtain know-how and advisory support.
- A growing number of citizens are using safety measures of situational crime prevention such as better locks and alarms.
- Crime prevention has become a topic of public policy and there is increased interest from the media.

Key Partners and Additional Funding

- Municipal police, the Ministry of the Interior, non-governmental organizations, charities and social services. The role of the national police is also very important due to their knowledge of the territory, the topical structure and its modus operandi.
- Between 1996 and 1998, the central government provided 50% of the resources for the program, local government provided a further 31% and the remainder was provided by non-governmental organizations, business and other sources. The Ministry of the Interior provided 135 million Czech Korunas (\$3.4 million US) for this program in 1998.

Transfer Issues

This program would suit countries where the central government takes a strong role in coordinating and supporting prevention activities at the national and local level. Essential elements of the program include: some central government funding, a central coordination unit with strong leadership abilities,

strategic engagement with municipal councils, well-trained managers or coordinators at the municipal level, and transparent funding mechanisms based upon clear regulations. An ongoing problem to be careful of is the displacement of crime from one area where prevention programs have been introduced into another area that does not have such programs in operation.

Selected Sources

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Crime Prevention Department
Ministry of the Interior
Jitka Gjurioová
Director
Nadtolou 3, 21/OP
170 34 Praha 7
CZECH REPUBLIC
Tel: +420 (0) 2 6143 2255
Fax: +420 (0) 2 6143 3504
Internet: <http://www.mvcr.cz/>
E-mail: opmv@mvcr.cz

MULTI-AGENCY BURGLARY STRATEGY

Plymouth, ENGLAND and WALES
(approx. pop. 256,000)
Devon and Cornwall Constabulary:
Chief Constable John Evans, LL.B. Esq.



Challenge

In the 1995-1996 fiscal year, a study revealed that the burglary rate in the city of Plymouth was nearly double that of the average rate for the area (42.6 incidents per 1,000 households vs 22 per 1,000). Further study revealed that 84% of local drug users were offending to finance drug habits.

Description

Beginning in 1995, the Burglary Strategy Group was formed as a sub-group of the Community Safety Strategy Committee. The former group was established to reduce the incidence and fear of domestic burglary within the city. Key elements of the initiative included:

- **Causation:** a Drug Stabilization Program was introduced to provide, as a condition of a probation order, a structured series of measures and treatments for offenders identified as committing crime to feed a drug habit; the program specifically targeted persistent offenders causing the most damage to the community;
- **Prevention:** burglary victims and particularly repeat victims were provided with services such as improved locks and bolts and alarm installation that aimed to improve the quality of service provided to victims and to reduce the chances of further victimization;
- **Enforcement:** a burglary squad consisting of 13 officers had the responsibility of investigating burglary reports and providing support to victims and information to the other partners in the strategy; a burglary response team of 10 officers was formed in 1996 to attend burglaries and ensure that all enquiries and victim needs were addressed in a single professional visit.

Impact

- 60% reduction in burglary incidents (from 4,595 in 1994 to 1,839 in 1998).
- A victim survey conducted in 1996 showed that 87% were very satisfied with the services they had received under the program.
- Independent research has shown that target-hardening approaches implemented via the Safer Cities or Homesafe programs reduce both the incidence and fear of crime.
- The Plymouth burglary prevention program won a 1998 British Crime Prevention and Community Safety Award.

Key Partners and Additional Funding

- Police, probation, prosecution, health and social services, city council, Ministry of Defence police, victim support services and the Safer Cities Scheme.
- Most of the initiative was funded by the police, thus making household burglary a priority issue. The Drug Stabilization program received £100,000 (\$149,259 US) over three years from the Health Department. The Homesafe burglary reduction initiative received £60,000 (\$89,555 US) from the Home Office and £30,000 (\$44,778 US) from insurance company sponsorship over the first two years of operation. Additional funding for year three and beyond is sustained by the central government's Single Regeneration Budget.

Transfer Issues

Key elements to the success of this initiative include: the active involvement of the local police commander and local authority/government chief executive; a holistic approach focussed on causation, prevention and enforcement; establishment of firm objectives and action plans combined with accountability; and effective targeting of both offenders, victims, and potential victims.

Selected Sources

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Devon & Cornwall Constabulary
Force Crime Prevention Officer
Police Headquarters, Middlemoor
Exeter, Devon
EX2 7HQ
ENGLAND
Tel: +44 (0)139 245 2221
Fax: +44 (0)139 245 2003
Internet: <http://www.devon-cornwall.police.uk/>



PREVENTION OF REPEAT BURGLARY

Challenge

Home Office research has shown that a house that has been broken into is four times more likely to be broken into again and that 50% of repeats occur within seven days of the first burglary. Homes in deprived areas are particularly vulnerable to burglary incidents and residents in such areas often lack the resources to prevent initial or repeat victimizations.

Description

Research on Merthyr Tydfil in Wales showed that 25% of households that were broken into were repeat victims and that some victim had experienced as many as seven burglaries. A Homesafe Burglary Prevention Project was established in 1995. The project aimed to reduce domestic burglary and the fear of burglary as well as to raise awareness of crime prevention. To achieve these goals, the intervention included:

- up-grading of vulnerable points of the homes of recent burglary victims and (during the first year of the program) those victimized over the previous 12 months. Up-grades included improved locks and bolts, security equipment and specific crime prevention advice to reduce vulnerability to burglary (all these were provided free to local residents over 60 years of age);
- referral to victim support to help victims cope with the burglary incident and its aftermath;
- police intelligence analysis to identify the points of entry most vulnerable to offenders and efforts were targeted to reduce these "soft spots";
- continuous publicity in the Homesafe area to ensure that prospective burglars perceived the heightened risk and moved on.

Impact

- 52% drop in residential burglary (from 803 incidents in 1994 to 383 in 1999).
- 32% drop in residential burglary (from 558 incidents in 1998 to 383 in 1999).

Key Partners and Additional Funding

- Safer Merthyr Tydfil, South Wales Police, local government, residents groups and victim support agencies.
- Funding is provided through a variety of sources including: £55,000 (\$82,092 US) per annum (1998 to 2001) for 3 lockfitters paid by the National Lottery Charities Board, £22,000 (\$32,837 US) per annum (1998 to 2001) for 3 lockfitters paid by the European Union, £25,000 (\$37,315 US) per annum from 1994 to 1999 provided by local government for running costs, £25,000 (\$37,315 US) per annum provided by the charitable organization Help the Aged that offers free locks to those over 60 years of age, and a one-time £20,000 (\$29,852 US) grant in the year 2000 from the South Wales Police.

Transfer Issues:

Almost 6,000 households have benefited from the Homesafe service, this is equal to nearly one-quarter of all households in Merthyr Tydfil. Of the total number of households benefiting, 2,000 elderly residents have also received this service.

police time, legal costs, etc. For the period 1994 through 1999 inclusive, it is estimated that Homesafe prevented some 420 burglaries, thus producing a savings of some £742,980 (\$1.11 million US).

Selected Sources

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- Janice Webb Research. (1996), Direct Line Homesafe: An Evaluation of the First Year, Nottingham, England and Wales: Janice Webb Research.

South Wales Police Headquarters
Cowbridge Road
Bridgend, Wales
CF31 3SU
UNITED KINGDOM
Tel: +44 (0)165 665 5555
Fax: +44 (0)165 686 9399
Internet: <http://www.south-wales.police.uk>

Providing the Homesafe service costs £80 (\$119 US) per home including material and labour, while the average cost of a burglary is £1769 (\$2,640 US) including stolen property values,



Challenge

The area known as Northfields in Leicester is comprised of 3,304 households. The area suffers from disorder problems and very high crime rates including a burglary rate of 131 per 1,000 households compared to a national average rate of 27 per 1,000 households in 1996.

Description

With the recognition that police working on their own could achieve little, a deliberate strategy was undertaken to develop a coordinated partnership for effective action. The West Humberside Community Forum was created in 1997 for collaboration in identifying problems and potential solutions, with the goal of reducing overall crime by 30% in 2 years. The Forum focused on four main areas:

- Crime and disorder: conditions of tenancy in Northfields were re-written by the local Council to discourage criminal and anti-social behaviour. Also, breaches of tenancy agreements could be shared for prosecution in Civil Court to seek injunctions that would restrain behaviour or (in extreme cases) repossess homes);
- Health issues: help was also provided to parents having difficulties with infants, children or teenagers. This aimed to reduce the numbers of existing and potential disorder and crime problems;
- Young persons: alternatives to crime and disorder were offered to local young people in the form of the Northfield Football [soccer] Program. The program provided opportunities to play soccer and was supported by professional teams, including trips to the playing grounds of these teams;
- Intelligence-led policing: issued for drugs and stolen property offences; applications were made for strict conditions for offenders released on bail as well as the strict enforcement of these conditions.

Impact

For the period 1995 to 1997 compared to the period 1997 to 1998, reported crime on the Northfields estate dropped:

- 32% for total crime (from 3,847 incidents to 2622);
- 47% for household burglary (from 773 incidents to 407).

Key Partners and Additional Funding

- Police, social services, employment programs, churches, schools, health centres, the housing department and residents.
- The only extra funds made available for this initiative by the police were £3,000 (\$4,478 US) per year to assist in various programs that were undertaken.

Transfer Issues

A constant problem was avoiding key partners, particularly police officers, being taken away from regular duties. Friction also occurred with some of the partners as they were sometimes viewed by local residents as “professional meddlers”.

Selected Sources

Leicestershire Constabulary. (1999), Northfields Project, Leicester, England: Leicestershire Constabulary.

Leicestershire Constabulary
Police Headquarters
St. Johns, Narborough
Leicester
LE9 5BX
ENGLAND
Tel: +44 (0)116 222 2222
Fax: +44 (0)116 248 2537
E-mail: cad-lc@btinternet.com



Challenge

Reduced staffing and security and deteriorated environments underlie crime problems and the fear of crime felt by passengers passing through stations for rail and underground transport networks.

Description

The Secure Stations program began in April 1998. It aims to assist rail operators in improving the security of stations for staff and passengers. Operators are provided with strategic assistance to help them improve the physical environment and management of stations. Operators may be recognized as meeting national standards and be awarded a Secure Station certificate (valid for two years) by undergoing an independent evaluation of their safety. Key elements of the information package include:

- Guidelines: provide an explanation of the program, the accreditation process, and those design and management features which will be assessed for compliance with the program;
- Design and Management Audit: allows assessment of operator compliance with design and management requirements that can reduce crime and the fear of crime; these include the general principles of crime prevention through environmental design (access and exit control, formal and informal surveillance, landscaping, lighting, appropriate maintenance, visibility, CCTV, information for passengers, and clearly identified passenger emergency alarms or telephones);
- A Record Sheet: details passenger survey results on perceptions of security while using the facilities as well as crime statistics for the period 12 months prior to the intervention and during the intervention to determine the impact of the initiative;
- An Application Form: submitted once the station has been independently assessed as meeting national standards.

Impact

An evaluation of the impact of this initiative in reducing crime has not yet been completed.

Key Partners and Additional Funding

- Rail Operators, Crime Concern (a non-governmental organization working for safer communities in England and Wales), the British Transport Police and the Department of the Environment, Transport and the Regions (DETR).
- Costs associated with implementing this program are principally those of the operators in making the design and management improvements required to bring the station up to standard. These costs may be recovered through reduced crime costs (e.g., time and money spent, cleaning graffiti), good local publicity, increased passenger numbers, and thus increased revenue.

Transfer Issues

As of January 2000, 34 stations under 12 Rail Operators were accredited as Secure Stations. As a national program, Secure Stations has potential application to all rail and underground networks under the jurisdiction of the British Transport Police.

The scheme aims to raise awareness of the range of measures that can be undertaken to improve passenger security and perceptions while setting a national standard of accreditation. Train Operating Companies are motivated to take part in the scheme as accreditation improves their image amongst passengers and the wider public. Moreover, it can be used to demonstrate their commitment to providing a quality service when applying for renewal of their franchise to operate. The DETR is currently exploring the potential for extending the scheme to also include bus infrastructure.

Selected Sources

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Secure Stations (Railway, DETR)
Managed by Crime Concern
Crime Concern
3rd Floor, General Building
33-49 Victoria Street
Bristol
BS1 6AS
ENGLAND
Tel: +44 (0)117 921 0080
Fax: +44 (0)117 921 0090

Challenge

Car crime accounts for 25 to 30% of all recorded crime in Avon and Somerset. More than 200 vehicles are stolen and 450 broken into each week. However, many of the thefts can be prevented by removing property from vehicles when parked, providing car owners with appropriate prevention advice and enhancing enforcement procedures.

Description

Beginning in November 1999 (and running for a six week period), this program aimed to combat vehicle-related crime by bringing together a broad range of initiatives. Twenty-three officers and one civilian police staff member, all with specialist skills and knowledge, were recruited to a Vehicle Crime Task Force which coordinated activities with other key partners. Substantive elements of the initiative included:

- Coded Car: in partnership with a security manufacturer that provided a permanent covert identity for vehicles (through window-etching of vehicle numbers, etc.) for vehicles to hinder “ringing” and breaking up of stolen vehicles and parts;
- Vulnerable Vehicle Scheme: aimed to reduce opportunist car crime through proactive patrols that identified vulnerable vehicles. Vehicles that had property items visible from the outside were noted and the owner received a letter warning of the potential consequences and providing crime prevention advice;
- Secure Tax Discs: tamper-proof road tax disc holders with warning notices; Customer Care Pack including a 16 page booklet for people who purchased vehicles from dealerships; “Don’t Bother” postcards that deterred thieves by clearly indicating that all valuables had been removed from the car;
- Enhanced police intelligence operations to identify, arrest and prosecute high-rate offenders involved in car crime.

Impact

- 27% drop in thefts from cars between 1998 and 1999 and a 1.6% drop in thefts of vehicles over the same time period.
- Force-wide, crime per 1,000 population decreased by 17% between 1993 and 1999. Cumulative reduction of theft of motor vehicles over this 6 year period was reduced by 55%.

Key Partners and Additional Funding

- Avon and Somerset Constabulary, Hyundai car manufacturer, Bristol City Council, Tesco, Asda, Trade It, Rolls Royce, Ikean and the Bristol Hotels.
- Total cost of the six week initiative was £120,739 (\$180,214 US), including the cost of additional car park security, sponsorship monies for the media campaigns and car stickers, police staff wages and additional police costs related to overtime, expenses, and other equipment costs.

Selected Sources

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Avon and Somerset Constabulary
Crime Reduction Strategy Unit
P.O. Box 37
Valley Road
Portishead, North Somerset
BS20 8QJ
ENGLAND
Tel: +44 (0)127 581 8181
Fax: +44 (0)127 581 6222
Internet: <http://www.avsom.police.uk/>



Challenge

In The Netherlands, the number of commercial robberies increased by between 10 to 15% per annum from 1980 to 1993. In 1993, \$11 million US was stolen in commercial robberies, three persons were killed and 138 wounded, and \$10 million US was spent on police investigations, prosecutions, and court trials.

Description

In June 1993, a Commercial Robbery Task Force of five individuals representing concerned parties (e.g., police, local government and the business community) was created for a term of 3 years to analyze the problem and recommend solutions. The Task Force identified the following strategies to tackle the problem of commercial robbery:

- Law Enforcement: a regional co-ordinated system for tracing robbery offenders was introduced, including decentralized access to the National Robbery Registration System;
- Situational Prevention Measures: to increase the effort required to offend, the risks of offending, and to reduce the rewards of offending. Recommendations included keeping only small sums of money in cash registers, using time delay safes and emergency robbery buttons and the installation of video cameras;
- Social Development Measures: targeted to groups of identified high-risk young offenders (ages 18 to 25) from Surinam, The Dutch Antilles and Morocco to promote educational or work involvement;
- Victim Assistance: encouragement of specialized training for coordinators and volunteers of agencies involved in providing victim assistance.

Impact

- 26% drop in the annual number of commercial robberies within 2 years (from 2,725 incidents in 1993 to 2,007 in 1995).
- The number of solved robbery incidents rose from 20% in 1993 to 40% in 1995.

Key Partners and Additional Funding

- Police, the Association of Banks, shopkeepers organizations and municipal governments.
- The Task Force received \$300,000 US per annum of which 50% was provided by the Dutch Ministry of Justice and the remainder was provided by the private sector.

Transfer Issues

Commercial robberies in The Netherlands tend not to be committed by drug-addicted offenders who typically go after less risky (and often less profitable) targets. Less money being held in the shop or bank was instrumental to reducing potential opportunities for large losses.

Given that robberies are registered at the national level, it is estimated that only 10 to 15% of robberies go un-reported. Continuing interest of both the business community and the police is essential to the sustainability of this program.

Selected Sources

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Mr. Victor Jammers
Ministry of Justice
Department of Crime Prevention
P.O. Box 20301
2500 EH The Hague
The NETHERLANDS
Tel: +31 70 370 7362
Fax: +31 70 370 7250
Internet: <http://www.minjust.nl>
E-mail: vjammers@best-dep.minjus.nl

THE POLICE LABEL SECURED HOUSING®

The NETHERLANDS
(approx. pop. 15.86 million)
Ministry of the Interior and Kingdom Relations:
Mr. A. Peper

Ministerie van Binnenlandse Zaken en Koninkrijksrelaties



Challenge

Between 1970 and 1975, crime rates increased from less than 200,000 to 1.3 million. After 1985, crime growth slowed and, in the past five years, the number of crimes has decreased.

About 2 million dwellings were built between 1945 and 1970, which accounts for one-third of current housing totals. The townplanners and architects of this period were little concerned with crime and this was reflected in estate and housing designs: designs which are quite vulnerable to crime by current standards.

Description

In the 1980's, Dutch government policy shifted toward combining suppression and preventive approaches to crime into integrated and partnership-based strategies. These strategies recognize that the situational and social causes of crime and the possibilities to prevent it must involve relevant sectors of society: schools, youth, work, welfare, housing, landscaping and urban planning.

Rooted in the British Secured by Design concept, the Police Label Secured Housing® (the label) began to take shape in 1991. Newly built houses and new housing estates that met specific requirements for social safety and prevention of burglaries and fire qualified for a label indicating, to the owner and potential offenders, that the building(s) met current police standards for crime-resistance. Appearing in 1994, the Secured Housing Label Manual contained 8 criteria for 55 specific requirements aimed at creating a barrier between offenders and targets, including:

- Design measures of homes: target hardening to reduce the use of low roofs and accessibility to garages, reinforcement at main entrances (doors and their frames), and altering the orientation of living rooms to obscure valuable items such as electronic equipment;
- Design of districts and estates: paying attention to the implications of size and density, the number of access points, the blend of semi-detached and/or detached homes, and the use of inner grounds and enclosed squares;
- Formal and informal surveillance: increasing the risk of offenders being caught or seen, having designs that encourage resident participation and responsibility in neighbourhood management as well as through home watch programs.

Impact

- A drop from 2% to 0.1% in the police-recorded risk of burglary for new dwellings that were labelled between 1994 and 1998.
- A large-scale victim survey involving 77,000 respondents substantiated police-recorded drops in burglary and confirmed a continuing drop in burglaries since 1994.
- 90% of respondents to a market survey agreed that "the label" results in feelings of increased security and 75% indicated that, if they were to move, they would again opt for a labelled house.

Key Partners and Additional Funding

- The introduction of the label is supervised by a National Secured Housing label Steering group Committee. Participants in this Steering Group are the Ministry of the

Interior and Kingdom Relations, the Ministry of Justice, the Association of Dutch Insurers, the Association of Netherlands Municipalities, AEDES (umbrella organisation for housing corporations), the Association of (Prospective) Homeowners, the Dutch organization of tenants, the Dutch project development platform (NEPROM), the Consumers' Association, the Netherlands Police Institute (NPI) and the National Centre for Prevention.

- Funding for personnel costs over the next five years will be 51 million DFL (\$22.75 million US). Funding is provided at the national level by the Ministry of the Interior and Kingdom Relations, the Ministry of Housing, the Ministry of Employment and insurance companies and at the local level by the police, municipal governments, public housing authorities and building companies.

Transfer Issues

It is expected that a substantial proportion of the 800,000 homes to be built over the next ten years in the Netherlands will be built under "the label". In existing housing and estate areas built prior to current design standards, the label's requirements for new homes would be too inflexible and costly to apply. Thus, it is possible to issue partial certificates for existing neighbourhoods and dwellings where partners work together to improve security according to the criteria. Currently, there are partial certificates for Secured Dwelling, Secured Building and Secured Neighbourhood.

Selected Sources

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Paul Reijenga
The Netherlands' Police Institute
P.O. Box 219
2501 CE The Hague
The NETHERLANDS
Tel: +31 70 318 0220
Fax: +31 70 346 7787
E-mail: npiewc@euronet.nl



Challenge

Statistics in one Nassau County precinct revealed 60 incidents of fraud against seniors between 1992 and 1995, with the average victim being 78 years old, a reported median loss of \$8,600 US and a mean loss of \$2,500 US. While local seniors were well versed in telemarketing and mail fraud, they were still being victimized by home improvement scams, impostor utility company employee burglaries and other frauds.

Description

In 1995, a problem-oriented team of the Nassau County Police Department began to solicit community expertise from seniors groups, the district attorney's office and the business community in order to identify the extent of fraud problems against seniors as well as effective countermeasures. The team developed a multi-faceted public and private sector strategy that included the following components:

- enhanced police training to raise officer awareness of the problem and ensure accurate reporting and classification; inform officers of the multi-agency support and available resources; and educate officers on effective use of municipal laws and consumer affair regulations;
- proactive banking practices such as providing at-risk customers with cash withdrawal alert forms informing them of the latest scams in use and training bank tellers on the latest fraud techniques, how to identify banking practices inconsistent with a senior's banking history and suggesting clients use certified cheques/money orders/wire transfers in lieu of large cash withdrawals;
- utility companies introduced measures to recognize fraudulent workers and were encouraged to distribute anti-fraud pamphlets with billing statements. Customers were encouraged to call company service representatives who attempted to verify a worker's identity and, if still unverified, the customer would be instructed to call the police and company representatives would also call to ensure a police response.

Impact

- 53% drop in reported cases of frauds/scams countywide (from 32 in 1997 to 17 in 1998).

However, many frauds/scams against the elderly go unreported. At police-organized meetings to educate the elderly about these problems, a number of seniors relate stories about a friend who has been a victim. Embarrassment of being scammed or the inability to grasp the complexity of the fraud inhibits reporting of incidents to police. With such problems, proactive communication and intervention are essential in order to better address and reduce victimization.

Bank employees and public utility service representatives are active participants and their proactive inquiries and questioning of suspicious activities foils offender objectives and prevents crime against seniors before they are victimized. Greater inter-agency cooperation, communication, and a coordinated response has led to a larger number of field interviews of possible suspects and a reduction in the opportunities available to scam artists.

Key Partners and Additional Funding

- Nassau County Police Department, seniors groups, the District Attorney's office, the business community, utility companies (telephone, cable, water, hydro).
- No funding was required to implement this initiative. Training costs for financial institutions, utilities and other commercial organizations were paid for by those agencies. Training of police officers and distribution of information to elderly groups was largely accomplished during regular duty hours.

Transfer Issues

This initiative may be replicated in any jurisdiction with an aging population that has the financial resources to provide opportunity for criminal frauds and scams. Essential to this project is the collaborative recognition and identification by police and public and private sector agencies of the potential opportunities for such criminal activity and a combined response to address the types of fraud occurring in their area. While education of the target population is an integral part of the initiative, education-oriented approaches cannot replace proactive intervention by the above agencies who are in a strategic position to reduce criminal opportunities. Suppression of fraud opportunities may be directly affected by the organized cooperative effort of the business and law enforcement communities.

Selected Sources

Nassau County Police Department
1490 Franklin Avenue
Mineola, New York
11501
USA
Tel: +516 573 7000
Fax: +516 573 7007
Internet: <http://www.co.nasau.ny.us/police.html>

INTEGRATED EFFORT TO REDUCE AUTO THEFT

Baltimore County, Maryland, USA (approx. pop. 722,000)
Baltimore City, Maryland, USA (approx. pop. 650,000)
Baltimore County Police Department:
Chief Terrence B. Sheridan
Baltimore City Police Department:
Commissioner Ronald L. Daniel



Challenge

In 1994, the Maryland State Legislature formed the Maryland Vehicle Theft Prevention Council (MVTPC). The Council helps finance local law enforcement agencies in their efforts to combat the ever-increasing problem of auto theft through the use of state grants. Two of these local agencies are the Baltimore County and Baltimore City Police Departments.

In 1994, Baltimore City experienced a 50% increase in vehicle theft and Baltimore County experienced a 33% increase. Statistical analysis revealed that the majority of vehicles stolen in one jurisdiction were recovered in the other and that car thieves were using vehicles to facilitate robberies, burglaries and assaults.

Description

In 1995, the Regional Auto Theft Team was formed with 18 Baltimore County officers and 12 Baltimore City officers. The Team adopted a multi-faceted effort with key stakeholders to arrest offenders, and improve the prosecution of car thieves. The initiative contains the following main elements:

- Enforcement and Prosecution: enhanced street enforcement and “spotting” of stolen vehicles, interrogation of suspects, use of informants to identify and prosecute “chop shops”, follow-up of suspected insurance fraud leads provided by insurance companies and improved collaboration with State’s Attorney’s offices to increase prosecutions, convictions and sentencing;
- Crime Analysis: regional monthly meetings with partners to share intelligence by producing information bulletins and to conduct detailed analysis in order to detect trends and suspects (especially repeat offenders);
- Prevention: public awareness campaigns about car theft problems and practical countermeasures.

Impact

- A combined 50% reduction in both jurisdictions (from 19,892 incidents in 1994 to 9,888 incidents in 1999).
- The number of recovered vehicles increased from 342 in 1995 to 707 in 1999 and the total value of recovered vehicles rose from \$2.56 million US in 1995 to nearly \$5.25 million US in 1999.

Key Partners and Additional Funding

- Municipal and state police, prosecutors, judges, citizens, Maryland Vehicle Theft Prevention Council, State Motor Vehicle Administration, Maryland Anti-Car Theft Committee, IMPACT Training Inc. (basic and advanced anti-auto theft training for officers and detectives).
- Total yearly costs incurred are \$2.6 million US, with \$2.2 million US provided by the police for salaries and benefits and the remaining \$400,000 US provided by the Maryland Vehicle Theft Prevention Council.

Transfer Issues

This program would be suitable for replication in jurisdictions with high vehicle theft rates and particularly in areas where offences and car thefts can be shown to be related to geographic jurisdiction.

Selected Sources

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Baltimore County Police

Headquarters
700 East Joppa Road
Towson, Maryland
21286-5501

USA

Tel: +410 887 2214

Fax: +410 821 8887

Internet:

<http://www.co.ba.md.us/bacoweb/services/police/html/police.htm>

E-mail: bcopd@co.ba.md.us

DOMESTIC, RACIAL AND OTHER VIOLENCE AGAINST PEOPLE

Violence affects a large part of the population. It affects the victim, often his or her immediate surroundings and also the larger social group to which the victim belongs. The rights of victims of violence and abuse of power are often hindered by indifference, ignorance and discrimination. As such, the prevention of violence can take as many forms as there are ways of creating awareness, educating, fostering commitment and building accountability.

Though far from being exhaustive, the examples of services and initiatives you will find on the pages that follow nevertheless illustrate different types of police interventions addressing the prevalence of various forms of violence in society. Often designed for a specific type of victim or potential victim, these interventions introduce a different way of judging success. For example, success may be redefined as the ability to reach out, to acknowledge specific experiences and to be of service. With the redefinition of success, the tools used to measure such will change as well.

Whether these tool adaptations involve training personnel, restructuring services, re-deploying resources, organizing awareness campaigns or educating the public, they are all meant to focus the service to be rendered on the injured party.

Challenge

In cases of domestic violence in Austria, police interventions have long been limited to advising battered women to leave the home to seek protection and arrests of perpetrators were rare as minor physical injuries typically did not constitute reasonable grounds for arrest/detention.

Description

In 1994, the federal government launched an Action Programme Against Domestic Violence. It aimed to develop integrated multi-agency approaches addressing identified dynamics of domestic violence. The programme was formalized with the 1997 enactment of the Federal Act on Protection Against Violence Within the Family that contained the following substantive elements:

- Police and Criminal Justice: officers were empowered to impose an interim protection order that expelled perpetrators from a victim's home and its vicinity and prohibited their return for seven days. Failure to comply resulted in arrest and the courts could then issue a formal protection order valid for three months;
- Intervention Agencies: private institutions were established in each of the nine provincial jurisdictions to provide women and their children with proactive victim support services and advocacy in a timely fashion (agencies were informed by police within 24 hours of their issuing an interim protection order);
- Multi-Agency Coordination: a Prevention Advisory Council composed of responsible ministries and several non-governmental organizations monitored the networking and integration of police, court, social service and other intervention agency efforts in addressing domestic violence.

Impact

- The impact of this initiative in reducing domestic violence has been evaluated by the Institute for Conflict Research. The study underlines that the Federal Act on Protection Against Violence Within the Family provides effective structures and instruments to put a stop to domestic violence in many cases. In contrast to mediation in disputes (Streitschlichtung), the expulsion of the perpetrator is a clear message to give priority to the victim's (women's) right to safety and to outlaw (male) domestic violence as a criminal act.
- An integral element of this program is the legal basis for the exchange of information between police and victim support facilities. According to the evaluation, affected women are highly satisfied with the legal, social and psychological support offered by the Intervention Agencies. Their work empowers the persons at risk and supports them to get out of the patterns of relational violence.
- The particularly vulnerable situation of migrant women requires special programmes.

Key Partners and Additional Funding

- Ministry of the Interior, police, non-governmental organizations such as intervention agencies, shelters for battered women, civil courts, the penal system and youth welfare offices.
- The Intervention Agencies as private institutions are equally funded by the Ministry of the Interior and by the Ministry of Women's Affairs.

Transfer Issues

- Requires relatively independent law enforcement authorities in order to protect individuals from imminent criminal attacks on their safety.
- A sufficiently dense network of women's institutions (homes for battered women, etc.) is necessary to publicly address the issue of violence and offer victims support and assistance.
- There must be willingness, especially of police and NGOs, to cooperate.
- A certain level of emancipatory/feminist legislation (e.g., where rape in matrimony is considered a criminal act and where the husband is not ex lege the head of the family) is required.

Selected Sources

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Ministry of the Interior
Prevention Council
Herrengasse 7
A-1014 Vienna
AUSTRIA
Tel: +43 1 53126 2045 (or 2270)
Fax: +43 1 53126 2519
E-mail: albin.dearing@bmi.gv.at
or Elisabeth.foerg-rob@bmi.gv.at

ALL WOMEN POLICE STATIONS AND VIOLENCE AGAINST WOMEN

Sao Paulo, BRAZIL
(approx. pop. 15.8 million)

Challenge

In 1983, the Sao Paulo State Council on the Status of Women made it clear that scores of Brazilian women had been subjected to violence while offenders escaped sanctions due to chronic under-reporting and police inaction.

Description

A response was to create police stations run entirely by women officers in order to reduce and prevent violence against women by deterring offenders and offering support services to victims. Beginning in 1985 in Sao Paulo, the new police stations were empowered to investigate and counter such crimes by:

- attending to victims, writing official complaint reports and detailed police inquiry reports and attempting to deter male violence directed at women;
- providing victimized women with social/psychological support services and emergency shelter in appropriate cases as well as organizing courses for abusive male partners to develop respect for women's rights to safety.

Impact

- Reporting of violence against women at the first women's police station in Sao Paulo increased from 2,000 complaints in 1985 to over 7,000 in 1989.
- Though the hidden nature of violence against women makes it difficult to attribute changes to the introduction of the women's police stations, in the two years (1987 to 1989) following the introduction of such a station in Rio de Janeiro, reported threats against women dropped by 63% and reported rapes fell by 37%.

Key Partners And Additional Funding

- The Sao Paulo State Council on the Status of Women led the initiative with the support of the Brazilian Bar Association and various non-governmental women's organizations.
- While the state government has provided most of the funding, the municipal government of Sao Paulo has contributed office space and some personnel.

Transfer Issues

That Brazilian mothers often send their abused daughters back to their husbands with the proverb "ruim com ele, pior sem ele" (It's bad with him, but worse without him) underlines the pressing need to intervene. The creation of 70 all female police stations across Brazil demonstrates police agreement with such stations.

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Ms. Ester Kosovski
Rua Prudente de Morais 504/401
Ipanema 22420
Rio de Janeiro
22420-040
BRAZIL
Tel: +55 21 295 9499
Fax: +55 21 247 7105

Challenge

In 1997, the police division of Killingbeck (approx. pop. 150,000) dealt with 1,500 incidents of domestic violence of which one third were repeat incidents. Domestic violence constitutes 30% of all violent crime in the division. Approximately 90% of domestic violence involves systematic, and often escalating, violent behaviour.

The Killingbeck Division is the second largest, in terms of allocated resources, of the seventeen police divisions and covers a predominantly low-income white population, although there is a small but significant Asian (Indian sub-continent) population as well. Housing is predominantly rented accommodation, mainly local government owned, but some housing is privately owned and rented or some privately owned and occupied.

Description

Between January and June 1997, the West Yorkshire Police implemented a graded intervention strategy as part of a new approach to responding to domestic violence. Repeat victims were prioritized through the systematized monitoring of domestic incidents that enables increasingly intensive responses with repeat incidents. The action-based model encourages arrests and involves greater cooperation between police, probation, prosecution and courts, in identifying and processing incidents. The Domestic Violence Officer (DVO) oversees the implementation of measures taken in the following three-stage model:

- Level one - first reported offence where there is no aggravated domestic violence history: information letters issued to victim and offender, arrests made where possible, police watch and offender warned;
- Level two - second reported incident: second information letters issued, community constable visit, community and police watch, property target hardening to stop entry by offender, increased offender surveillance, second warning and stricter criminal measures considered;
- Level three - multiple incidents reported: enhanced victim protection (e.g., installation of panic button/cellular phone), visit by DVO, police watch increased, a third official warning issued and stricter criminal measures undertaken.

Impact

- 83% of offenders (312 of 377) who entered Level one did not require further intervention.
- 11% reduction in the proportion of Level three entries (from 44 of 329 to 4 of 220 post-project from April to June 1997).
- Repeat victimization was reduced. The number of Level two and three incidents dropped dramatically. At the end of the project, only 1% of incidents were at Levels two and three whereas, at the start of the project, there had been 21% and 13% respectively.

There was an increased number of single attendances. Over the period of the project, the number of incidents remained fairly constant but there were more Level one incidents and far fewer Level two and three incidents. This indicates that more women had confidence in the system and were reporting incidents more readily. Despite the stable level of incidents overall, this still represents a saving in police resources as Level one incidents require less time to deal with than Level two and three

incidents.

Early intervention reduces repeat attendances. It was found that a first intervention at Level one was far more effective at reducing future victimization than if this occurred at Level two or three. The recording of domestic violence incidents also improved during the course of the project, e.g., the quality of information on the database improved.

Key Partners and Additional Funding

- Home Office, police, probation, Crown Prosecution Service (CPS), the courts, Bengali and Somali residents.

Transfer Issues

Systems need to be put into place to allow accurate identification of repeat incidents, both to enable rapid appropriate interventions and for monitoring purposes. In respect of the graded response, this is merely a way of organizing existing resources in a systematic and planned way, of matching the level of response to the level of risk. The precise measures will vary according to what is available at a local level. There should also be room for discretion, e.g., if a first attack is particularly serious, then consideration would be given for a higher level response.

Training is a key issue. All officers and other personnel involved should be given adequate training to increase their understanding of domestic violence, its potential consequences, as well as to convey the rationale behind the project, its interventions and their role. This should be supplemented by ongoing updates and feedback sessions.

A wide range of agencies and organizations need to be involved to produce an effective response to domestic violence. Early consultation on the initiative increases the level of commitment or ownership of the initiative by all parties. There needs to be an individual appointed as coordinator who not only has the knowledge and commitment to ensure success but also has the authority to overcome local problems. In the Killingbeck project, this coordinating responsibility was undertaken by a Police Sergeant. The only other dedicated post was a part-time administrative assistant.

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West Yorkshire Police Force Headquarters
P.O. Box 9
Laburnum Road
Wakefield
WF1 3QP
ENGLAND
Tel: +44 (0)192 429 2003
Fax: +44 (0)192 429 2013

Challenge

Between September 1990 and February 1991, 136 incidents of racial victimization (e.g., abuse/harassment, property damage, assaults, street crimes) were reported to community organizations on an East London estate (1,041 dwellings). Moreover, 67% of the families suffering racial incidents had experienced repeated victimization.

Description

In 1990, the Home Office Police Department initiated an action-oriented research project to reduce repeat racial victimization on the estate. The six month research program identified Bengali and Somali residents as those most likely to be repeatedly victimized and pointed toward a number of needed prevention measures. In March 1991, an inter-agency group comprised of police, tenants and housing and community group representatives reviewed the recommendations and implemented the following victim-centered initiatives:

- improving safety through target-hardening (e.g., fitting locks to homes of the most frequently victimized);
- hiring a detached youth worker to work with youth at risk of committing such offenses, as well as conducting English classes for Bengali and Somali women and Streetwise classes for the youth at risk of victimization;
- Bengali revictimization prevention worker employed to encourage reporting of incidents and working in collaboration with agencies to ensure the implementation of preventive measures;
- enhancing communication between victims and police by providing professional telephone language-line service and face-to-face interpreting services.

Impact

- 2% reduction in repeat racial victimization between October 1990 and February 1991 and October 1992 and February 1993.
- 70% of Bengalis and Somalis interviewed felt that racial attacks had fallen, 47% (compared to 9% pre-project) felt safe on the estate, and 66% (compared to 45% pre-project) let their children play outside.

Key Partners and Additional Funding

- Home Office, local authority housing department, local agencies, Bengali and Somali residents.
- Funding was provided by the Home Office Police Research Group and Safer Cities.

Transfer Issues

During the course of this project, police practices shifted from a dominant focus on detection/apprehension of offenders to a strategy of assisting victims and repeat victims in particular. Police became better acquainted with, and felt more comfortable in responding to the needs of, racial minorities. However, the new procedures and improved practices were not then integrated into standard police practices; this limited the capacity of the program to produce a marked and sustained impact on repeat racial victimization.

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Policing and Reducing Crime Unit
Home Office
50 Queen Anne's Gate
London
SW1H 9AT
UNITED KINGDOM
Tel: +44 (0)171 273 3324 (or 2702)
Fax: +44 (0)171 273 4001
Internet: <http://www.homeoffice.gov.uk/prghome.htm>
E-mail: prg@prg-homeoffice.demon.co.uk
or
Internet: <http://www.met.police.uk/>
E-mail: new.scotland.yard@gtnet.gov.uk



ANTI-VIOLENCE THROUGH PUBLIC EDUCATION

Challenge

Interpersonal violence between strangers typically occurs in specific contexts where conflict is more probable (e.g., public transport). Within such contexts, violence may occur if the offender is sufficiently motivated, a victim appears vulnerable, and other citizens are unlikely to intervene.

Description

In 1991, the Anti-Gewalt-Projekt (Anti-Violence Project) was born in the criminal department of the Berlin Police History Museum. Displayed weapons seized from offenders were used to facilitate discussions with students and citizens on the characteristics of offenders and victims, and the potential for victimization. Since 1992, training through lectures, seminars, and role playing have been offered to citizens by the Teaching Centre of the Berlin Police. Training focuses on:

- Suitable targets: awareness of danger and general safety tips, principles in warding off danger, behaviour of potential/actual victims, calls of distress, sexual self-determination, assertive communication and behaviour in potential/actual conflict situations, reporting of violent incidents to the police, and conflict resolution training;
- Motivated offenders: operating practices, behaviour patterns, and personal characteristics of offenders, as well as use of offensive weapons and the means by which offenders select victims;
- Capable guardians: conditions which motivate help from others, recognizing distress and potential conflicts, what to do when conflict/violence occurs, communication skills to diffuse conflict situations, and appropriate conduct when reporting incidents to police or acting as a witness to crime.

Impact

- 30,000 adults and young persons have taken part in the training program since 1992 and seminars are reserved months in advance.
- While the initiative has not been scientifically shown to reduce violence, research has shown that both male and female participants report increased feelings of security.

Key Partners and Additional Funding

- Partners include the Berlin Police Department, the Safe Against Crime organization and citizens.
- The project is staffed by two detective police officers and one clerk whose participation is funded by the Berlin Police Department at a cost of 300,000 DM (\$142,198 US). Courts in all states of Germany now make fines payable to Safe Against Crime which allows the organization to fund participation in the program of clients who cannot afford the cost.

Transfer Issues

In 1995, the Berlin Police Department was awarded the Federal Prevention Prize of the German Police Forces for the Anti-Violence Project. The project has become a model practice for use by other police services.

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Berlin Police Department
Landeskriminalamt 141
Anti-Gewalt-Projekt
Platz der Luftbrücke 6
12096 Berlin
GERMANY
Tel: +49 (0)30 699 35 044
Fax: +49 (0)30 699 37 818

MULTI-AGENCY APPROACH TO DOMESTIC VIOLENCE

Newport News, Virginia, USA
(approx. pop. 184,100)
Newport News Police Department:
Chief Dennis A. Mook



Challenge

Police analysis of 174 homicides occurring between 1976 and 1984 in Newport News revealed that 84 (48%) were domestic violence-related. Nearly all domestic homicide incidents involved prior repeat calls for police service; in more than 50% of cases, there were six or more calls for service recorded.

Description

Implemented in 1985, the Police Response to Incidents of Domestic Emergencies (PRIDE) program provided a multi-agency approach to reduce domestic-related homicides. An advisory committee with representation from social services, police, criminal justice, and the news media was formed to initiate collective dialogue on the problem and potential solutions. Key elements of the program included:

- police officers (from line-level to the Chief) being trained on the dynamics of domestic violence; formal policies requiring officers to strictly enforce the law and arrest offenders; and officers obtaining warrants against suspects to reduce threats and intimidation;
- enhancing criminal justice procedures, prosecutors pursuing domestic violence charges in lieu of victim testimony against their abuser, and courts no longer allowing arbitrary withdrawal of warrants obtained by victims before any effective intervention took place;
- social services providing mental health and evaluation counseling to dissuade violent behaviour among abusers and a battered women's shelter offering the additional assistance of a Victims' Advocate for court appearances and providing services to victims and their families;
- the news media providing for improved public awareness of domestic violence issues and the PRIDE program through extensive reporting via newspapers, magazines, radios and television.

Impact

- 73% reduction in domestic-related homicides (from 84 between 1976 and 1984 to 23 for the period between 1990 and 1997).
- 70% drop in the ratio of domestic-related homicides to total homicides (from 84 of 174 total incidents between 1976 and 1984 to 23 of 199 total incidents between 1990 and 1997).

Key Partners and Additional Funding

- Newport News Police Department, women's shelter, mental health providers, courts, Commonwealth's Attorney, military, and the news media.
- Except for a grant for informational pamphlets and posters, no additional funds were required to implement the program.

Selected Sources

Newport News Police Department
2600 Washington Avenue
Newport News, Virginia
23607
USA
Tel: +757 926 8461
Fax: +757 926 3533
Internet: http://www.ci.newport_news.va.us/police/index.htm
E-mail: chfoff@ci.newport-news.va.us



PROSTITUTION AND POLICE INTERVENTION

Challenge

Circuit Girls working for pimps and traveling state to state were identified as the major part of a rapidly increasing prostitution problem. From 1989 to 1996, arrests or citations for prostitution increased 137% from 663 to 906. A federally mandated cap on the city/county jail population severely restrained the imposition of incarceration for prostitution offenses.

Description

Starting in 1996, the Salt Lake City Police Department Vice Squad began to develop different approaches to reducing prostitution problems. As circuit girls working for pimps (as opposed to freelance prostitutes working for themselves) were identified as the key element of the increasing problem, new processes were introduced to reduce prostitution involvement and to aggressively prosecute pimps:

- Intake: positive identification of arrestees was achieved by getting the name and phone number of a family member to verify their identity; family members could then be enlisted to help break prostitutes from their pimp's hold;
- Processing: increased jail capacity at the county Sheriff Department allowed police to hold arrestees for three to seven days which allowed detectives time to get prostitutes talking about their pimps and permitted development of sufficient evidence to allow for search warrants and initiation of prosecution proceedings against pimps;
- Court trial: prostitutes providing state's evidence would be held until trial to eliminate the possibility of pimps threatening or physically abusing them; counseling and various other services (from church groups, victim advocates, Federal Victim/Witness Assistance, and medical and mental health organizations) were offered to help individuals break from the cycle of prostitution.

Impact

- 44% drop in prostitution arrests from 906 in 1995 to 402 in 1998.
- Arrests for exploitation of prostitution (pimping) rose from no more than 10 per year between 1989 and 1995 with a conviction rate of less than 10%, to 69 cases between 1997 and 1998 with a conviction rate of 80% on cases filed through the Utah State Court and a conviction rate of 100% on cases filed through the US Federal Court.

The prostitution program allowed police to make significant inquiries into the backgrounds of many of the prostitutes that were arrested. However, it remains difficult to track each prostitute after they have returned home. Many of these females do not have a stable family situation to fall back on and there is a high probability that some will return to prostitution. Of the cases filed in Federal Court, five of the girls involved have stayed in contact with the Vice detective in charge of their case and have stayed out of prostitution. Two other girls are known to have returned to the prostitution trade. However, the "circuit girl" type of prostitute problem is unlikely to return to Salt Lake City due to the program. The program revealed that pimps from Portland, Phoenix and San Francisco are no longer

able to recruit young women from Salt Lake City. It is hoped that as more communities in the United States learn how to effectively deal with the pimp, that fewer young females will be recruited into this type of life style.

The Salt Lake City Police Department received two awards for their successes in reducing prostitution. The Department received a great deal of positive attention from local and national TV, radio and print media. Other law enforcement agencies sought out information on the Department's program. The satisfaction level in the affected neighborhoods was very high and one group awarded the Vice Unit with their yearly "Extra Mile" award. Perhaps the most significant impact and key part of the overall program objectives is the fact that very few pimps from outside the state of Utah will venture into Salt Lake City.

Key Partners and Additional Funding

- Police (local, state, and federal), District Attorney's Office, social service agencies, clergy and the community.
- Funding for a full time Victim Advocate, at \$24,000 US annually, was received from a Federal grant to provide counseling, housing, educational placement and follow up on the girls involved in prostitution. This grant also included \$10,000 US for emergency housing, travel and clothing per year.

Transfer Issues

Hiring additional civilian personnel is recommended to aid in assisting the girls in getting out of prostitution. There are three key players that are important to the success of this program: the police, the prosecutor and the Victim Advocate. The key is treating the prostitute as a victim and applying appropriate laws to the prosecution of pimps. The prosecutor must be willing to bring the case to court and accept the prostitute as a victim who is willing to admit to prostitution. The Advocate is important in helping the prostitute return to a normal lifestyle. Readers should note that, due to a lack of funding prior to the grant, the Vice detective acted in both the police and Advocate roles during the early and middle stages of this program.

Selected Sources

- Salt Lake City Police Department. (1999), Combating Street Prostitution in Salt Lake City, Salt Lake City: Salt Lake City Police Department.

Salt Lake City Police Department
315 East 200 South
Salt Lake City, Utah
84111
USA
Tel: +801 799 3000
Fax: +801 799 3557

INTEGRATED STRATEGIES

Safety, which ensures the ability to exercise one's rights and freedoms, is a fundamental right in all societies. It is not only a daily concern for elected officials and heads of companies and organizations, but also for all citizens. For far too many years, the police were the only ones dealing with delinquent acts. As such, police action was mostly reactive and specialized, with the police intervening only after wrongful acts had been committed. Relations between the police and the public were strained. This was compounded with mistrust and a bias against authority, rather than mutual respect. The general dissatisfaction of the population resulted in a lack of motivation on the part of police officers and did not encourage consideration of the victim.

Then, as the result of basic changes in the mentality of the various parties involved, coupled with changes in structure, we witnessed a "shift towards community involvement", that is, towards "community or grassroots policing". The findings are clear: to obtain results, support must come from partners both in and out of the police force and only through cooperation between these parties will success be ensured. If these two "solitudes" come together, to talk and to share, a partnership will emerge. As well, the partners must share in all aspects of policing, that is, the means used to police, the responsibilities and the work involved, as well as the end result. Everyone must see themselves in this role and get involved.

When different parties share responsibility and work together, they cooperate in a joint effort to "produce" public safety. Since safety is concerned, such cooperation involves front-rank public servants such as the courts and police; elected officials; local, regional and national authorities; private enterprise; transporters; landlords; education and health workers; and the disability community. This partnership, with its formal and less formal aspects, must be acknowledged and achieve status and credibility. It must also have a vision and establish a clear program of work that defines the roles and responsibilities of each party involved, all the while respecting the vocation of each one and the private lives of citizens. Partners must also be innovative and imaginative in their policing, such that citizens can live normal lives, even under often difficult circumstances.

Following, you will find examples of joint approaches to problems, crime prevention programs and more-or-less formal organizations. Although they are all different, they nevertheless all strive to make daily living safer for the inhabitants of our cities throughout the world.



Challenge

Between 1963 and 1995, the population of Belgians in Brussels decreased from 950,000 to 666,000, while the foreign-born population increased from 90,000 to 286,000. Certain youth gangs composed of ethnic minorities have created fear among underground transport travellers. These gangs have also been found to be involved in a range of offences from petty crime to serious crimes involving drugs and violence.

Description

In 1997, the Carrefour des Jeunes Africains (The Young African Crossroads) or CJA was officially created. The CJA is a partnership between the Brussels police, community organizations and the transport sector. It aims to reduce the involvement or potential involvement of at-risk ethnic minority youth in delinquent or criminal activity. Efforts are focused according to risk levels:

- Low-risk category: the majority of youth who do not pose a problem and have no links to gangs or their activities. These youth are younger or are unsuitable as targets for influence by those in the medium and high-risk categories;
- Medium-risk category: the group of youth who are prime targets for preventive intervention as they have not yet entered the delinquency cycle but are in frequent contact with members of the high-risk category. Problems to be addressed are largely family and school-based and sometimes work-related;
- High-risk category: those youth who are in regular contact with the justice system and are involved in the cycle of delinquency.

Interventions are formulated specific to the risk category but may include: cultural exchanges, other activity programs (e.g., theatre, dancing, excursions), school-based training and support, social orientation and referral to appropriate agencies, and promoting healthy lifestyles including proper nutrition. Other interventions include outreach to at-risk families, and public education campaigns to educate target groups about the risks and costs faced by their youth as well as available positive opportunities.

Impact

An assessment of the impact of this initiative has not been conducted.

Key Partners and Additional Funding

- Police services, the Carrefour des Jeunes Africains, la Société des Transports Intercommunaux Bruxellois (Intercommunity Transport Society of Brussels), community and cultural organizations, schools, and local residents.

Selected Sources

- Yansenne, D. (1999), *Se Transformer: Un Défi Nécessaire dans un Environnement en Pleine Evolution* [To Transform: A Necessary Challenge in an Evolving Environment], Paper Presented at the International Centre for the Prevention of Crime (ICPC) Conference on the Role of the Police in Crime Prevention, December 1-3, 1999, Coventry, England.

David Yansenne
Directeur des Opérations
Gendarmerie belge – District Bruxelles
Rue Croix de Fer 77
Bruxelles
BELGIQUE
Tel: +32 (0)2 507 9201
Fax: +32 (0)2 507 9410

Challenge

In 1994, following an environmental analysis of its service area and consultations held with the public, political authorities, key partners and its staff, the Montreal Urban Community Police Service (MUCPS) embarked on a process of large-scale reorganization in order to meet the expressed expectations of these groups. Essentially, these called for the MUCPS to:

- intervene in a quick, humane, comprehensive and professional manner, with an emphasis on client service;
- tackle the underlying causes of crime and devote its energy to achieving lasting solutions to the community's problems by working together with citizens;
- achieve for its members a stimulating, fulfilling and enriching work environment, notably by conferring on them increased responsibility and autonomy.

Description

In January 1997, the MUCPS began to implement a new policing model based on the concept of community policing. This model has five interdependent components:

- a problem-solving approach;
- geographical accountability;
- a service-oriented approach;
- partnership with the public;
- staff empowerment.

The transition from the traditional policing model to the Neighbourhood Policing model led to major changes in the structure and culture of the Department which has appreciably transformed the daily lives of its members. In structural terms, the implementation of the new model has resulted in:

- the proliferation of service points throughout the region;
- the decentralization of decision-making and budgetary powers;
- a reduced number of bureaucratic levels;
- the establishment of networks linking the various units of the Department.

Impacts

A comparison of the results of a pre-implementation survey conducted in the fall of 1996 with those of a post-implementation survey conducted in the fall of 1998 of 9,200 citizens affected by the first phase of Neighbourhood Policing (23 stations out of a total of 49) revealed an increase over all variables of satisfaction:

- police visibility had increased;
- residents held a more positive view of the police;
- more people found their neighbourhoods safe;
- the quality of police services had improved;
- the quality of police interventions had been maintained at a high level.

Key Partners and Additional Funding

- Operating budget (1999): \$378,728,000 CAN (\$252,647,027 US).

Transfer Issues

The decentralization of police operations in the Montreal area has facilitated the development of partnership building with local groups. The establishment of each community policing

unit includes an advisory committee consisting of representatives from the community, schools, social services and business sector, and has proven to be an effective means of creating viable police-community partnerships.

Selected sources

- MUCPS. *La Police de quartier*, 1996, p. 108.

MUCPS
Montreal Urban Community Police Service
750 Bonsecours Street, suite 430
Montreal, Quebec
H2Y 3C7
CANADA
Tel: +514 280 3070
Fax: +514 280 3399
Internet: <http://www.SPCUM.qu.ca>
E-mail: Webmaster@SPCUM.qc.ca



COMMUNITY POLICING AND MODIFICATION OF ORGANIZATIONAL STRUCTURE

Challenge

The Police Department is only one of several actors involved in crime prevention. Community groups are often best equipped to deal with problems such as prostitution, panhandling and drug addiction. The role of the police in these contexts needs to be defined through a process of collaboration and consultation with community organizations and local citizens in a manner which respects the roles of each player.

Description

The organizational structure of the Police Department was modified in order to permit the adoption of a community policing model. This shift was achieved in three phases:

- The creation of a specialized crime prevention unit to:
 - develop programs aimed at reducing the crime rate;
 - establish evaluation criterion;
 - set up multi-agency committees to work in a climate of mutual respect;
 - create an advisory committee on crime prevention with community input;
- The establishment of three community police stations following consultations among the Police Department, elected officials, partner organizations and citizens;
- Implementation of community policing services with a strategic approach to problem solving through:
 - joint ventures, framework agreements, consultation committees and joint training programs;
 - public consultation, identification and resolution of problems and fostering closer proximity between the police and citizens;
 - creation of a permanent commission on public safety;
 - participation of approximately 150 volunteers in joint activities with the Police Department;
 - involvement of more than 3,500 families in various programs.

Impact

Independent surveys confirm that citizen satisfaction with police services has increased (available by contacting the police department).

Key Partners and Additional Funding

- City Council, institutions (community health centres, hospitals, etc.), community organizations (shelters, victim assistance centres, etc.) and citizens.

Transfer Issues

The model is easy to implement and has proven effective in restructuring the police organization.

The projects originating out of the community police stations are overseen by a citizens' committee, are run by dedicated volunteers and deal with a wide range of clients (e.g., elderly women, teenagers) and issues (e.g., crime victim's action, drug addiction, violence, etc.) Experience with this initiative has shown that an effective restructuring of the police organization requires:

- focusing on police officer training, particularly in the areas of domestic violence, drug addiction and issues relating to cultural communities;
- reviewing standard work methods by modifying work tasks, reanalysing evaluation systems, revising operational directives through a problem-solving approach, reorienting services towards regional sectors and modifying the call-management policy.

Sources

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- Restructuring Territorial Security.

Hull Police Department
777, de la Carrière Blvd
Hull, Quebec
H8Y 6V1
CANADA
Tel: +819 595 7600
Fax: +819 595 7824
Internet: beaulieud@ville.hull.qc.ca

HOT SPOT ANALYSIS AND PROBLEM-SOLVING

Edmonton, Alberta, CANADA
(approx. pop. 863,000)
Edmonton Police Service:
Chief Robert Wasylshen



Challenge

By examining 153,000 calls for service in 1986, 21 areas of the city were identified as “hot spots”, and 81% of calls in these areas were from repeat addresses. Police officials recognized that the problems of repeat users needed to be resolved to improve the effectiveness of police services.

Description

In 1988, the police service began to introduce a series of problem-oriented strategies to address crime problems in Edmonton. Constables continued to respond to calls for service, but they also engaged in proactive police work involving citizens in the identification of local problems and enlisting their support in preventing crime and creating a better community:

- the police structure was reorganized to put more officers on the street and officers were given greater authority in street-level decision-making when working with the community to resolve local problems;
- a Neighbourhood Foot Patrol Program was introduced in 1987 in the 21 neighbourhood beat areas with the highest number of repeat calls for service and a neighbourhood constable was assigned to each area;
- Neighbourhood Advisory Committees were created to promote cooperative problem-solving by involving the community including citizens, representatives of the business community, and social agencies;
- twelve Community Police Stations, each staffed by volunteers and one officer, were opened in 1992 and citizens were encouraged to report non-emergency problems directly to these stations.

Impact

- 41% drop in the total number of criminal offences (from 121,278 incidents in 1991 to 71,595 in 1995), which was the largest reduction of any major Canadian city.
- 31% decrease in violent crime between 1991 and 1995.
- It has been estimated that the implementation of community-based policing in Edmonton saved the police service from having to create an additional 112 positions and an increase of \$18.6 million CAN (\$12.4 million US) in operating and capital budgets. Additionally, there was a 60% drop in insurance claims for thefts (from 2,948 in 1990 to 1,194 in 1994) and a 38% decrease in such claims for residential burglaries (from 4,858 in 1990 to 2,994 in 1994).
- The police service is currently undergoing a process by which the role of community stations will be expanded to handle increased numbers of non-emergency calls.

Key Partners and Additional Funding

- Edmonton Police Service, social service agencies, volunteers, and community residents.
- The per officer operating budget for the police service increased by 6% from \$87,349 CAN (\$60,477 US) in 1991 to \$92,685 CAN (\$64,171 US) in 1996. In 1999, the per officer operating budget was \$107,004 CAN (\$74,083 US). The 15% increase between 1996 and 1999 was largely a result of negotiated wage increases.
- The tax levy over the last several years has experienced little to no increases. The increase between 1999 and 2000 was 2.5%. Additionally, the staggered elimination of the

provincial law enforcement grant beginning in 1994 amounted to an approximate 6% reduction of the overall operating budget.

Selected Sources

- Koller, K. (1990), *Working the Beat: The Edmonton Neighbourhood Foot Patrol*, Edmonton: Edmonton Police Service.
- Hornick, J. et al. (1993), *Community Policing in Edmonton*, Ottawa: Solicitor General Canada.
- Don, K. & Veitch, D. (S/Sgt.). (1996), *Community-Based Policing in Edmonton*, Edmonton: Edmonton Police Service.

Edmonton Police Service
Police Headquarters
9620-103A Avenue
Edmonton, Alberta
T5H 0H7
CANADA
Tel: +403 421 3333
Fax: +403 421 2207
Internet: <http://www.police.edmonton.ab.ca/>
E-mail: eps@police.edmonton.ab.ca



Challenge

Despite recent national crime reductions, the Canadian public remains concerned about crime levels. The public also increasingly questions the effectiveness of traditional criminal justice responses in holding offenders accountable for their behaviour and adequately responding to victim and community concerns.

Description

Based on restorative justice approaches pioneered in Australia and New Zealand, in 1996 the Royal Canadian Mounted Police (RCMP) introduced the Community Justice Forum (CJF) to improve responses to crime and to better meet the needs of victims, offenders and communities. Within the framework of this program, RCMP officers use their discretionary powers to refer appropriate cases to CJF's which provide for:

- mediation between victims and offenders and consensual or negotiated decision-making by justice representatives, victims, offenders and close family members in developing solutions most suited to each problem;
- an RCMP-trained facilitator who guides participants through the process of listening to the experiences of each of the participants and directs discussion so that victims clearly establish the harm they have suffered and offenders acknowledge the effects of their behaviour;
- the participants to express their expectations and, if a consensual decision is reached, the facilitator closes the CJF by formalizing the agreement and deciding upon follow-up measures to ensure adherence to the agreement.

Impact

While no empirical study has yet been conducted on this initiative, a 1997 evaluation of 239 participants revealed the following outcomes:

- 91% of all participants felt that the agreement/outcome was quite or very fair;
- 85% of offenders complied with agreement conditions.

Key Partners and Additional Funding

- RCMP, victims and relevant family/supporters, offenders and relevant family/supporters witnesses and anyone else directly connected with the offense.

Selected Sources

- Chatterjee, Jharna. (1999), A Report on the Evaluation of RCMP Restorative Justice Initiative: Community Justice Forum as Seen by Participants, Ottawa: Royal Canadian Mounted Police.
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Research and Evaluation Branch and/or
Aboriginal Policing Services Branch
Community, Contract and Aboriginal Policing Services
Royal Canadian Mounted Police
1200 Vanier Parkway
Ottawa, Ontario
K1A 0R2
CANADA
Tel: +613 993 6221
Fax: +613 998 2405
Internet: <http://www.rcmp-grc.gc.ca/>
E-mail: aborig@rcmp-ccaps.com

DOMESTIC VIOLENCE AND RACIAL DISCRIMINATION

London Borough of Hackney, ENGLAND and WALES
(approx. pop. 190,000)
London Metropolitan Police:
Commissioner Sir John Stevens

Challenge

In the London Borough of Hackney, police recorded crime for the period July 1997 to June 1998 revealed:

- 211 incidents of racial harassment of which 22% were common assault and 14% were actual bodily harm/grievous bodily harm;
- 2,638 incidents of domestic violence of which 28% were common assault and 22% were actual bodily harm/grievous bodily harm. The true extent of both offence types remains unclear as they tend to be under-reported.

Description

The Hackney Crime and Disorder Reduction Partnership is committed to reducing local racial harassment and domestic violence problems. The strategy is focused on developing services so that partners can work collaboratively to support the community in reducing these crimes and providing support to victims by implementing:

- Enhanced policing and prosecution: diligent police investigation of reported incidents and use of a positive arrest policy (e.g., arrest of suspects where there is evidence that harm has been caused), ensuring that prosecution levels reflect the numbers of these incidents;
- Victim support services: advice on emergency housing, obtaining injunctions, general welfare, counselling, advocacy, casework and outreach as well as a 24 hour helpline (with staff and facilities to cover many of the ethnic minority languages of the community);
- Public awareness: campaigns to raise understanding and promote the reduction of these crime problems. The campaigns are aimed at professionals and organizations, schools and other educational institutions, and the community.

Impact

An evaluation of the impact of this initiative has not been conducted.

Key Partners and Additional Funding

- London Metropolitan Police (Hackney and Stoke Newington Police Community Safety Units), Hackney Borough Domestic Violence and Racial Harassment Team, Action for Racial Equality and Women's Aid, a Multi-Agency Racial Incidents Forum (MARIF), and a Domestic Violence Forum.

Selected Sources

- London Metropolitan Police. (1999), Tackling Domestic Violence and Racial Harassment, London: London Metropolitan Police.

Community Safety Unit
Hackney Police Station
London Metropolitan Police
2-4 Lower Clapton Road
E5 0PD London
ENGLAND
Tel: +44 (0)181 217 3464
Fax +44 (0)181 217 3356
Internet: <http://www.met.police.uk/>
E-mail: new.scotland.yard@gtmet.gov.uk

Challenge

Small housing estates in Northumbria are experiencing high levels of unemployment and crime and a sense of community powerlessness.

Description

In 1994, the Northumbria Community Safety Strategy (NCSS) was introduced to prevent crime and reduce the fear of crime among citizens. Employing a multi-dimensional program to improve community safety, the initiative is specifically targeting levels of drug misuse, car crime, violent crime, burglary, persistent young offenders and groups vulnerable to involvement in crime. The key elements of this program include:

- creating a safer environment with better street lighting as well as tackling vandalism and graffiti;
- improving residential/commercial security with better locks, alarm systems and closed circuit television camera systems in public areas;
- diverting young people from crime by engaging employers in collaborative projects;
- creating new community projects and assisting victims of crime by recruiting volunteers and enlisting organizational support.

Impact

Between 1991 and 1998, Northumbria achieved:

- 39% overall crime reduction;
- 52% reduction in burglaries.

Key Partners and Additional Funding

- Northumbria Police, governmental and non-governmental representatives (e.g., victim support), private sector involvement and the public.
- Beginning in 1996, the initiative will receive £10.5 million (\$16.05 million US) from the Home Office's Single Regeneration Budget Programme over seven years. This is in addition to funding already being contributed by partner agencies and organizations.

Transfer Issues

The political will and willingness of civil participation that exist surrounding the NCSS are likely to facilitate the success of this initiative. In terms of the possibility of replication of such in other jurisdictions, refer to the Hadrian Report below.

Selected Sources

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Ms. Sheila Stokes White
Head of Strategy
Northumbria Community Safety Strategy
Civic Centre
Gateshead
Tyne and Wear
NE8 1HH
UNITED KINGDOM
Tel: +44 (0)191 477 1011 ext. 2545
Fax: +44 (0)191 490 0620
E-mail: s.stokeswhite@cableinet.co.uk

Challenge

Experience shows that crime prevention partnerships among police, local authorities and the community can achieve more effective results than individual organizations on their own. Experience also shows that effective action to tackle crime and its causes requires a rigorous process of diagnosis, continuous monitoring, evaluation and information exchange. While many partnerships exist at the borough level in Britain, they have rarely implemented all of these elements of the process. The Comprehensive Spending Review showed that crime reductions could be achieved more effectively through intensifying cooperation among partners as well as implementing measures tackling the causes.

Description

The Crime and Disorder Act 1998 places new obligation on local authorities, the police, police authorities, health authorities and probation committees (amongst others) to cooperate in the development and implementation of a strategy for tackling crime and disorder in the area. The Act also requires local authorities to keep crime and disorder issues in mind when considering all other matters. Working with these other partners, the police and local authorities will have to adhere to the following cycle of events, each cycle lasting three years:

- conduct and publish an audit of local crime and disorder problems, taking into account the views of those who live in the areas;
- determine priorities for action;
- devise and publish a strategy which tackles these priority problems, including objectives and targets;
- monitor progress, fine tuning the strategy as required.

With respect to police specifically, the Act recognizes that the police have been at the heart of partnerships to tackle a range of crime related issues. The Act provides a new impetus to existing police work, encouraging a more focused and coordinated approach. By working together with other agencies, the police service must aim to make a real difference to levels of crime and disorder in the communities which it serves. Police-agency partnerships will be judged according to their effectiveness. The police service has welcomed the decision to place this work on a statutory footing.

Along with Chief Constables and local commanders, the police authority's role in the work of the new partnerships puts them at the very heart of local efforts to tackle crime and disorder. They have a statutory responsibility for:

- consulting the local community on policing matters and priorities;
- setting police objectives and targets in consultation with the Chief Constable for the area;
- publishing the policing plan, prepared in draft form by the Chief Constable of the area;
- approving the budget.

It is particularly important to ensure that the local crime and disorder strategies and the policing plan are complementary. Of course, policing plans go much further than local strategies both in content and geographical coverage. Police plans are also produced on an annual basis.

What is essential is that none of the partners seek to impose its own agenda on the others. The agenda must be set by the reality of crime and disorder which needs to be tackled in the local area. The final outcome must be the result of a process of negotiation and consensus which focuses on the joint responsibility to reduce crime and disorder and is clearly based on the audit of local crime and disorder problems. Accordingly, it is expected that objectives for the police service and supporting performance indicators will evolve to reflect the increased emphasis which the Crime and Disorder Act places on local action on preventing crime rather than reacting to it.

Impact

No evaluation of the impact of the legislation has been completed. A comprehensive strategy to evaluate individual programmes, local partnerships and the overall framework has been designed and is currently being implemented.

Key partners and Additional Funding

- British Parliament, Home Office, police authority, health authority, probation services, community and business groups.

Transfer Issues

The Crime and Disorder Act is part of a multi-layered approach which also includes the Crime Reduction Programme and the Crime Reduction Strategy. The Crime reduction Programme is a £250 million programme running for 3 years taking an evidence-based approach to reducing crime. It addresses burglary, targeted policing, children and families at risk, innovation, offender treatment, drug arrest referrals, intervention work in schools, locks for pensioners, domestic violence and violence against women, vehicle licensing, youth inclusion, sentencing, neighbourhood wardens, design against crime and CCTV initiatives. The Crime Reduction Strategy focuses on seven main areas: raising the performance of the police, reducing burglary and property crime, tackling vehicle crime, dealing with disorder and anti-social behaviour, dealing effectively with young offenders, dealing effectively with adult offenders and helping victims and witnesses. The combination of these three initiatives is likely to offer the best results.

Selected Sources

- The Crime and Disorder Act 1998 (c.37) London: The Stationery Office Limited.

Web site:

<http://www.hmso.gov.uk/acts/acts1998/19980037.htm>

- Home Office (1998), The Crime and Disorder Act: An Introductory Guide. London: Crown.

Web site: <http://www.homeoffice.gov.uk/cdact/cdaintl.htm>

- Home Office (1998), The Crime and Disorder Act: Guidance on Statutory Crime and Disorder Partnerships. London: Crown.

Web site: <http://www.homeoffice.gov.uk/cdact/cdaguid.htm>



Lancashire, ENGLAND and WALES
(approx. pop. 1.1 million)
Lancashire Constabulary:
Chief Constable Pauline Clare,
QPM DL BA (Hons) C I Mgt.

PARTNERSHIP AGAINST CRIME

Challenge

Police services working in partnership with other community agencies sometimes find themselves overwhelmed with the number and diversity of existing/potential partners. Strategic planning is required to find common ground and coordinate the objectives of policing services, local government and communities.

Description

Formed in 1992, the Lancashire Partnership Against Crime (LANPAC) aims to develop and facilitate measures leading toward a reduction in crime and its effects. In 1997, LANPAC became a company and a registered charity with all profits from the company invested in providing safety equipment and training to the charity foundation to support further crime prevention activities. Key elements include a:

- small team of five permanent staff with responsibility for the design and management of crime prevention projects, typically with voluntary support from member organizations in matters of their particular interest. Accommodation, salaries, management support and administrative services for the team of permanent staff are provided by the Lancashire Constabulary;
- Board of Directors responsible for policy direction and financial control of LANPAC. The Board is comprised of senior figures from the business sector, police and the public sector;
- complimentary approach that integrates LANPAC activities with the aims and objectives of the Lancashire Constabulary and local community safety strategies;
- Community Safety Initiative funding mechanism that includes evaluation as a key criteria for grants and the submission of evaluations to the Board of Directors at the conclusion of the project. Outcome measures include re-offending rates of project participants, crime/disorder levels, and public perceptions.

Impact

Although the overall LANPAC initiative has not been evaluated, evaluations have been compiled on over 200 successful LANPAC projects including:

- A youth shelter project: In an effort to reduce juvenile nuisance and minor damage caused by young people in the Briercliffe area of East Lancashire, LANPAC provided the funding to erect a youth shelter in a non-residential area. The aim of the project was to provide young people with a place of association for themselves and for which they would have a large degree of ownership. In 1996, there were 98 reported incidents of juvenile nuisance in Briercliffe. The shelter opened in 1997 and by the end of that year, the number of reported incidents had dropped to 60. In 1998, there was a further drop to 32 incidents, representing reductions in juvenile nuisance of 33% and 46% year on year.

- Biting Back: This was another typical project that was run in the Deepdale area of Preston, Lancashire during 1998. Deepdale had a high incidence of burglary and repeat victimization for property offences. LANPAC provided £9,000 (\$13,433 US) to purchase remote video and alarm equipment to combat this. Local officers ran the project and, during the first six months, there was a 34% reduction in the number of house burglaries in the area and a 35% reduction in repeat offences. LANPAC aligned its objectives to those of the Lancashire Constabulary in order to maximize the impact of funded projects. The Constabulary's current objectives are to reduce crime, disorder and road casualties while increasing confidence in the police as well as public satisfaction with policing service delivery. LANPAC only provides funding to projects that assist the Constabulary to achieve those objectives. In addition, all projects are measured against these criteria.

Key Partners and Additional Funding

- Lancashire Constabulary, probation, local government, private sector agencies (insurance, security, utilities, financial services), public sector agencies (victim support services, education, youth and community services), Lancaster University and the University of Central Lancashire.
- From 1992 to 1999, over £1 million (\$1.5 million US) has been granted toward crime reduction initiatives. Applicants for funding are encouraged to lever in additional funding and current LANPAC grants tend to be augmented fivefold by additional contributions from other agencies.

Transfer Issues

LANPAC has charitable status and has been registered as a company limited by guarantee. This requires administrators to publish LANPAC accounts. The Chief Constable donates 4 staff, premises, equipment and additional resources to support the day-to-day running of the Partnership. A board of directors, drawn from member companies, meet bi-monthly to coordinate the activities of LANPAC. Although the Constabulary provides the most resources to LANPAC, all agencies involved are considered to be key players in the success of the initiative.

Selected Sources

- Lancashire Partnership Against Crime Limited. (1999), *Creating A Safer Lancashire Through Partnership: Annual Report 1998*, Preston, England: Lancashire Partnership Against Crime Limited.

Lancashire Constabulary
Partnerships and Community Safety Department Headquarters
P.O. Box 77
Hutton, Preston
PR4 5SB
ENGLAND
Tel: +44 (0)177 261 8570
Fax +44 (0)177 261 3562
Internet: <http://www.lanpac.co.uk>
E-mail: davidjjones@lancpol-commsafe.demon.co.uk

Challenge

Police forces are often called in for relatively minor conflicts or for disputes between family members or neighbours which are more akin to social conflicts than actual crimes. This is frustrating for law-enforcement bodies which are ill-equipped to find appropriate solutions to these problems.

Description

In 1994, as a result of this experience, police forces concluded agreements with the Justice Department (state prosecutor's office) and prominent mediation associations to permit litigation cases (brought to their attention through a complaint or report) which appeared amenable to mediation to be assigned to such associations:

- the process typically involved one of the parties involved in a dispute coming to the police station where an officer contacted the state prosecutor's office, which gave its approval and then made an appointment for the opposing parties directly with the association;
- written statements describing the situation were taken at the same time;
- police were informed of the mediation results.

A similar system was set up for youth in order to permit them to make direct or indirect reparation for damages caused (tags, vandalism, etc.) Following a recommendation by a police officer or prosecutor, youth were supervised by specialized associations.

Impact

- This approach has made it possible to resolve problems which, in most cases, would not have been handled in the past. The approach also fosters lasting solutions to repeated conflicts.
- Police officers can devote more of their energies to serious crime concerns.

Figures for the city of Strasbourg, France (approx. pop. 380,000):

- 70% of mediation cases are handled directly by the police and the Gendarmerie without passing through the courts, thereby reducing judicial caseloads;
- of 265 cases handled in 1997, 98 (37%) involved family conflicts, 63 (24%) involved neighbourhood problems and only 7.5% of cases involved parties who did not know one another before the conflict developed. 80% of those summoned appeared and 62% of cases were settled by mutual agreement.

Key Partners and Additional Funding

- Justice, police, associations, mayors, local government agencies, social and educational services and Youth Protection.
- Funding: Legal expenses- urban policy credits providing as much as \$300 US per mediation case.

Transfer Issues

Even in the absence of scientific measures of recidivism rates, mediation has resulted in a return to normalized relations, without the aggravating effect of a prison sentence. Periodic assessments are published by associations.

Selected sources

Police Nationale
Direction centrale de la sécurité publique (National Headquarters for Public Security)
4 rue Cambacérés
75008 Paris
FRANCE
Tel: +33 (0)1 4927 4927
Fax: +33 (0)1 4265 4891

or
ACCORD Association
Monsieur Jean-Pierre Copin
38, Avenue des Vouges
67000 Strasbourg
FRANCE
Tel: +33 (0)3 8824 9080
Fax: +33 (0)3 8824 9088

URBAN VIOLENCE AND PREVENTION UNITS

Challenge

The National Police was repeatedly confronted with incidents of urban violence in neighbourhoods threatened by public insecurity, the rise of street gangs and growing youth involvement in crime.

Description

After developing responses at the police and judicial levels, the National Police recognized the need to create a permanent and personalized link with the public through specifically designated representatives working in close partnership in urban policy through Community Crime Prevention Councils (Conseils Communaux de Prévention de la délinquance, CCPDs). The goal of these partnerships is to help citizens develop appropriate responses to expressed or perceived safety needs and to increase the efficiency of police responses. The crime prevention units were involved in studies, surveys and decisions made in the context of the routine operation of public services and the community life of their districts. These units comprised of a small number of public servants (volunteers responsible for monitoring a given sector) who:

- established permanent links in socially developing neighbourhoods by listening to residents' concerns and establishing a local presence alongside other agencies and the various community or municipal institutions and associations
- became involved in the social and organizational life of the community by assisting local groups in resolving administrative difficulties; this unconventional role altered citizens' perceptions of their police forces, who are now viewed as representing a useful source of information and analysis;
- became firmly involved in partnership building and sharing while preserving their policing mandate;
- detected more quickly the causes of urban violence and limited or prevented their influence through ongoing personal communication with the various institutions, associations and social groups;
- developed actions targeted at identified causes of unrest (e.g., street people and prostitution) in conjunction with educators and social services personnel.

Impact

- The urban crime prevention units were significantly involved in developing and conducting campaigns targeting family violence, protection of the elderly, crime prevention in schools and drug abuse prevention. These units were responsible not only for changing police operations, but also for enhancing the public image of the police.

Key Partners and Additional Funding

- Ministry of the Interior: Costs came in the form of the salaries of civil servants who were assigned to this role.

Transfer Issues

A remaining task is to communicate to the police force at large the need for this type of action, which has proven effective in preventing outbreaks of violence (notably in connection with the accidental deaths of young people in neighbourhoods where the police are normally less respected) through police presence, on-the-spot dialogue between people more used to discussing such events in non crisis contexts and by demonstrating a sharing of common values.

Selected Sources

Police Nationale
Direction centrale de la sécurité publique (National Headquarters for Public Security)
4 rue Cambacérès
75008 Paris
FRANCE
Tel: +33 (0)1 4927 4927
Fax: +33 (0)1 4265 4891



Challenge

Schools are unique environments which should be preserved and which permit connecting with tomorrow's adults. Naturally, the links established between police and children during their school years will have a significant impact on future public-police relations.

Description

Introduced at the beginning of the 1996-1997 academic year, the Secure School Program (Programa Escola Segura) aims to improve social control in schools nation wide. A collaborative effort of central government ministries (Interior and Education), police forces and schools, the program incorporates the following elements:

- Policing: improved security and surveillance both inside and outside school buildings with more agents to patrol hallways and vehicles for patrolling external premises;
- Students and School Personnel: opportunities provided for improved collaboration between the police, the school and the larger community, including the employment of trained young agents who aim to improve security in collaboration with students;
- Technological Enhancement: installation of cellular phones in all police vehicles involved in the program to allow for direct communication with school security agents and school staff;
- Inter-personal Relationships: can channel responses to specific needs and put in place effective exchanges of information and knowledge.

Impact

This program produced unexpected results at the level of improved relations between police and educators as well as between school personnel and youth themselves (who assist in teaching about driving, road safety and domestic violence). There were also reduced incidents of reported disturbances (e.g., a 50% drop in false bomb alarms).

Key Partners and Additional Funding

- Ministry of Interior and Ministry of Education, local government, municipal schools and communities.
- Program funding for the 1998-1999 school year was 3 billion escudos (\$13,872 US), two-thirds of which was provided by the Ministry of Interior with the Ministry of Education supplying the remainder.

Transfer Issues

The Secure School Program is currently operating in all of the nation's grade one through secondary schools, as well as in some postsecondary institutions. The widespread implementation of the program has bolstered its credibility and enjoys unconditional support by school personnel.

Selected Sources

- Ministry of the Interior. (1999), Programa Escola Segura [Secure School Program], Lisbon: Minister of the Interior.

Ministry of Interior
Minister's Cabinet
Praça do Comércio
1149-015 Lisboa
PORTUGAL
Tel: + 351 (0)1 323 2077
Fax: + 351 (0)1 342 7372
E-mail: pgomes@mai.gov.pt



DECENTRALIZING POLICING AND GOVERNMENT SERVICES

Challenge

From 1987 to 1991, the city of Fort Worth always had one of the 4 highest crime rates in the country. Reports in major publications and national network news programs on the municipality's crime problems made it more than a local concern. Crime had become a threat to continued economic development.

Description

During 1991 public budget hearings, politicians in Fort Worth were confronted by angry business owners and citizens who no longer felt safe. In 1991, a multi-faceted program Code Blue was introduced as a part of the decentralization of local government and policing services. While a number of multi-faceted programs emerged, the largest and most enduring was:

- Citizens on Patrol: building on an established crime prevention strategy, selected citizen volunteers receive 12 hours of local Police Academy training, work in groups to patrol neighborhoods, and report suspicious activity with police radios that could be used to communicate directly with patrol officers. Over 3,700 citizens were active in the program in 1998.

During this same period, the city began exponentially expanding collaborations and partnerships in developing a strategy to make Fort Worth the safest large city in the United States. As an outgrowth of other strategies such as Weed & Seed and the Comprehensive Communities Program, two key projects were launched in full collaboration with partner agencies:

- The Tarrant County Advocate Program (TCAP) Juvenile Offender Intervention: an intensive supervision/intervention project targeting juvenile offenders, especially serious repeat offenders. Advocates provided close supervision and mentoring, conflict resolution and interpersonal skills, and links to appropriate community resources and support systems;
- Comin' Up Gang Intervention: under Girls and Boys Clubs supervision, the program employed and trained gang members to resolve disputes and diffuse gang violence incidents. Community service orders for at-risk youth were integrated with job training and placement assistance, tutoring, conflict resolution, parenting skills, anger control, and drug education.

Impact

Fort Worth achieved the following crime reductions between 1986 and 1996 (rates per 100,000 pop.):

- 56% Total Crime Index Rate (from 18,698 to 8,266);
- 57% Property Crime Index Rate (from 16,654 to 7,207);
- 48% Violent Crime Index Rate (from 2,044 to 1,059);
- expansion of partnerships with other agencies and grassroots community groups;
- 14% Juvenile Arrests for Part I Crimes, 1991-1998 (from 2,689 to 2,325).

Key Partners and Additional Funding

- The Mayor's office, City Management, Fort Worth Police Department, the Crime Prevention Resource Center, Tarrant County Juvenile Services, business sector, residents, area ministers, various city and non-governmental organizations, and various state and federal agencies.
- With city and federal agency funding, the Code Blue Program began with an annual budget of \$3.17 million

US in 1991 which had grown to \$3.79 million US by 1998. Support for TCAP has come from Tarrant County taxes, the Comprehensive Communities Program, and the Department of Justice. Comin' Up has received seized funds, property escrow funds, and Local Law Enforcement Block Grant funds from the police department as well as some Community Development Block Grant (CDBG) funds.

Transfer Issues

A resounding majority of local voters supported, via referendum, the creation of a Crime Control and Prevention District in 1995. With continuation subject to voter approval every five years, this initiative provides \$30 million US annually for various programs through \$0.50 US added to the sales tax. Fort Worth was selected, by the National Crime Prevention Council (NCPC), as one of six leading American cities with the largest crime reduction over the past ten years.

Funding for TCAP and Citizens on Patrol has largely been internalized to the various responsible agencies while Comin' Up is still largely reliant upon outside funding. Replication of the programs is largely reliant upon a community making a commitment to prevention/intervention rather than primarily focusing upon enforcements, as well as a spirit of cooperation among key leaders of various government agencies and service providers. Transfer would also require the existence of a network of mid-management and field level personnel with an above-average knowledge of the activities and programs of various entities and a willingness to embrace new paradigms.

Selected Sources

- National Crime Prevention Council. (1999), Six Safer Cities: On the Crest of the Crime Prevention Wave, Washington DC: National Crime Prevention Council.

Fort Worth Police Department
350 West Belknap
Fort Worth, Texas
76102
USA
Tel: +817 877 8385
Fax: +817 877 8270
Internet: <http://www.startext.net/homes/fwpd/>
E-mail: fwpd@startext.net

The primary objective of the ICPC's exchange of expertise program on the role of the police in crime prevention is to offer a unique opportunity to police leaders from Europe and North America to pull together and discuss a wide range of experiences as well as to establish a network and a method for increased and effective interchange between police services around the world.

The program includes three Police and Prevention seminars focussed on the following objectives:

- developing and strengthening a shared understanding of the role of police in crime prevention, the key components of this role and the conditions necessary for successful implementation;
- compiling, organizing, analyzing and providing access to strategic information on best practices in Europe and North America to be used as guidelines;
- designing and producing tools aimed at larger-scale implementation of innovative and effective approaches and facilitating organizational changes within police forces;
- helping countries to implement effective crime prevention methods based on police partnership approaches and suitable police organization models.

This program of exchange of expertise was launched in 1998 and the first seminar was held in Montreal, Canada in November 1998. It brought together police leaders from 15 countries in Europe and North America to share experiences, build contacts, identify common ground and review the different approaches through which police services play an active role in the prevention of crime. A second seminar held in Coventry, England in December 1999 took a more in-depth look at police partnership practices in crime prevention as well as provided a venue for the review of and discussion regarding preliminary descriptive materials to be included in this compendium. The third seminar is scheduled to be held in Washington DC, USA in 2001 and, while continuing to provide a venue for the sharing of expertise, will specifically focus on identifying the key tools leading to the success of prevention initiatives for police services and their partners.

Founded in 1994 to assist cities and countries reduce delinquency, violent crime and insecurity, the ICPC identifies, analyzes and distributes information about initiatives that can effectively target risk factors for delinquency and victimization, the key components of successful prevention initiatives, and the most suitable support strategies. This is achieved through four major programs: comparative analysis of practices and trends, identification and analysis of best practices at the international level, technical and strategic assistance to cities and governments and exchange of expertise. The Police and Prevention seminars are part of the exchange of expertise program that promotes the sharing of accumulated knowledge and know-how on an international scale.

METHODOLOGY

The production of this booklet consisted of three major steps:

Step One: Determining criteria for selection

Preliminary screening conditions for submitted cases:

- Police organization actively involved in a prevention initiative or program;
- Well documented initiative and information available in English or French;
- Access to a high-level liaison who can provide pertinent information.

After passing the initial screening process, each submitted case would then be reviewed to determine its adherence to the following specific selection criteria (the more criteria that matched the better):

- Action subject to an appraisal or rigorous analysis and documented implementation;
- Action that has run for a three year duration;
- Program for which the results can be measured using one or more indicators including:
 - reduced crime and insecurity;
 - higher rate of crimes solved;
 - improved quality of life;
 - increased level of satisfaction for citizens and police.
- Initiatives with stable funding;
- Longstanding initiatives with potential for replication;
- Actions based on true partnerships with external (e.g., non-police) stakeholders.

Step Two: Soliciting/searching for inspiring practices

This information was gathered with the collaboration of the ICPC and its partner agencies, the International Liaison Group of the Royal Canadian Mounted Police (Canada), the Police Executive Research Forum (USA), and other agencies. Police organizations in Australasia, Europe, Former Communist States, and North and South America were invited to submit for review cases that met the above-mentioned criteria.

Relevant files were also extracted from ICPC's 100 Crime Prevention Programs To Inspire Action Across the World (1999).

Step Three: Final selections

Solicitations/searches for descriptive materials and inspiring practice nominations produced over 150 cases. After each case was reviewed and ranked according to its adherence to the established criteria, final selections were made on the basis of respective rank and with the goal of achieving some measure of regional diversity. Selected cases were then written into summary form, reviewed for accuracy by the respective police service (where time permitted), and then copy-edited and entered into the present document.

International Centre for the Prevention of Crime
Assisting cities and countries to reduce delinquency, violence and insecurity

507, Place d'Armes, suite 2100
Montreal, Quebec, Canada H2Y 2W8
telephone. [1] 514 288 6731 ■ fax. [1] 514 288 8763
E-mail. cipc@crime-prevention-intl.org
Internet. www.crime-prevention-intl.org