



Crime Prevention

Perspectives and Practices



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Discussion Papers

Prepared for the

**Ad Hoc Working Group
the International Exchange
Crime Prevention Information**

January 1989

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U.S. Department of Justice
National Institute of Justice

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PREFACE

"Come, my friends," as it was said of old by Tennyson, "it is not too late to seek a newer world." It is also not too late to seek a better world. It is not too late to start crime prevention programs, and it is not too late to improve upon existing crime prevention programs. Both of these challenges can be met and greatly enhanced by the exchange of crime prevention information on an international level. As long as we have crime problems, there is a need to explore new ideas and to be steadfast in keeping our eyes on our goal to make neighborhoods, communities, cities, and towns safer places in which to live.

Crime prevention is the best insurance policy any community, large or small -- in the United States or any other country -- can have to guard against the ravages of crime. We know it works. It empowers citizens to join together and to act constructively. It forges partnerships that never existed before. As we implement or watch crime prevention programs develop, it is exciting and most rewarding to see how communities change. Neighbors start watching out for each other -- our children are more secure by knowing that others are looking out for their safety and well-being -- and the fear of crime is reduced. Effective crime prevention activities improve the quality of all of our lives. Such prevention activities address problems ranging from household burglaries and robberies to drug abuse.

During extensive discussions with leaders in crime prevention in the United States and abroad, it became apparent that we could benefit by sharing ideas about effective crime prevention initiatives by documenting them and forming a group to facilitate the dialogue among nations. This concept was pursued at the 1987 International Police Exhibition and Conference in London, England. With the guidance, encouragement, and support of Sir Stanley Bailey, Chief Constable, Force Headquarters, Northumbria, England, representatives from Australia, Canada, the Federal Republic of Germany, Sweden, the United Kingdom, and the United States agreed to participate in an Ad Hoc Working Group on the International Exchange of Crime Prevention Information.

As a follow-up to the creation of the Ad Hoc Working Group, in February 1988, I invited each member to submit a paper that addressed the initiatives, successes and plans for crime prevention in their respective country or region.

These papers will greatly benefit policymakers, leaders of crime prevention, communities, and organizations that are taking active roles in implementing and promoting innovative crime prevention. As these papers reflect, many countries are implementing and promoting crime prevention programs that are making a significant difference.

Together, benefitting from ideas and experiences on a national as well as international scale, we can achieve a better world, a world in which succeeding generations can live, work, and raise their families free from the scourges of crime and drugs.



Richard B. Abell
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<p>These papers do not represent official positions or statements by the authors' governments or agencies.</p>
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**Position Paper on
Crime Prevention in Australia
R. McAulay, Commissioner, Australian Federal Police**

General responsibility for law enforcement in Australia is shared between Federal, State and Territory Police Forces. Each force is a separate entity having jurisdiction over laws applying within its State or Territory. In addition the Australian Federal Police is required to respond to Commonwealth initiatives in law enforcement and to counter the increasing number of offenses against Commonwealth Law.

There is co-operation between Commonwealth, State and Territory Governments, the various police forces and other agencies, in relation to law enforcement and crime prevention. Police forces generally are placing greater emphasis on pro-active and preventive forms of policing rather than relying largely on reactive strategies.

Community Policing

In Australia, the "Neighbourhood Watch" program represents the most visible and substantial effort undertaken by police to develop pro-active community-based crime prevention. The purpose of the scheme is to reduce the level of crime, particularly residential burglary, by involving the community in active crime prevention.

The program seeks to organise residents into neighbourhood groups or zones, and through a process of crime awareness education, generate resistance to crime by methods that include property identification, household security, reporting suspicious activities, and other means aimed at reducing preventable offenses in their areas. Its objective is to reduce the opportunity for offenders to commit crime. Experience has shown that not only burglary but other property crime, and in some instances crimes against the person, can be reduced substantially by the proper implementation of "Neighbourhood Watch".

"Neighbourhood Watch" programs are usually initiated at the request of residents and are organized at the outset by police personnel based in specialised units, commonly crime prevention sections. Police then designate the boundaries of "Neighbourhood Watch" areas, convene organising meetings, assist in the selection and training of program leaders, and distribute crime prevention brochures, decals and signs. The philosophy is that central police involvement is needed at the outset to ensure quality control and standardization, but that it should quickly end, with responsibility for on-going supervision handed to police "co-ordinators" or "teams" at local police stations.

The Australian "Neighbourhood Watch" program differs from the United States model in a number of significant ways. The most important are:

- interlocking levels of organisation;
- care in recruiting "Neighbourhood Watch" personnel;
- minimum of one meeting per month;
- circulation of newsletters from zone leaders;
- continuing liaison handled by local police stations; and
- start-up costs frequently borne by a commercial organisation.

Many recent pro-active community policing initiatives in Australia have focused on youth. This is as a result of the disproportionate contribution of juveniles to crime statistics. A number of initiatives have been introduced in various jurisdictions.

School Based Community Policing aims to provide children with a better appreciation of law and order issues and of the police generally. To this end, constables have been placed in some secondary schools to provide an effective line of communication with youth. Once the trust of students has been gained, police have developed considerable rapport and provide student counselling. This communication link has encouraged students to draw attention of police to such criminal activities as sexual assaults, common assaults, prostitution and illicit drug dealings, where school children are victims. Undoubtedly many of these matters would not otherwise have been reported.

Officers involved are encouraged to mix as much as possible with the students through sport, engaging in lunch-time and recess duties, attending excursions and social functions, and being available to help students who simply want to talk to a police officer. Where the program has been introduced it appears to have been a success in creating greater student awareness of the police role by the exposure and interaction involved. It is perceived by participating police as being a valuable pro-active initiative.

Truancy Patrols have been piloted by one police force in an endeavour to reduce the incidence of truancy and daylight break and enter offences committed by juveniles. The patrols conduct random spot checks of school aged youths found in residential areas and shopping centres during school hours. They are questioned about their absence from school and if no valid explanation is given, the children are taken home. Enquiries are made with parents, some of whom are unaware of their child's truancy from school, and the children returned to the custody of school authorities.

Field reports on truants are submitted which contain personal particulars of the children and the circumstances under which they are found. The reports are circulated among local Criminal Investigation Branch officers, who have found them to be of considerable value. As a result of the pilot project, several break and enter investigations have been successfully concluded and daytime break and enter offences in the area decreased by 32%. The incidence of truancy by students from schools within the designated area has been virtually eliminated. Results have encouraged the expansion of the patrol into other neighbourhoods.

"Blue Light Discos", which provide an environment where young people can enjoy themselves free from alcohol, drugs and other temptation are conducted by police in many centres throughout Australia. The discos are supervised by police, often in their own off duty time. They serve to promote trust and understanding between police and youth. Parents can allow their children to attend popular night entertainment, confident they will not be exposed to undesirable influences.

In addition to "Blue Light Discos", most police forces operate **Police and Citizens Youth Clubs**. These clubs provide young people with opportunities to participate in a range of sporting activities, including boxing, martial arts, camping, bushwalking and gymnastics. The clubs have a positive influence and assist youth to co-operate with their peers, to think of others, to achieve self goals and to engage in healthy and beneficial pursuits. The clubs form an important aspect of police relations with the community and are an excellent means of developing healthy and responsible lifestyles.

A recent development to promote protection of children has been the introduction of a "**Safety House**" scheme. Under the scheme certain houses are identified by means of a sign as being safe to children. Any child who feels in need of help from any danger or difficulty may seek refuge in such a house whilst travelling to or from school. Householders involved must meet certain criteria before being accepted into the scheme. It encourages the notion of mutual assistance and assists in reducing and preventing crime.

National Policing

Nationally, the Australian Federal Police (AFP), considered by the Commonwealth Government to be its principal law enforcement body, is charged with investigating offences against the laws of the Commonwealth and of the Australian Capital Territory. The AFP's first four priorities, set by Government, deal with its national policing role. They concentrate the resources of the organisation on investigations into:

- drug trafficking;
- organised crime;
- large scale fraud against Commonwealth revenue; and
- specific references from Government (e.g., corruption).

The AFP, as with other forces, is extending the use of pro-active or target policing to combat major crime in areas such as drug trafficking, fraud, conspiracy and corruption. The approach concentrates police officers and

others possessing particular skills on a single objective — the leaders of an organised crime group.

Although the ultimate aim is to prosecute the principals of suspected criminal enterprises and thereby dismantle the organisation, a direct approach at its head may not always be possible. Leaders are frequently formidable figures, well insulated by lesser associates, legitimate business interest and wealth, which buys them protection through corruption of public officials. Investigators target a key figure or figures within the organisation who can provide a conduit to the top.

Often, months of stealthy probing of the boundaries and inner cells of an organisation is necessary before vulnerable points emerge. This involves surveillance for protracted periods, the use of informants, the evaluation of assets and income, the use of the intelligence process, normal police inquiries, and, in the case of narcotics-related matters (and soon other major crimes), the use of telecommunications interception and listening devices. Clearly obtainable objectives are set and reviewed to ensure that the energy of the group undertaking pro-active targeting is always focussed in the right areas.

The application of the target criminal concept can achieve excellent results through the complete dismantling of an entrenched criminal organisation and the conviction of its principals. However, it requires a heavy commitment in both manpower and resources over a long time. Often it may be years before success is achieved. Success is measured by the significance of the criminal enterprise dismantled rather than by the number of arrests or charges laid.

Since 1985 on an annual basis, police throughout Australia have conducted a nationally co-ordinated "**Operation N.O.A.H.**" (Narcotics, Opiates, Amphetamines, Hashish).

The purpose of the operation is to urge and encourage the community to report to police any information about the selling, distributing, growing, importing or manufacturing of illegal drugs. To facilitate this, a free telephone "hotline" to the police is provided. Immediate investigational action is taken where appropriate. The operation has been considered a success and is to continue.

The illegal drug menace is causing widespread concern, prompting many in the community to help themselves and their police in co-operating to eradicate the problem. "Operation N.O.A.H." has assisted this through wide community involvement and in a spirit of police-community working together to prevent crime.

Use of Media

The media is being increasingly utilised by Australian police forces to seek community assistance in solving crime and to make the community more aware of ways in which to protect themselves and their property. In one State police have introduced a scheme called "**Crime Stoppers**". It is a tripartite approach in the fight against serious crime in the community involving citizens, media and police. The concept incorporates formal methods by which the anonymity of informants is guaranteed. Cash rewards — raised and paid by the community — are offered for information leading to the arrest of offenders for serious crimes.

"Crime Stoppers" utilises the media to prompt people to provide information about unsolved serious crimes or crimes that are going to be committed. Cash rewards of up to \$1,000 are offered; however, the overseas experience that 20-40% of informants are not interested in monetary benefit is being reflected in the scheme.

The scheme is based on the principle that someone, other than the criminal, has information that will assist in solving serious crime. One concern which often keeps witnesses from coming forward, namely the fear of involvement, is reduced by the caller remaining anonymous. Citizens' apathy is solved by paying cash rewards.

Public interest is attracted by weekly media exposure of an unsolved serious crime, with a television reconstruction being the most dramatic component. Whilst this exposure is designed to promote the entire program, an average of 25% of these unsolved crimes are cleared in the process. The public are asked to call a designated telephone number if they have information about this or any other serious crime.

During the first six months of its operation, 48 arrests were made as a result of people supplying information to "Crime Stoppers". These included offences of theft, handling stolen property, drug and sex offences, escapes from prisons and firearm offences.

Intergovernmental Co-operation

The Australian Police Ministers' Council (APMC), a body established in August 1980, comprises the Commonwealth, State and Territory Ministers responsible for policing. It co-ordinates police activities which can be pursued more effectively, comprehensively and economically on a collective basis. The development of national common police services and a co-ordinated approach to police policy and operations has been enhanced considerably by the direct involvement of Ministers responsible for police portfolios throughout Australia. National common police services which have been established under the auspices of APMC include the Australian Bureau of Criminal Intelligence, the National Police Research Unit, and the National Criminal Records Bureau.

Where particular criminals or criminal organisations cannot be satisfactorily investigated within single police organisations, other options such as Joint Task Forces have been established. The Australian Federal Police, New South Wales and Victoria police forces have formed such groups to deal with major illicit drug trafficking groups, while co-operative action has been instigated between police and the Australian Customs Service.

A National Crime Authority (NCA) was established by the Commonwealth Government in July 1984. All States and the Northern Territory have since enacted complementary legislation enabling the Authority to operate in those jurisdictions. NCA investigations are conducted at two levels — general and special. It has general powers to collect and analyse information and intelligence relating to activities of a kind specified in its legislation, to investigate specified matters under its general powers, and to disseminate information and intelligence to law enforcement agencies or other appropriate people. It may also arrange the establishment of, and co-ordinate where appropriate, the activi-

ties of Commonwealth, State or joint Commonwealth/State task forces to investigate specified matters.

Special powers are available to the Authority when it is investigating matters referred to it by an Inter-Governmental Committee, comprising Ministerial representatives of the Commonwealth and State Governments. These special powers include the right to issue subpoenas and conduct hearings at which people are required to appear to produce documents and/or give evidence, to seek the delivery to the Authority of the passport of a witness, to seek the arrest of a witness and the issue of search warrants.

Following consultation between the Commonwealth, State and Territory Governments, the Australian Police Ministers' Council established, in 1981, the Australian Bureau of Criminal Intelligence (ABCI). Its role is to provide facilities for the collection, collation, analysis and dissemination of criminal intelligence with a view to providing such intelligence to the police forces of the Commonwealth, the States and Northern Territory to enable them to combat organised crime in Australia, particularly illicit drug trafficking.

The main functions of ABCI are:

- to research and distribute criminal intelligence;
- intelligence liaison;
- to identify national projects for operational action; and
- to recommend proposals for legislative changes to combat organised crime.

The National Police Research Unit (NPRU) was created by the Australian Police Ministers' Council in May 1982. Its role is to co-ordinate, stimulate, sponsor and undertake research programs for all Australian police forces. The NPRU is fundamentally an institution devoted to applied research. Its functions include:

- (a) liaison with participating forces and other bodies to co-ordinate, stimulate and sponsor research programs or projects concerned with policing and to disseminate the results thereof; and

- (b) undertaking research programs or projects comprising, inter alia:
- (i) research into methods, equipment and techniques to assist participating forces to meet their functions of protecting life and property, preventing crime, detecting offenders and preserving the peace;
 - (ii) research into the effects of sociological trends in police forces and police members; and other research activities such as:
 - law enforcement techniques and strategies;
 - methods of criminal investigating by police forces both in Australia and overseas;
 - police/community interaction and co-operation;
 - effectiveness of special police task forces in combating specialised crime;
 - police occupational stress; and
 - police equipment generally including surveillance, electronic aids, intruder alarms, general acoustics, digital acoustics, tape recordings and protective materials.

Substance Abuse Prevention Programs

In 1985 the Commonwealth and State Governments launched a National Campaign Against Drug Abuse. Its strategy is aimed at minimising the harmful effects of drugs on Australian society through:

- promoting greater awareness and participation by the Australian community in confronting the problems of drug abuse;
- achieving conditions and promoting attitudes whereby the use of illegal drugs is less attractive and a more responsible attitude exists towards those drugs and substances which are both legal and readily available;
- improving both the quantity and quality of services provided for the casualties of drug abuse;

- directing firm and effective law enforcement efforts at combating drug trafficking, with particular attention to those who control, direct and finance such activities;
- supporting international efforts to control the production and distribution of illegal drugs; and
- seeking to maintain, as far as possible, a common approach throughout Australia to the control of drug use and abuse.

The campaign involves major initiatives in

- education;
- treatment/rehabilitation;
- research and information; and
- controls and enforcement.

In respect of the last initiative the Commonwealth, States and Territories are seeking to achieve, as far as possible, uniformity in legislative provisions and at least broad consistency on key issues such as classification of drugs and the thrust of offences and penalties.

The Commonwealth is responsible for policing the importation of illicit drugs. The States and the Territories share responsibility for countering drug trafficking. A number of States are significantly increasing their police resources in relation to drug trafficking. The strength of the law enforcement effort has also been enhanced by major legislative initiatives to improve foreign extradition arrangements, the implementation of mutual assistance arrangements with overseas countries in criminal matters, the introduction of Commonwealth and State proceeds of crime and asset forfeiture legislation, the introduction of Commonwealth cash transaction reporting legislation and extension of telephone intercept and listening device provisions. These initiatives provide added impetus to the preventive and deterrent measures able to be brought to bear on serious crime throughout Australia.

Commercial/Residential Security

Police forces throughout Australia actively promote and encourage the community to prevent crime and discourage criminals by promoting business, home and personal security through lectures and displays to community groups and private organisations. Generally, police forces seek to provide a technical information and advisory service to the community on any matter relating to the prevention of crime.



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Crime Prevention in Canada

**Inspector R.E. Jessup, Officer-in-Charge,
Crime Prevention/Victim Services Branch,
Royal Canadian Mounted Police**

The Royal Canadian Mounted Police (RCMP) has a mandate to enforce Canadian laws, prevent crime and maintain peace and order under the leadership of Commissioner N.D. Inkster. As Canada's federal police organization, the RCMP operates in all provinces to enforce those federal statutes for which it has policing responsibility. In addition it provides under contract, police services to eight provinces, two territories and almost 200 municipalities. RCMP headquarters are in Ottawa and there are 13 operational divisions, divided into 716 detachments located throughout Canada.

The Royal Canadian Mounted Police, Crime Prevention/Victim Services (CP/VS) Branch, headed by Inspector R.E. (Ron) Jessup, is the policy centre for all CP/VS initiatives. The CP/VS Branch forms part of the headquarters Enforcement Services Directorate.

The Crime Prevention/Victim Services Branch is the policy and operational support unit for the Royal Canadian Mounted Police pro-active policing program. Staff research, develop and recommend policies and programs on a force-wide basis. The Branch is developing preventive initiatives that are cost effective and are amenable to various types of crime. Research and program development focuses on crime analysis and problem identification. The objective of a prevention program is to reduce crime and the fear of crime.

The Branch is also responsible for police-community relations. This function represents the force's interface between public, government and non-government agencies and the police to enable a combined effort to prevent and reduce crime as well as to foster good relations. Improved

public support, demonstrated success of programs and greater public awareness are rational consequences of the pro-active policing function.

The RCM Police crime prevention program combines traditional law enforcement with attention to the social needs of today's society, blending education, community awareness, inter-agency co-operation and personal contact. In essence the approach is one of community based policing which encourages police involvement with the community as advisors to assist individual citizens, businesses and concerned local groups in promoting and enhancing security in the community. This approach implies a broader concept of policing than crime control or prevention, requiring instead that the police and the community accept jointly the responsibility for maintaining of public order, peace and security. In so doing, it places the emphasis on community involvement in the establishment of enforcement priorities to meet the needs of the community.

The RCM Police Crime Prevention/Victim Services Branch continues to direct its efforts towards:

- i) determining crime prevention/victim services objectives through community crime analysis;
- ii) clearly defining the needs of crime victims and providing the necessary police services, focusing attention on their concerns about protection, crime prevention and participation in the criminal justice process;
- iii) promoting community based drug awareness, prevention and enforcement;
- iv) increased awareness of and assistance to persons assaulted in family violence situations;
- v) continued development of a better relationship between youth and the police;
- vi) increasing education, awareness and assistance to the elderly in situations of victimization;
- vii) continued research on the application of Crime Prevention Through Environmental Design (C.P.T.E.D.) as a viable prevention initiative.

Items i to vii cover the broad spectrum of crime/social problems. Our efforts in developing solutions to address

these problems are flexible and umbrella in design, therefore, adaptable to numerous problems in consideration of geographic and demographic variances. The following outlines in brief some of our major initiatives that provide many services to a host of crime/social problems.

Victim Services Programming

Victims of crime experience varying degrees of psychological/emotional trauma such as helplessness, anger, guilt and shame (depending upon the crime) that may have long-term debilitating consequences.

A member of the Crime Prevention/Victim Services Branch is a participant of the Federal/Provincial Working Group on Victims as well as other ministerial committees which have been struck to address victims' issues. Key areas being addressed fall within:

- prompt return of property;
- training;
- family violence (spousal assault);
- sexual assault victims;
- families of homicide victims;
- elderly victimization; and
- coordinating volunteer services to victims of crime.

At our Division/Detachment levels and based upon identified need, victims issues are receiving top priority, and we are setting up program intervention systems to meet community needs.

Community Based Policing

Community based policing has been an operational model of policing in the RCM Police since the 1970s. The acceptance of this model within many of our Divisions is increasing significantly. In our western divisions, the provinces of Saskatchewan, Alberta and Manitoba, community based policing is very evident in our Rural Crime Watch program. Under the umbrella of Rural Crime Watch fall specific programs designed to address specific problems. In the province of Saskatchewan, Range Patrol has proven very

successful in addressing thefts of equipment, break and enters, vandalism, thefts of cattle etc. The Saskatchewan Range Patrol system has a membership of over 22,000 citizens, broken down to 8 or 10 person patrol units who become the extra eyes and ears of the police. The citizen patrol units work with the police and accept a shared responsibility for policing their properties. Within the framework of the patrol system, other organizations such as Hydro Utilities, Gas Companies, Realtors etc. are becoming Rural Crime Watch Members, working together to control crime. The provinces of Alberta and Manitoba have also formed their own provincial Rural Crime Watch programs. Citizen based patrol programs have become one of the force's effective methods in addressing crime problems. The patrol concept has expanded into our communities in concert with other crime prevention initiatives. It has also expanded to our coastal areas where various programs have been introduced as a counter measure against marine related thefts. The citizen based patrol programs are not vigilantes. The citizen patrol concept is the police and community working together with a shared concern and objective: reduction of crime problems, reducing fear of crime and maintenance of the quality of community life.

Drug Awareness/Education

The RCM Police have developed national initiatives in their attack on trafficking and the use of illicit drugs. Education and awareness programs are promoted through various media. Drug education is an important segment of our school liaison program and to further this cause we have based our program content to accommodate different age and grade levels. The force's logo "SAFETY BEAR" is an integral part of the delivery system, particularly for young children. Support programs such as the National Hockey League (NHL) Players Association deliver anti-drug use messages via spot commercials suitable for radio, T.V. and posters. The Crime Prevention/Victim Services Branch works closely with other government agencies in support of the fight against the illicit use of drugs.

Family Violence (Spousal Assault)

Although family violence falls within the category of Victim Services, the nature and seriousness of this problem necessitate priority programming. Family violence, which includes wife battering, child abuse, elderly abuse and other forms of intra-familial violence, is placing greater demands upon the police. The RCM Police have developed and introduced a policy on spousal assault and are monitoring the force's response to that policy. The force at Division/ Detachment level is working with other responsible agencies at the community level in establishing intervention programs for battered women, for example "safe houses" and related referral systems for support. Increased efforts are being made to investigate child abuse cases through a multi-agency approach.

Youth And Police

The RCM Police through their Crime Prevention/Victim Services Branch have developed numerous programs covering a range of issues. These programs serve a dual purpose;

- i) to provide an alternative solution for those who come in conflict with the law;
- ii) to provide leadership and guidance through participation in the activities of young people.

Regardless which purpose we are serving, it is our goal to provide the best programming, utilizing all community resources available. Comprehensive coverage of all our youth initiatives is available in our "Crime Prevention and Community Relations Programs" journal.

Crime Prevention

Crime prevention is not new. The founder of modern policing, Sir Robert Peel (1829), stated that the principles of policing were to prevent crime and maintain peace and good order. This mission would best be served through the co-operative spirit of police and citizens working together for the common good of the whole community.

Peel's original concept has been revitalized in recent years, with recognition and acceptance that effective crime prevention must be a concerted and shared effort of police and community working together to prevent crime. This concept has developed into the community based crime prevention formula involving the police, public, private and business sectors of the community, working to create a better place in which to live.

Application of prevention programs vary from the "reduction of opportunity", "behavior modification", "target hardening" to an "education and awareness" approach. Although a number of developed programs are available, crime prevention programs do not always work for all crime problems. However, crime prevention programs have had a considerable measure of success in counteracting various property crimes such as break and enters, thefts, robberies and vandalism. Before introducing any crime prevention program into any area, five principal elements should be considered.

- i) Has the problem been properly identified as a crime risk through crime analysis?
- ii) Can the problem be addressed by direct programming?
- iii) Are the necessary resources available to initiate and maintain the program?
- iv) Is there organization and community support to legitimize the program?
- v) Can you measure the results of the program for effectiveness and efficiency?

If all five elements are present, a program may be started. Regional, ethnic and cultural differences, as well any other variables may require the original program to be modified. Experience strongly suggests that the program will not be successful unless police involve the community in all phases of the crime prevention programming and planning process. Community support and participation in conjunction with good planning concerning specific crime problems is essential.

Almost every program can be adapted to meet specific problems you may have in your area using good common sense and member initiative.

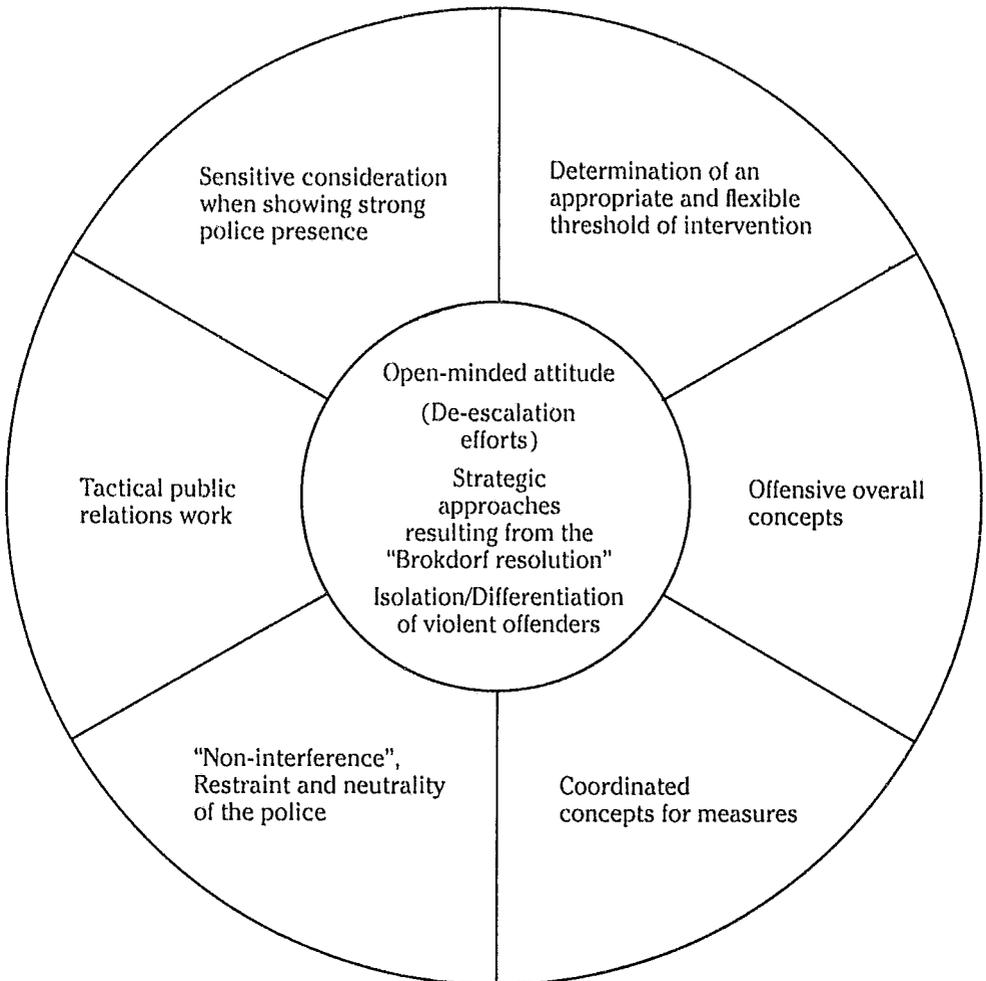
Successful crime prevention programs do not just happen by chance. They are well-planned and problem specific with direct program intervention. If given the opportunity, it is a valid operational tool to benefit both the police and the community.



**The Changing Nature of
Public Disorder in the Street**

**Robert Altmann, Chief Director
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Federal Republic of Germany**

Today, when planning and carrying out police operations on the occasion of handling radical anti-social groups and violence, the police have to take measures based on the following principles:



When planning and carrying out operations on the occasion of involvement with radical anti-social groups, the police have to take measures on the basis of the following principles:

- offensive thinking
- conceptual planning
- professional action.

Offensive thinking means to act before acts of violence occur. The police have to *act*, not only *react*. On the basis of comprehensive observation work they have to draw a picture of the actual situation in order to make an appropriate evaluation of the situation with regard to all possible and predictable circumstances that may be relevant for police operations.

As all tactical considerations focus on the mission to protect the citizen, it is necessary to separate violent members of radical anti-social groups from peaceful ones, and this has to be done with regard for both to their ideology and the space. Besides other tactical measures, this requires offensive public relations by the commanding senior police officer responsible for an operation. The target group of this tactical public relations work is the major, peaceful part of the group, and not those who commit acts of violence. This public relations work serves to de-escalate and stabilize behavior by informing the target group about the tactical measures taken by the police. Above all, the police have to rediscover language as a weapon. Language is an operational means and the sharpest weapon the police have in any operation. We need to pay more attention to this part of operational tactics.

In order to achieve stabilization of behaviour, tactical public relations work should serve the following aims:

Internal to police

- to give appropriate information on the reasons for and background of a situation and its development;
- to motivate the deployed forces and to stabilize them during the operation;
- to build up reasonable self-consciousness of police forces;
- to instruct, sensitize and train senior police officers, especially those in subordinate execution levels.

External to police

- to minimize lack and distortion of information by the public;
- to make the actual situation clear;
- to explain the aims of the police operation;
- to achieve acceptance for police measures, in particular appropriate public behavior and reactions;
- to encourage readiness for cooperation and to improve the basis of confidence;
- to avoid impediments, disturbances and acts of violence;
- to appeal to the public to understand police measures (to cultivate a positive image of the police); and
- to make a convincing presentation of the role and the duties of the police.

In the future, police will have to focus on basic and advanced training measures for tactical public relations work in order to achieve these comprehensive aims.

We have to organize psycho-tactical training courses, to provide knowledge of how to cope with conflicts and stress, to perform professional work when developing information sheets (as professional as commercial advertising) and to apply offensive strategies in relationship with mass media.

The success of such conceptual public relations work may be effected during an operation by:

- providing professional information to the public;
- providing proactive and intensive assistance to representatives of the media, especially subsequent to a police operation;

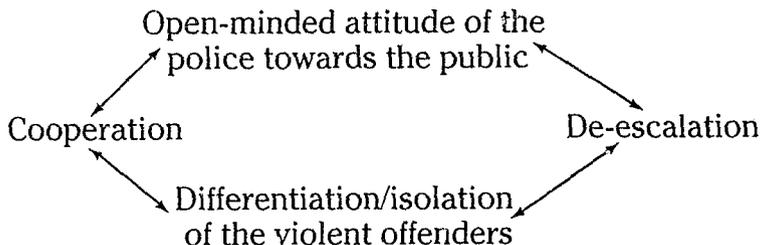
- closely cooperating with other information and enquiry offices/sources;
- providing a telephone line for citizens to talk about their worries and grievances; and
- working closely with neighbouring operational divisions.

Conceptual action means every operational measure is executed according to the overall plan of the commanding senior police officer. The police should act and must only act within the framework of this plan. It is no longer possible to leave original offensive or defensive tactical possibilities to the individual police leader, because they represent tactical aspects that have been planned and anticipated as a component of a coordinated overall concept. The conceptual cooperation must be *intended*, not a result of accident. Otherwise the consequences will necessitate "repair work", i.e., scrappy reactions that are not grounded in the concept.

Professional action is characterized by results deriving from conscious and intended planning. Characteristics of professional action are:

- to recognize the structure of occurrence or action;
- to perform actions in an economic and efficient way;
- and
- to give reasons for measures in the sense of a paramount objective.

Cornerstone principles of our operational strategy are as follows



The police have to explain to the public and to the offenders when disturbances will be considered to exceed the limits of tolerance. In this context, we use the tactical

term of high or low "threshold of intervention". For the commanding senior police officer this means the question whether he should, *right from the beginning*, interrupt *any* disturbance (which may be possible if he has an adequate evaluation of the situation) or whether he should rather refrain from taking measures in cases where the disturbances will not mean a great danger to the population.

The principle of differentiation requires the separation of peaceful people from violent offenders. Protection of the public means that violent offenders must have no chance of encroaching on the rights of peaceful people. Police tactics must aim at eliminating disturbances (i.e., caused by violent offenders) and they must avoid excessive effect on peaceful people.

However, it is part of the violent offenders' tactics to merge with peaceful people in order to make it more difficult for the police to make qualified arrests. This tactic has to be avoided or reduced by using countering tactical means. Up to now, all traditional tactics have failed. By means of tactical public relations work we seem to have found a way to arrange for this separation to an extent that the mass of peaceful people are not affected by rigid measures the police take when they have to make arrests. This is not the total answer, but according to our experience, these tactics are quite promising.

We subsume further tactical measures for police operations carried out during troubles with radical anti-social groups which are likely to escalate into violence under the following guidelines:

Showing of strong police presence

Even if, in the sense of de-escalation, the police have to show a certain restraint in taking measures, it must be clear to violent offenders that, in the event of any disturbances, the police will have sufficient manpower and means to cope with every situation. Strong police presence gives the opportunity for overall observation, which ensures that the commanding senior police officer gets always an accurate picture of a given situation.

Threshold of intervention

The showing of strong police presence is closely linked to the threshold of intervention, i.e., to the decision of the operational commander on whether he should intervene or wait. From a tactical point of view an appropriate threshold of intervention always requires vast observation and good communication conditions among the deployed police forces. Additionally, mobile operational forces must be able to move quickly and easily from one place to the other. This concerns particularly the duty to protect life and property, the execution of defensive measures, and the necessary apprehension of criminal offenders, as well as additional measures such as cordoning off and safeguarding. Out in the field, the air transport of forces by helicopter has turned out a great success. However, over inhabited areas (particularly within big cities) we refrain from moving operational forces by helicopter, because the disturbance to the public is greater than the advantage of tactical repositioning by air.

Offensive overall operational concept

When situations escalate into violence, there is always a confrontation (frontline) between violent offenders and the police, which is caused by rigid tactics and by insufficient training of the operational forces regarding their behavior. This confrontation line hinders the police from the efficient accomplishment of their task: protection of the peaceful people and making arrests of criminal offenders. According to our experience, the protection of objects (buildings, airports, nuclear power plants) by deploying a large number of forces in the area is absolutely inefficient in the sense of successful fulfillment of the task, unless there are also police forces who can operate at the rear of the group. This requires an overall concept which permits, on the one hand, protection of the object and which, on the other hand, prevents violent offenders from easily moving within the area of the endangered object. Our experience shows that this is only possible if police forces operate in such a way at the rear of violent offenders that the offenders have to expect police coming not only from in front of them, but from all directions.

At the present time, we are developing tactics that may prove a success when they are used not only for the protection of an object but also for the protection of the surroundings of a demonstration. As far as these tactics are concerned, the following elements are part of our concept:

- insufficient operational forces for the protection of objects;
- mobile operational units that gather evidence and make arrests and that are deployed in the back of criminal offenders at a strength of 1:15/1:25;
- units that collect prisoners (meeting point for arrested persons), including security forces;
- a great number of divided forces in reserve near and behind the basic operational units;
- system of check-points in areas of violence.

Conclusion

There is a good chance for the police to be successful in handling violent actions:

- if they follow the strategic and tactical principles;
- if they improve their communication practices inside and outside according to the already mentioned public relations works;
- if they are flexible in developing their tactical and operational concepts;
- if they execute the operation according to the criteria of a coordinated offensive and/or defensive concept, taking into account the given situation;
- if they settle disturbances which are no longer acceptable or which can no longer be avoided by using teams or forces that have been prepared to deal with such a concrete operation;
- if they succeed more and more in getting hold of potential violent offenders traveling from one point of violence to the other, by getting sufficient evidence to make qualified arrests to prevent those offenders from causing escalating violence.

The fulfillment of this task requires a high degree of professionalism and much imagination on the part of commanders and operational forces. Tactics must be active

instead of reactive. Based on the overall observation concepts previously mentioned, police tactics must always ensure adequate information about the actual situation and allow quick apprehension when normal situations escalate into violence — particularly when violence spreads out — by using mobile special units. The value of defensive protective measures need not be tested to the extent that it is possible to reduce the potential of violence by massive (mobile) controlling actions.

It is recognizable that policing violence in order to prevent violence has its focal point in offensive police tactics. The development of optimal forms and conditions of an operation is a heavy demand for senior police officers on all levels. We cannot dodge this requirement; we have to endeavor to improve the know-how of the police with regard to planning and execution, to enable us to fulfill our wide range of duties, to become comprehensible to the man in the street, and to protect State sovereignty and authority on behalf of all.

Chief Director Altmann is head of the Polizei-Führungsakademie's (Police Leadership Academy) Police Operational Strategies and Tactics branch, responsible for the strategic and tactical training and continuation training for senior police officers in the Federal Republic of Germany.

He gained his knowledge and experience from long years of practice in major police operations in the Rhein-Main area (altogether about 2.5 million inhabitants) and from the national and international evaluation of police operations. This evaluation is part of his duties at the Polizei-Führungsakademie.



116 979

**Current Activities of the
National Council for Crime Prevention
in Sweden—an Overview**

**Marianne Hakansson
National Council for Crime Prevention**

The National Council for Crime Prevention in Sweden is a separate agency under the Ministry of Justice. The Council has a permanent staff of about 40 persons.

In accordance with its directives the Council shall promote crime prevention measures in different sectors of society and work for the coordination of measures taken by the government and individuals against crime. Among other things the National Council for Crime Prevention shall:

- gather information, analyse and make predictions concerning the trends in crime;
- follow up, support and initiate research concerning causes of crime and its prevention, and evaluate and disseminate the findings;
- promote coordination of research and development in the sphere of criminal policy; and
- through investigational and initiatory efforts assist in framing criminal policy.

The Council's function is advisory, which is why the Council does not have the power to issue directives.

The Council's activities consist of surveys, research and information. The survey work is currently directed mainly toward:

- local measures against crime;
- crime prevention work among children and young people;
- the public's measures against crime;
- technical crime security measures;
- measures directed against environmental crimes.

The research work is divided into the Council's own research and a research council function. The current priorities are:

- Criminality among young people;
- Drugs and criminality; and
- Economic and organized crime.

The results of the Council's work are disseminated in various ways, e.g., conferences and seminars as well as publication. The reports are usually published only in Swedish, but some are considered to be of international interest, in which case they are translated into English. However, an information sheet with a summary in English is published with each report. These information sheets, as well as the Information Bulletin series — which is also in English, comes out sporadically, and deals with various current topics — can be ordered without cost.

Crime prevention work usually requires the implementation of measures at various levels, and these have a greater chance of success if they are adapted to local conditions and are concentrated on specific types of crime. Another prerequisite is that the work has gained the support of decisionmakers, politicians and government employees, and that the measures are carried out in cooperation with the affected authorities, organizations and private individuals.

In the future the Council intends to develop models for crime prevention strategies/measures as well as evaluation models.

The projects which are presented below have a more or less direct crime prevention purpose. In particular, some of the fundamental research projects like those about violent crimes and property crimes will provide essential knowledge which hopefully will be useful to the various policy-makers. But such projects cannot be assumed to result in direct crime prevention effects. The projects which can be considered to be more directly related to crime prevention have therefore been given a somewhat more complete description.

Crime trends in 1988

Every year the trends regarding different types of crimes are studied and analyzed.

The flow of crimes through the judicial system as well as some particular crime categories are also considered in the annual publication.

Economic crime

Since 1984 research on economic crime has been given special consideration. One idea has been to try to evaluate the effects of the legislation and other special measures directed against economic crime. Thus the roles of the police and the prosecutors and the legal security issues related to measures against economic crime have been studied, as well as economic crime from an economic point of view.

Crimes of violence

Violent crimes have been of great concern in Sweden during the past few years. Several projects deal with this type of crime from a more basic view while others deal with issues of current interest. The ecological aspects of violent crimes in urban environments are being studied. The current problems in Sweden with crimes and disorder during public holidays, in particular during the summer, are also the subject of a scientific study.

Crimes against property

Two lines of study are followed here as well: a fundamental study of property crimes which utilizes an empirical data base and more applied studies which try to find practical measures against crimes like shoplifting and thefts from building sites.

Juvenile delinquency

A semi-longitudinal study of a birth cohort from 1956 was carried out in the late 60s. This study has been followed up with registered crime and interview data. The clientele is

studied from sociological, psychological and medical points of view.

A number of other projects deal with more specific problems such as the evaluation of training courses, the 'Kungstradgarden' riots, etc.

Drugs

Drug abuse and its connection to crime have been studied for a long time at BRA. One current empirical study uses data on drug abuse and criminal careers with the aim of shedding light on the effects of drug policy. In another project a comparison between the largest cities in Sweden, Stockholm and Gothenburg, is made with respect to judicial practice and drug abuse.

Victims of crime

As a basis for the development of measures for the victims of crime, an anthology has just been published that contains the results of a survey of victims as well as an evaluation of the special centers for the support of crime victims.

The Fisksatra Project

The purpose of this project is to investigate the possibility of substantially reducing the crime rate in a limited geographical area.

The focal point of this project is a suburb about 20 km from the centre of Stockholm which, geographically, is clearly segregated from the rest of the urban community and consists of a number of blocks of modern apartment buildings and three somewhat more secluded terrace housing areas. The suburb has a total population of about 7,000 and is by no means an extreme area concerning social problems and criminality.

The idea is for this project to serve as a pilot scheme aimed at ascertaining whether this is an efficient means of tackling problems connected primarily with traditional crime. Those parts of the project which prove successful will subsequently be tested elsewhere in the country. The project will proceed according to the following phases:

1. Survey of crime and resources for its prevention.

The survey of crime in Fisksatra employs several of the established research methods of modern criminology, such as a self-declaration study, a crime victim survey, police intervention reports, a survey of crime reported to the police and a survey of criminal networks. The purpose of the resource survey is to obtain a picture of the total resources allotted to Fisksatra for the prevention and combatting of crime and social problems connected with crime. The estimated time period for the survey phase is about 12 months.

2. Planning and Implementation of Crime Prevention Measures

The implementation phase comprises: compilation of the implementation plan, definition of the measures to be taken and implementation. The basic principle is that the measures undertaken must fit within the resources already allocated to the area. The implementation phase is estimated at 18 months.

3. Evaluation

Evaluation should proceed parallel to implementation. Part of the original survey should be repeated after 18 months. In addition to data concerning crime, criminal networks and similar topics collected throughout the project, this should also include a new victim survey, a new self-declaratory study, etc. The time input for this evaluation of the project is estimated at six months.

If these measures continue and become part of the regular work done in the municipality, it may also be of interest to follow the subsequent development of crime in the suburb, e.g., for another two years.

Building site thefts

The Council has published a report called Building Site Thefts (1987:1). This report is one in a series of reports that deal with various types of employee theft.

Studies of the receiving market have shown that a great deal of the stolen goods come from those who systemati-

cally steal from their working places. For the companies these thefts are difficult to detect and are very costly. But the losses cannot be measured solely in terms of money. There is also a social impact on those who are involved in theft, their fellow workers and the company.

For the study group concerned with building site thefts it has been a basic point that the management and the employees have a common interest in and responsibility for the measures taken against criminality within the company. The purpose should be to find a security policy that everybody can be behind and support.

The study group recommends, as a means of improving security and the administration of materials, that companies:

- use information and education to activate employees in the work of crime prevention;
- impede theft, especially "inside jobs", through administrative routines;
- physically impede missappropriation by means of security devices; and
- have consistent principles of action to follow when thefts are discovered.

Factors mentioned as having an important bearing on security include the form of the contract chosen, the production method and materials used, the way in which the work site is planned, entry restrictions and the order maintained on the site. The report also devotes attention to precautions against burglaries. Property judged to be theft-prone must be protected as efficiently as possible. The study group presents recommendations and instructions concerning the criteria for adequate burglary prevention devices.

Increased security in the retail trade

The field of workplace thefts also includes a project on the problem of security in retail stores. It is being carried out by a working group. The purpose of the project is to investigate which measures should be undertaken in order to prevent thefts, robberies and burglaries in shops and department stores. The measures should be directed towards decreasing both external as well as internal criminality and decreasing the risk of criminal assault situations.

On the other hand the issue of the authorities' actions regarding intervention and sanctions is not included.

A series of different initiatives have been undertaken by retail stores and their organizations in an attempt to respond to the increased criminality in this field. In certain cases the measures have led to an improvement of the situation, while in other cases they have had no effect. Experience has shown that the various efforts undertaken seldom produce results independently; a combination of measures is usually necessary. However, no actual surveys or scientific evaluations have been carried out.

The working group will therefore try to do a needs and effectiveness analysis regarding the various technical theft security devices on the market and show the advantages and disadvantages of other technical solutions. The work will be presented in the form of a handbook in which various suitable measures and factors are weighed against each other, such as technical security devices, personnel, management and coordination as well as the planning of the physical environment. The handbook should be finished during the spring of 1989.

Evaluation of the Young Offenders Act

On June 1, 1988, a change in the legislation affecting young offenders went into effect. The change in the law is meant to contribute to a simpler and faster processing of juvenile cases. The joint efforts of the social authorities, the police, the prosecutors and the courts are supposed to work faster and more smoothly.

The measures covering young offenders have to some extent been revised. Parents of juveniles who have committed crimes, to a greater extent than before, shall be involved in the authorities' processing of the cases. Prosecutors have been given the right to issue a "conditional" prosecution waiver; i.e., if the juvenile does not show an improvement in his behavior the prosecution waiver can be recalled and the juvenile can be prosecuted. In making his decision about a prosecution waiver the prosecutor should consider whether the juvenile shows a willingness to repair the damage he has caused. Furthermore, prosecutors have received expanded rights regarding the possibil-

ity of going below the applicable sanction scale in issuing summary sentences in order to speed up the processing of cases.

The police for their part have been given an express right to direct a juvenile offender, in connection to the crime, to repair or limit the damage he has caused.

The courts also have the right to order a juvenile to repair or limit the damage he/she caused.

The Government has approved the starting of a test project in eight different prosecutorial districts in Sweden. In addition, eight control districts have been chosen in order to provide a basis for comparison. In the trial districts a special effort will be made to improve the cooperation between the police, the prosecutors and the social authorities. Among other things the preliminary investigation shall be carried out quickly, preferably within two weeks, and the juvenile shall be notified of the decision in a personal meeting within, at most, one week after the preliminary investigation has been completed. Furthermore, the social authorities have the right to issue an oral opinion.

BRA has been given the task, by the Government, of evaluating the new legislation and the test project. This is probably the first time that a decision about evaluating legislation has been made in connection with the legislation going into effect.

The evaluation contains two parts. The first part will be a quantitative study utilizing the legal data that are collected regularly. Data about measures and case processing times during three periods will be compiled. The purpose is to map out the long-term trend regarding the processing of juvenile cases and to describe any possible effects of the change in the law, in both the entire country as well as in the eight trial districts.

In the other part of the evaluation the case processing times and the pattern of measures in the eight trial and eight control districts will be investigated through a field study. The field study will also include a soft data section in which representatives of the various authorities will be interviewed regarding their experiences with the situation before and after the reform.

According to the Government's decision, BRA is to present a preliminary report in the fall of 1989 and a final report in the spring of 1990.

Spectator violence

Spectator violence has been an increasing problem in Europe. This study had the aim of investigating what kind of people were the main causes. In the discussions preceding the study, two conflicting opinions were heard. One said that the violence was caused by "normal guys who became wild through intoxication and the prevailing atmosphere", while the other maintained that the violence was caused by "professional hooligans".

The main population on which the study was based consisted of the 58 persons arrested for spectator violence in conjunction with the various events at the Rasunda Football Stadium (Sweden's main arena) in 1984. As the police, when they feel obliged to arrest someone, select the person considered to be the instigator, this sample is quite representative for the purpose of the study. Investigating the earlier crime records of these persons showed without any doubt that the theory of the ordinary guy was erroneous. No less than 59% (34 of 58) of these persons had criminal records.

If those arrested had been a normal group with the same sex, age and regional distribution 12-14% would have had criminal records. The overrepresentation then was more than four times higher.

Even more striking was the result that 31% (18 of 58) of the persons arrested for spectator violence had been previously sentenced for a crime of violence. This is an overrepresentation of more than 10 times. The figures become even more accentuated through the following comparison. Of all criminals in the country, if by that we mean persons who on some occasion have been sentenced for a crime, less than 20% have a crime of violence on their record.

Another piece of the puzzle in the analysis of the social situation of the investigated group was their contacts with the social authorities. The most interesting finding in this part was the following: For 53% of the persons without a

criminal record there was a file in the local social welfare office.

In the light of earlier results this was striking. Fairly precisely 60% of those arrested for spectator violence had a criminal record. Of the remaining 40% more than half had the type of contact with the social authorities that leads to the maintenance of a file.

Sexual abuse of children

Sexual abuse of children is a field which has been given much public attention lately. Both a research project and a working group are actively dealing with this type of crime.

The research project started in October 1985 and will end by the spring of 1989.

The project has investigated the changes after 1974 in the rate of child sexual abuse incidents in Sweden, as reflected in the criminal statistics. The project has also provided a review of the Swedish and international research literature on the subject. Furthermore, an empirical study has been carried out, where the data were based on the cases recorded by the police for 1984 covering all kinds of sexual abuse except exhibitionism. Almost 900 victims, i.e., children under 15 years of age, were identified. Each case was followed up from the report to the police through the court decision, when they occurred.

The criminal statistics showed that the number of offences reported to the police has doubled since 1982, probably to a great extent due to the public debate on the topic. Of the 900 registered victims of child sexual abuse about 25% were intrafamilial cases, 38% cases with an offender known to the child, and 37% cases with an unknown offender. Currently the data are being analyzed in terms of the three categories of abuse mentioned.

Crime in urban environments

Crime in urban environments is a large project on crime and its relation to the urban structure. The project is being carried out in cooperation between the Department of Criminology at the University of Stockholm and the Council.

This project is being carried out in two stages.

Stage 1

The first stage of the project has involved a detailed study of 7,575 cases reported to the police of homicide, serious and petty assault, violence against public officials, robbery, rape, molestation, vandalism, residential burglary, non-residential burglary and thefts of and from cars. Besides the study of the individual cases, the crime data (offending, victimization and crime incidence variables) have been aggregated to the 130 wards of Stockholm to enable ecological and environmental analyses. In addition to the crime data, data on housing, population composition and routine activities have been collected for the wards of Stockholm and analyzed in relation to the area patterns of offending, victimization and crime incidence.

Stage 2

The second stage of the project builds further on the findings from the first stage. Its two main areas are: (a) an in-depth analysis of a number of wards, chosen to represent various types of wards, with other techniques (e.g., interviews) than those used in the first stage, with the purpose of testing specific hypotheses about the relation between aspects of urban environment and crime, and (b) a study of crime and crime prevention measures and their relation in urban environments. The latter part includes topics like whether the crime prevention measures in use in different types of urban environments have been adapted to the local crime structure and what innovations in crime prevention strategies are suggested by an analysis of the relationship between the crime structure and the crime prevention measures applied in different urban environments.



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**Some Current Crime Prevention Initiatives
In the United Kingdom**

**Sir Stanley Bailey, CBE QPM DL CBIM,
Chief Constable, Northumbria Police
October 1988**

Crime prevention as a concept is not new; it goes back to the dawn of time. Even ancient man took certain precautions to protect his very meagre possessions, because quite often the loss of them meant the difference between life and death. Coming up through history, the building of fortified structures was also a form of crime prevention.

It is also well known that the first edict in what is known as the modern police service was the prevention of crime and the protection of life and property. So with this vast historical experience the question must be asked, "What makes it so different today? What has changed the situation?"

As usual, there is no one single simple answer and it is my intention to show through example and recent developments that whilst the concept has not changed, the philosophy and approach have.

As I think the rate of change is moving forward exponentially, I do not intend to spend any time digging up what has happened except over the past few years. I am making the assumption that people are reasonably well aware of what has gone on in the past in the United Kingdom. My intention is to look at the developments nationally in Government, as well as locally within the Northumbria Police Force.

The natural starting point in my opinion was the issue in 1984 of a document jointly by the Home Office, Department of Education & Science, Department of Environment, Department of Health & Social Security and the Welsh Office, entitled "Crime Prevention". This document was issued to all Chief Police Officers, Chief Probation Officers, Chief Education Officers and Directors of Social Services, as well as all Local Authorities in England and Wales. It has been

developed by a dedicated crime prevention unit within the home office formed precisely for the purpose of researching the subject. The main philosophy of the document can be summarised as follows:

- Effective crime prevention needs the active support of the community. The methods used by the police are constantly improving but police effectiveness cannot be greatly increased unless the community can be persuaded to do more for itself.
- Crime prevention schemes are more successful where the police and local agencies work together in a co-ordinated way towards particular aims.
- Patterns of crime vary greatly from one area to the next. Preventive measures are therefore more likely to be successful when designed to reflect local characteristics and focused on particular types of crime.
- Whilst there is a need to address the social factors associated with criminal behaviour, and policies are continually being devised to tackle this aspect of the problem, these are essentially long-term measures. For the short term, the best way forward is to reduce through management, design or changes in the environment the opportunities that exist for crime to occur.

The circular went on to explore more fully the role of other agencies in crime prevention, briefly touching upon the underlying social contributors to causes of crime.

This document was part of a growing awareness that instead of individual approaches by different agencies and organisations, what was needed was a concerted approach with the sum of the individual efforts having greater impact and effect than the total of each individual initiative.

Whilst it is true that several different initiatives did come out of discussions that followed publication of the document, the major result was a greater awareness of crime prevention and the need for a holistic approach.

However, even before this document, a dedicated Crime Prevention Centre had been established under the auspices of the Home Office, which had also brought into being a

Government Crime Prevention Committee (now replaced by the Standing Conference on Crime Prevention).

In some of our most important Crime Prevention Projects it is the Government which provides a framework which the Police Service is able to utilise.

A good example of this is the Department of the Environment "Urban Programme" set up to finance and develop innovative initiatives to improve the quality of life in inner city areas. There are a potentially enormous number of schemes and ideas but we in Northumbria Police have made use of the programme to experiment with those relevant to the needs of our own area. As an example of this, the employment of a Multi-Racial Training Adviser in 1984 is worthy of mention. This individual was able to provide an ethnic aspect not only to day-to-day in-force training but also to senior management on a variety of policy issues.

Perhaps the most successful Urban Programme scheme is the Expedition Centre for young people at the tiny village of Whittingham, Northumbria. Established in a former Police Station cum Court House and staffed by police officers and civilian expedition leaders, this facility has enabled us to take more than 5,000 youngsters from deprived backgrounds and demonstrate a constructive and worthwhile use of their spare time. I would stress that this is crime prevention and not public relations; the benefits of these young people spending time with police officers if just for the rapport that develops must be self-evident.

Targeting young people for crime prevention measures is not simply a means of reducing juvenile crime, for of course here we are dealing with the parents of tomorrow.

Research has consistently demonstrated that the rate of juvenile delinquency increases progressively up to the age of 14 or 15 years, at which stage it tends to level off. It follows, then, that if we are to reach children and steer them away from crime, we have to do it early.

In response to this, Northumbria Police, in common with most other police forces in the United Kingdom, formed

teams of dedicated police officers to ensure a regular presence within classrooms. My own force sought to develop this approach further by drawing up in conjunction with head masters, teachers and school inspectors, a manual for a structured programme for our school liaison input. Known as "*Serving The Community*", this publication has attracted widespread praise.

Of course, crime prevention at its best is about creating better communities and developing a society in which the best aspects in people may emerge. To this end, young people need to be seen not just as a potential source of crime or misbehaviour, but rather as members of society with their own fears and concerns, and as people who can contribute in a very positive sense.

A good example of how my force has sought to take advantage of this is a recent large scale survey of schoolchildren on the subject of "vandalism". Some 2,300 young people took part and were able to demonstrate such a depth of perception on the subject that we were very quickly able to prepare and introduce a first rate vandalism teaching pack into our schools.

Another aspect of our involvement with young people which has attracted some considerable attention is the Northumbria Police Youth Training Scheme, which presently employs some 137 teenagers in a variety of clerical and administrative posts within the force.

The National Youth Training Scheme is a means by which the Government's Department of Employment assists employers to take on young school leavers for up to two years as a means of obtaining the skills and qualifications to enter full time employment. The importance of a police force involving itself in this way with young people at precisely the stage in their lives when they may be tempted into anti-social behaviour must be self-evident.

In addition, though, it can be no mean achievement in an area with a significant unemployment problem that some 73% of those who have taken advantage of the scheme have been placed into full time work.

The initiatives described so far have been very much police based, but to return to the philosophy of the 1984 Circular,

effective crime prevention requires a co-ordinated approach involving all sections of society.

A number of good examples of this exist.

Firstly, in 1968 a system of what are called "Crime Prevention Panels" had been set up in the United Kingdom. These panels were, in general, police led and consisted of representatives from the business, industrial and political world, but as they were police led they tended to follow police direction.

Therefore in 1985 I was asked to look at the way Crime Prevention Panels were constituted and their work.

The resulting guidelines can be summarised as follows:

- (1) The number of panels should be increased nationally.
- (2) A panel should be limited membership not exceeding 20 persons.
- (3) The Chairman and Vice Chairman should not be police, although there should be a police Secretary, that is the Crime Prevention Officer, to advise and assist.
- (4) The police involvement in Crime Prevention Panels should be restricted to one senior uniform Officer, one senior CID Officer, and one Crime Prevention Officer.
- (5) There should be local objectives with agreed obtainable goals and at all times they should try and involve young people and the unemployed, in addition to being a vehicle for communicating issues to the community.
- (6) There should be bi-monthly meetings.
- (7) Crime Prevention Panels should be set up in the workplace.
- (8) The Panels should recognise the value of publicity in all their work.
- (9) A training programme should commence with Panel members being trained in crime prevention concepts at the Home Office Crime Prevention Centre.

As a result of these revised guidelines, constructive, active and vibrant Crime Prevention Panels have evolved. Just to take one example from my own area, a local Panel saw the need for a properly equipped mobile exhibition centre for a large rural area and managed to acquire a double decker bus. This has been fitted out on the lower deck as a display for crime prevention hardware with the upper deck as a small meeting area with television and video facilities.

The bus travels around the force area and is utilised by Neighbourhood Watch, as well as other community groups, and attends functions such as Agricultural Shows, Motor Shows and Open Days. It is driven by a policeman but the fund raising to equip it and the concept itself are directly attributable to the Crime Prevention Panel.

Another good example of a broad based crime prevention project took place on two predominantly working class housing estates on the outskirts of Newcastle upon Tyne. With unemployment rates up to or in excess of 20%, these estates had developed a reputation as being neglected and decaying. The crime problem was perhaps just one aspect of a social situation in which people simply did not want to live.

Against this unpromising background (and as part of a rather wider central government backed initiative) we put in hand what became known as a multi-agency project. This involved appointing a Police Chief Inspector as the co-ordinator of a small team of civilians but able to draw upon the resources of education departments, building, housing, social services and others so as to bring about an overall improvement in the quality of life there.

Some of these steps taken were routine crime prevention or what might be termed as "target hardening" measures — locks and bolts and so on. However, the project went very much further with a programme of renovation to the housing units on the estate to increase a feeling of belonging and pride on the part of its inhabitants.

Some of the smaller steps taken were the most important — regular and speedy collection of rubbish and repair of vandalised property effected a change in the whole look of the estates.

Crime dropped substantially on the target area but, more importantly, the community spirit of the residents started to come through. The success of this project has enabled us to extend the principle throughout the urban area of the force, as long term measures to improve the quality of life within our neighbourhoods.

Undoubtedly one of the reasons for the success of the project was the effective lines of communication established within the community, for this was a declared priority throughout.

This has relevance outside of the multi-agency projects, and as one aspect of our striving for effective communication the force has established a Crime Line within the Headquarters Press and Public Relations Department whereby members of the public who desire it can have ready access to information about crime and crime prevention.

Similar facilities have been brought into use for drugs and criminal intelligence matters.

Another area offering long term solutions to crime problems is the use of Architect Liaison Officers. It is now universally recognised that occasionally planners and architects are not aware of the implications of their designs and the way crime can be impacted by forethought and advice. The Architect Liaison Officer, who is appointed and financed by the police force for the area, is available to all Local Authority Planning Departments as well as private builders, and thus crime prevention through environmental design can actually be built into a project before a brick is even laid. The Architect Liaison Officer is qualified in the architectural field and therefore has the respect of his peers outside the Police Service, but he is also trained in Crime Prevention at the Home Office Crime Prevention Centre. Thus we are getting the best of both worlds.

The design and development of safer neighbourhoods is inextricably linked with current plans for the regeneration of the riverside areas of the Tyne and Wear in Northumbria. The force can encourage such redevelopment by projecting the area as one in which people would wish to live and work, and our ongoing involvement with Architects, Planners and Developers can do much to bring this about.

Northumbria Police recently produced a booklet in conjunction with the Northern Development Company entitled "Northumbria Police in Focus" which details how the force can assist in the rejuvenation of the region through its various projects for crime prevention in a very wide sense. Early in 1988, the Home Secretary instigated the establishment of a national crime prevention organisation. That organisation, known as "Crime Concern" was launched on 23rd May and is a private company with initial funding from the Home Office but expected to be self-sufficient within a short period of time. It is run by an Advisory Board consisting of 12 members of which I am Vice-Chairman. Membership of this board is drawn from a wide spectrum, including Local Authority, Commerce and Industry, voluntary bodies, professional bodies and the judiciary. Its initial objective is to undertake a series of practical initiatives which include the following.

Identifying best practice in local crime prevention

Before best practice in local crime prevention can be promoted, it must be identified. First, Crime Concern will seek out good practice where it currently exists; second, it will examine the effectiveness of differing types of local initiative; third, it will establish a register of local crime prevention initiatives.

Raising and distributing funds for local initiatives

There are a substantial number of statutory and voluntary agencies currently providing funds for crime prevention. Crime Concern will assist these agencies by matching schemes to available funding. In addition, Crime Concern will stimulate the introduction of private sector sponsorship for schemes.

Establishing a register of crime prevention initiatives

Crime Concern will build up a register of local crime prevention initiatives of all types in close co-operation with police forces, the Home Office, the Training Commission,

other Government Departments, voluntary bodies and local authorities involved in local initiatives. This will necessitate the development of a computer database.

Monitoring research

Crime Concern will monitor independent academic research relevant to crime prevention. It will undertake some research work itself, and commission further work from other agencies. This will require close contact with the Home Office Research and Planning Unit and Crime Prevention Unit and with a number of academic centres.

Establishing an information and advice service

This will offer help to prospective and established local initiatives; offering the concept of 'one-stop' advice to local community groups, councils, businesses, voluntary groups and others interested in local crime prevention; contributing to public understanding of local crime problems; and stimulating and co-ordinating crime prevention publicity to promote voluntary action. The advisory service will spread good practice to other existing schemes. Crime Concern intends to organise seminars, arrange an annual conference and other regional events and set up training events and courses.

It will in time become a broad based pressure group to develop and support Community Crime Prevention projects.

On an allied theme in early 1988 Central Government launched an intensive crime prevention campaign entitled "Crackdown on Crime". The main thrust of this £11 million campaign was the production of an advisory booklet available to everyone. This obviously did much to raise crime prevention in the public consciousness.

Prior to the launch of Crime Concern I held a series of lunches in Northumbria Police to establish the viability of a group acting in support of Crime Concern though on a local level and called "Northumbria Coalition Against Crime". At these lunches, which were attended by policy makers from

a wide spectrum of industry, commerce, religious, political and voluntary organisations, the general consensus was that the general formation of such an organisation would be beneficial to the area by identifying priorities, best practice and utilisation of resources, as well as involving a large number of community groups, and those active in the workplace.

At the luncheons I specifically asked for time and talent as opposed to money, to assist in the setting up of such an organisation, and currently a small team of personnel have gathered together to examine all the implications of such an organisation and the mechanisms by which the organisation can be established and run. I was overwhelmed by offers of personnel to assist this team and it was a difficult choice from the very high quality and calibre of personnel offered on secondment.

Again, the fact that the organisations were keen to offer key personnel and pay their salaries to assist in this work is an indication of the awareness and the willingness of people to become involved in crime prevention.

I for my part provided a young police inspector as part of the team as well as providing office facilities at my headquarters as the team's base.

Their brief was to prepare a report within three months, taking cognizance of the vast amount of information available on coalitions in the United States, Scandinavia, the Far East and Europe, but at the end of the day tailoring it to suit our specific area and the problems within that area.

They carried out this development role expeditiously and produced a report to cover the form of the organization, so that we were able to move forward to bring the organization into being very quickly. The first board of directors took place in September and the formal launch of the organization was in early October 1988.

Being involved with both the Crime Concern and Northumbria Coalition Against Crime I see them both as being complementary, with benefits being derived from a close working relationship.

Regardless of what programme is developed or initiatives pursued one of the most important factors which has been ignored in the past is that change will occur and what might be successful today will possibly have lost its impact by tomorrow. Too often in the past very good crime prevention initiatives have floundered because after their initial success they were run in the same way even though circumstances had changed. This awareness of the need to change with circumstances must be coupled with a good evaluation and monitoring system to enable the practitioner to identify early changes occurring and thus develop a strategy to cope with them. With the current emphasis on value for money, it is necessary to develop good, fiscal arguments to put forward to the politicians to persuade them of the value of any particular initiative or project.

An essential aspect of crime prevention is of course to persuade the public at large that it is worth their while. Because of the paucity of information on the costs of crime I recently produced a consultative document on this very subject, which whilst not claiming 100% accuracy, is I believe a pointer to the way forward by which indicators can be identified to establish the value or otherwise of crime prevention measures in pure fiscal terms. At the end of the day, one must also be aware that the effects of crime are not only financial, they are the emotional and physical costs, so one must not fall into the trap of discarding crime prevention initiatives simply because they do not have a positive financial return.

Quite simply, if the public like the measures adopted, feel more secure and less fearful of crime as a result, then subject to resource costs they must have them.

To enumerate all the crime prevention initiatives ongoing at the moment would involve producing a book, but there are two initiatives which I would like to elaborate on for the lessons that can be learned.

Early in 1987 a Crime Prevention Officer in one of my Divisions read an article in a newspaper that outlined an initiative in a small town in Sweden. Plagued with shoplifting offences during school holiday periods, the local Police Chief had had some large cardboard cutouts of police

officers made depicting one of his local officers, and these were placed in various shops during the holiday period with an apparent reduction in the incidence of shoplifting. Unable to find anyone in the United Kingdom who could produce such cut-outs, he arranged for a local artist to produce two 8-foot models of police officers on wooden boards. These were then cut out and placed in two separate shops. One was a large "Do it Yourself" store and the other a large supermarket selling all types of goods from food to clothing to electrical goods. Within the six-month experimental period the supermarket reported a reduction in "shrinkage" (a euphemism for shoplifting and theft by employee) by £16,000 and certainly arrests for shoplifting fell during the first month, though they gradually rose to the original level by the end of the six-month period. In the "Do it Yourself" store, shrinkage was reduced by £45,000 during the six-month period and arrests for shoplifting fell by 50% and remained at that level during the six-month experimental period.

The lessons to be learned from these particular initiatives are several.

First of all, crime prevention initiatives can be adapted and used outside their country of origin.

Secondly, by careful monitoring, positive results can be identified.

Thirdly, one does not need expensive equipment or programmes to have an impact on some forms of crime; sometimes the simplest ideas are the best.

The second initiative was "Total Security for Homes."

One of the major problems of persuading householders to properly secure their homes is the cost, for not many people are willing to spend £700 for good locks, bolts and an alarm system. As a result, one of my Crime Prevention Officers contacted the local Building Societies (the organisations that loaned most money for the purchase of homes) and asked them whether they would consider when lending money to include on it a loan for security devices. The 19 major Building Societies in the area were very enthusiastic about this and were in full agreement. Indeed, they all

contributed to a fund for publicity purposes and a total of £30,000 was made available to Northumbria Police to publicise "Total Security for Homes." The result was a means by which people could have a good security package at a cost of approximately £1 per week, depending on the level of loan and repayment period.

In the two months after the launch in late 1987, nearly 800 loans were advanced for this purpose and currently we are looking to evaluate the possible impact of this ongoing initiative.

The first lesson to be learned from this initiative is that the police did not introduce something that was completely new; this facility was available although most people did not realise it. We simply acted as co-ordinators and publicists.

The second lesson is that other organisations are willing to assist providing they are approached in the correct manner with a well thought out, professional initiative.

The final lesson is the need to actively market and sell crime prevention.

We now recognise that prevention is a legitimate course of action. It is no longer a soft option and so we are training our young officers — all of them, not just the crime prevention specialists — on the necessity for advising the public on the steps they can take and encouraging their involvement in this community activity. As an aid, we have published a crime prevention manual for issue to every officer.

Our policy is to operate crime prevention very much at a local level in order that operational management can deal with specific local problems, as they arise, and indeed they are tasked with the responsibility for ensuring that crime prevention is a feature of policing strategies whenever appropriate.

They are also made aware of the four forms of crime prevention:

- (a) the interruption of a crime in progress;
- (b) a reduction of opportunity to commit crime;
- (c) the incapacitation of those who commit crime;
and
- (d) the elimination of the desire to commit crime.

All crime prevention practitioners should be aware of these four factors and be prepared to utilise them as and when depending upon the circumstances.

The Police Service has a leading role to play in this fight against crime. We should be the co-ordinators of the community effort as well as providing the major back-up to the strategy planning. Because of our unique position in society we can help to:

- (a) identify the target crime and area,;
- (b) define the objectives;
- (c) suggest alternative approaches to meet the objectives;
- (d) co-ordinate the efforts of all concerned to carry out the chosen approach; and
- (e) monitor the chosen approach.

By following this method we mobilise a true police/community attempt to combat growing crime rates by concerted crime prevention.

Community concern at crime, its fear and impact on communities is a world wide phenomenon. It is being recognised and analysed in the Western world with its industrial societies, in developing countries with their agrarian based societies as well as the mixed Eastern block.

It exists in widely varying cultural, social and political systems and thus we have much to learn from each other. This is the way we must approach the problem. Piecemeal efforts by individuals and individual countries are wasteful in resources and lead to continual reinventing of the wheel.



**Reflections on National
Crime Prevention Initiatives
in the United States of America**

**Community Crime Prevention Programs
Bureau of Justice Assistance
Office of Justice Programs
U.S. Department of Justice**

The Honorable Richard B. Abell, Assistant Attorney General, Office of Justice Programs, U.S. Department of Justice, coordinates and manages the activities of the following Program Offices and Bureaus: Bureau of Justice Assistance, National Institute of Justice, Bureau of Justice Statistics, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime. Community Crime Prevention Programs within the Bureau of Justice Assistance was responsible for preparing this paper.

Crime prevention in the United States is grounded in the reality that citizen action at the community level is necessary for effective programs. It reflects the strong tradition of voluntarism and emphasis on self-governance which run throughout our national history. It is a network of partnerships, bringing the talents of law enforcement, business, community leaders, business and professional societies, corporations, foundations, and citizens together for the common good. Crime prevention can enhance the quality of life for every citizen in every community in America.

A national crime prevention effort in a country as diverse as the United States must draw strength from that diversity, and must be flexible enough to fit local circumstances and needs. Our national effort reaches out to all the community-based efforts in 50 States (plus Territories). This is accomplished through working with over 15,000 law enforcement entities, more than 21,000 neighborhood organizations, and by covering dozens of topics ranging from computer crime to child abuse, from assaults on the elderly to shoplifting in small businesses, and more.

The national goal has been to increase the awareness of all our citizens about crime prevention, to provide the tools with which local law enforcement and communities could act, and to create and sustain a framework in which the best crime prevention teachers — practitioners — could exchange information and ideas.

Evolution of a National Effort

Crime rates rose in the middle and late 1960s, even though law enforcement and policymakers moved quietly to build up the response capabilities with more officers, bigger and better patrol vehicles, better equipment, enhanced communications, increased training, and other such measures. At the same time, there was a growing movement toward citizen oversight and involvement in many areas of governance. Citizen review panels, Criminal Justice Advisory Councils, and similar groups were becoming an increasingly frequent part of local and state government decision making.

The Criminal Justice Advisory Councils, which arose in the late 1960s, started a movement that altered how law enforcement programs and management would function to the present day. They brought average citizens into the once-inviolable inner sanctums of law enforcement and criminal justice.

Questions were asked; responsive answers were demanded. Citizens found that they could understand and even offer useful suggestions for improving law enforcement operations. They wanted some degree of involvement over enforcement of their laws, and they wanted to take an active role in preventing crime and determining their own destiny.

Examining Citizen-Based Prevention

One mission of the predecessor agency for the Office of Justice Programs, the Law Enforcement Assistance Administration (LEAA) in the late 1960s and the 1970s, was to look at what citizens could do to prevent crime. The National Sheriffs' Association (a membership organization) promoted among its members the concept of neighborhood watch. The Department of Justice provided financial and policy support for the development of materials and training, as a means of spreading the action concept around the country. Other nationwide efforts such as the Comprehensive Crime Prevention, Urban Crime Prevention, and Community Crime Prevention programs were funded by the Federal Government as well.

LEAA provided grants to state governments and local communities for a variety of community, law enforcement, and crime prevention tasks. Areas of special emphasis were selected, and detailed evaluations of some exemplary projects were sought. LEAA documented that community crime prevention works — citizens working with law enforcement can actually take steps, both individually and as members of a group, to reduce the risk of victimization.

A neighborhood watch program in Seattle, Washington, cut burglary by 30% and more in some neighborhoods. An intensive community campaign in Detroit, Michigan, combining neighborhood police mini-stations with community input and citizen education/involvement resulted in reversing certain crime trends — crime dropped by as much as two-thirds in certain sections. In Hartford, Connecticut, LEAA-sponsored efforts documented that combining citizen education with steps to reduce or eliminate crime-inducing design features of streets, walkways, housing, and business reduced crime. More important, even when crime rates in the neighborhood went up, citizens perceived themselves to be safer.

The Federal Government did more than just pay for these reports. It amalgamated and disseminated the results, and developed a national research and information clearing-house for criminal justice disciplines. A foundation of interest, concern, and conviction of the efficacy of citizen action was in place.

Today, the Office of Justice Programs (OJP) performs many of the same functions, working with state and local governments to make a more effective criminal justice system that responds to the needs of citizens.

In performing these functions, the Assistant Attorney General who administers OJP has responsibility for the overall management and coordination of five bureaus/offices. These are: Bureau of Justice Assistance (where Community Crime Prevention Programs is located); Bureau of Justice Statistics; National Institute of Justice; Office of Juvenile Justice and Delinquency Prevention; and the Office for Victims of Crime. These five bureaus work in partnership with state and local entities to promote and implement effective and innovative programs.

Carrying on the Work

A small group of government and civic leaders saw an enormous potential in galvanizing citizens across the nation to prevent crime. It was clear that a selling job would have to be done and a major education campaign waged.

A national campaign in a country as diverse as the United States would require strong support from the law enforcement and crime prevention communities. It would also necessitate expertise in persuading people to change their attitudes and actions.

In 1977, a group including government policymakers, labor leaders, philanthropists, and law enforcement won Department of Justice support for the concept of a national effort to continue to foster citizen involvement. Such an undertaking would have to both educate and motivate — convince citizens that preventing crime is possible and that it is their task to do so.

The Power of Advertising

Convincing people of the value of an idea or product has long been a staple of the advertising industry in the United States. Millions — even billions — of dollars are spent each year to create and present messages on behalf of all kinds of products. Harnessing this power for citizen crime prevention seemed ideal for meeting the perceived need — a national campaign of citizen involvement and positive action.

A unique American asset, The Advertising Council, Inc., was tapped for help. This public interest arm of the advertising industry was founded during World War II to help with war bond sales, and quickly espoused other vital national causes. It coordinates the donated services of some of the most brilliant advertising talents in the country on behalf of messages urging citizen action at the local level. The volunteer advertising agency chosen for this effort was Dancer Fitzgerald Sample (now Saatchi & Saatchi Advertising).

In 1977, the Department of Justice, The Advertising Council, Inc., and concerned national groups began to look at ways to promote crime prevention in the United States. Two task forces were set up — a Technical Working Group and a

Response Management Group. The groups, which included law enforcement and community representatives, were integral in devising the national campaign and assuring that it could be executed effectively. The first public service announcement was released nationwide in 1980, on television and in newsprint.

From Many Symbols to One

The upsurge in the middle and late 1970s in community crime prevention resulted in a sizable array of signs and symbols to denote all or part of crime prevention. We needed a national symbol everyone could recognize.

What should the symbol of citizen crime prevention do? What should it not do? First, a new symbol had to be developed — adopting an existing symbol was fraught with many problems. Second, teaching and motivating citizens should not be based on fear. Third, the symbol should not be inherently offensive to any racial, ethnic or religious group.

The challenge was issued to the volunteer advertising agency's creative group. What finally emerged in 1980 was McGruff, the Crime Dog. This canine of indeterminate breed is a cartoon-style character who is clad in trench coat, tattersall-check pants, and gum-soled shoes. He has a distinct personality — affable, warm, avuncular, but authoritative; a counselor, teacher, para-parental figure who invokes common sense instead of fear to communicate positive, helpful information on which his audience can act.

Within three years of his debut, McGruff was recognized by more than half the adults in America, and over 25% of them had acted on at least one of McGruff's tips. Recent market research (1986) shows that nine out of ten children and youth, and three out of four adults not only recognize McGruff, but trust the information he gives them. McGruff messages are widely utilized. Every tax dollar spent on McGruff's public service announcements generates more than \$167 worth of donated advertising. This free airtime and print space is valued at roughly \$50 million per year.

McGruff, now nine years old, has met or exceeded every major expectation of the working groups and has continued to meet or exceed our expectation for citizen involvement and participation in crime prevention efforts.

Among McGruff's many strong attributes is versatility. This canine has communicated effectively with young children, the elderly, teens and urban residents, farm dwellers, corporate executives, office workers, and countless other types of people. He has addressed home and neighborhood security, business safety, child protection, and drug prevention. McGruff's messages are included in such activities such as the Federal Bureau of Investigation (FBI) visitors' tour, major public exhibits, and motor-sports racing events.

Coalition as Foundation

Those devising the campaign in 1977-79 felt strongly that crime prevention should become a citizens' movement; it should not be positioned as the exclusive province of Federal, state, or local government. Curbing crime enhances the quality of life for all, and each citizen should perceive his or her stake in it. Law enforcement had already acknowledged that citizen help is essential.

There was a need for a group to follow up on the ads. If McGruff's messages were just put forth as printed or broadcast exhortations, they would not go far in helping to prevent crime. Advertising experts say each message must call the audience to action. Additional information can explain and reinforce that action and is available to support every National Campaign.

Moreover, the symbol of the National Campaign should be supervised not by government alone, but by a partnership of public and private groups and national and state organizations. McGruff should belong, as much as possible, to everyone.

From these needs and others, the Crime Prevention Coalition emerged. In February 1980, when McGruff was introduced to the public, 19 national and federal organizations announced the Coalition's formation. Its objectives focused on promoting crime prevention and the concept of citizen

education and involvement. A number of Department of Justice agencies were founding members of the Crime Prevention Coalition.

The Framework Today

The United States today has thousands of community crime prevention programs in all states and Territories. They are run by law enforcement, civic associations, schools, parent-teacher groups, service clubs, social service agencies, victim assistance programs, groups of retired citizens, and other public and private agencies and businesses.

Strong Coalition

The Crime Prevention Coalition has added 107 national and statewide organizations to its roster in less than nine years. This group now includes 53 national organizations, 16 Federal agencies and military services, and 57 state crime prevention programs and associations. Each of the national groups has thousands — some even millions — of members. They range from the National Education Association to the International Association of Chiefs of Police; from the Boys Clubs of America to the National Criminal Justice Association; from the National Exchange Clubs and U.S. Jaycees to the National Retail Merchants Association and the National Sheriffs' Association. The National Association for the Advancement of Colored People belongs, as does the U.S. Department of Housing and Urban Development.

The state organizations represent 36 of the 50 states. Better than nine out of every ten Americans live in a state which has some sort of statewide crime prevention effort in place. More than two of every three live in states which have both a government-funded program and an independent association.

States provide a range of services. Many of the state programs served as conduits for the Federal Justice Assistance Act initiative, receiving funding to develop or enhance prevention programs within that state. Examples of these programs include crime prevention training, technical assistance, crime prevention through environmental design (CPTED), and neighborhood watch.

Federal Support Sustains National Initiative

The Coalition is not a dues-paying organization. Membership derives from a group's concern about crime's effect on the quality of life of the members of the organization, and the desire to take positive steps to reduce crime through citizen action — not through spending power.

Indeed, the Federal Government has felt so strongly that crime prevention should be seen as a national priority that it has sponsored McGruff and his messages, the operation of the Coalition, and the support and backup (materials, training, and technical assistance) to create a climate encouraging local action.

This support has been sustained since 1977, surviving budget reductions, Congressional review, and managerial scrutiny. It has included funds between \$500,000 and \$2.3 million in any given year.

Powerful Public Service Effort

The national objective — an educational and awareness effort which could motivate local citizen action — continues as a foremost priority. Indeed, more and more attention is being given to make this a reality by way of materials, demonstrations, training and other tools to back up the crime prevention ads.

The public service advertising campaign is entering its tenth "phase" (or cycle). These messages have addressed personal and home safety, neighborhood watch, protection of children and youth, and drug use prevention. A typical phase includes a television announcement; complementary radio messages; camera-ready print material for magazines, newspapers, and other print media; and billboards and transit advertising cards with similar messages. Every television and radio broadcast outlet in the U.S. as well as every listed newspaper and magazine is automatically provided with its own copy of the appropriate material at no charge. Also, billboards and transit materials are available free upon request. Department of Justice support ensures this level of nationwide distribution with every nationally advertised crime prevention campaign. The retail value of a phase, were it to be priced as commercial advertising

production, is many times greater than the financial support provided.

The Department of Justice through the Office of Justice Programs' Bureau of Justice Assistance also supports the distribution of consumer response materials. But without the donated creative services of Saatchi & Saatchi Advertising and the managerial expertise and distribution network of The Advertising Council, Inc., such a campaign would be nearly unaffordable.

The Fiscal 1989 campaign concluded our year-and-a-half group of anti-drug ads. Two television messages were issued in early October (Crime Prevention Month) — one aimed at six- to nine-year-olds, the other for nine- to twelve-year-olds. Print materials urge parents to work with their children to teach them ways to refuse drugs, and suggest how parents can work with the community to prevent drug abuse. To attract and develop good attitudes, especially in younger children, a McGruff "mask" with tips on saying no to drugs is offered at no charge.

Information Services

Although communities differ in their approach to crime prevention, crimes — and the advice about how to prevent them — remain fairly consistent throughout the country. Crime prevention practitioners at the local level find that the ability to interact with one another is an excellent means of enhancing programs, addressing problems, and gaining ideas for new endeavors. Ideas may be adapted locally, but there are undeniable common threads of need and interest. Indeed, practitioners, given the opportunity, go to great lengths to avoid "reinventing the wheel."

At the national level, the Department of Justice has for five years sponsored Roundtables at which state leaders of crime prevention programs and associations assemble for training, briefings, and information exchange. The first three Roundtables were regional (East and West). Attendees requested a national gathering, so the 1987 and 1988 sessions have been nationwide in scope, conducted in Washington, D.C., and have been immensely successful.

One of the major national-level functions today is to provide a nexus for interchange among local (and state) crime

prevention personnel. The primary focus of exchange has been the National Crime Prevention Council; its primary funding has come from the Department of Justice (Bureau of Justice Assistance, Office of Justice Programs). These efforts have included a data base of crime prevention programs, which now contains over 5,000 programs run by more than 2,600 organizations, and a resource library with more than 1,000 print and other materials, plus brochures and related items from a variety of programs around the country. More than 4,000 requests are received each year. In addition, these are important information sources for other crime prevention activities and research.

By offering these information resources at no cost, we are providing customized assistance to communities around the country on a demand-driven basis. Much of the material housed in the resource library comes from local and State programs currently in operation. This cost-effective means of sharing what one program has already spent money and time to produce is available free of charge. This also helps us stay in touch with the front line of the field, and be more responsive to its needs.

Materials and Publications

Customized responses can meet immediate and specific needs, but in other instances there is a need for in-depth help in specific skill or topic areas. That help might be a "how-to" on working with local media or evaluating local programs. It might be a set of camera-ready masters for starting up a local effort.

Our material development efforts, which also center through the NCPC, are designed to provide pragmatic guidance and to make citizen education materials available to local program operators.

Kits of topical materials provide a range of ready-to-print masters which the program can localize with its own name and telephone number. This enables each program, no matter how small its budget or how limited its staff, to "own" current professional-looking crime prevention materials, just for the cost of printing.

Attractive posters supplement advertising and kits; books provide detailed “how-tos” for such activities as working with local media, evaluating programs, or community-based program planning; and the *Topics in Crime Prevention* series consists of monographs on specific (and very pragmatic) subjects (such as resource development and the “selling” of crime prevention to others in a community).

Partnerships

Materials are an excellent illustration of another current strength — the partnership aspect of the national initiative. Many of the materials put forth by NCPC are wholly funded by the Bureau of Justice Assistance, while others are funded by private foundations and other government agencies.

The program “Teens, Crime and the Community” is an excellent illustration of this partnership. Three years after start-up, this program is reaching 50,000 secondary school students in 19 cities around the country, involving them in projects to improve the community as well as teaching them how not to be victimized by crime. The program is primarily funded by OJP’s Office of Juvenile Justice and Delinquency Prevention, with supplemental support by the Bureau of Justice Assistance. It was developed by NCPC and the similarly nonprofit National Institute for Citizen Education in the Law, and is funded in various cities by small grants from nearly a dozen non-government sources.

Training — Core of Any Effort

The Department of Justice provided the start-up funding for the National Crime Prevention Institute (NCPI) in Louisville, Kentucky. That Institute was the first in the country to provide systematic crime prevention training. It now provides classes ranging from basic and advanced crime prevention to special security issues, and such topical courses as crime prevention through environmental design (CPTED).

In addition to NCPI, the Texas Crime Prevention Institute (affiliated with Southwest Texas State University) and the

Florida Crime Prevention Institute (affiliated with the Florida Attorney General's Bureau of Crime Prevention and Training) train both their own state's specialists and those from other jurisdictions.

Growing acceptance of crime prevention is signaled by the fact that nearly every state offers at least basic crime prevention training. A Bureau of Justice Assistance-sponsored Directory of Training which identifies and outlines these opportunities is in the final stages of publication.

The Office of Justice Programs is particularly proud of BJA's accomplishments in working with the National Crime Prevention Council to develop training workshops. These one-and-a-half- to three-and-a-half-day seminars are intensive exercises which focus on professional skill development in such areas as planning, resource development, information analysis, revitalization of neighborhood watch, and effective management techniques. These workshops were so successful that they have been continued beyond the conclusion of the program under which they were developed.

National Agency

A substantial amount of the national crime prevention effort goes through the National Crime Prevention Council (NCPC) with substantial support provided by the Justice Department. This private, nonprofit, tax-exempt organization was created in 1982 to serve as a nongovernmental home for the National Citizens' Crime Prevention Campaign and the advertising and support required for that effort, as well as to act as Secretariat to the Crime Prevention Coalition.

This organization is not only a separate entity legally; it has a distinctly separate Board of Directors and raises nearly 40% of its budget from outside sources. However, it works in partnership with the Office of Justice Programs and its Bureau of Justice Assistance, as well as with Coalition member organizations at the national and state levels. The Assistant Attorney General of the Office of Justice Programs also serves as Chairman of the Coalition.

Why have a separate entity? First, there was a strong belief by those who created the Campaign that citizens must see it, insofar as possible, as a national movement for local action, not a government edict. Second, although the Crime Prevention Coalition and the Campaign have been free of partisan political influences and concerns, using NCPC — an organization required to refrain both from profit-making activities and from partisan politics or lobbying — as the Secretariat to the Coalition and the Campaign's manager more clearly removes any possible conflict. Third, NCPC is free to develop partnerships between or among non-federal Coalition partners, and in the private foundation and business community — a freedom necessarily not available to government.

Systems Approach — Four BJA Demonstration Projects

The use of national demonstration sites has played a vital role in the development of new approaches to crime prevention in this country. For the past several decades, the Federal Government has provided both resources and financial assistance to cities, communities, and organizations (selected through a competitive bidding process) for the development of new techniques and approaches to combat and reduce crime. The ultimate goal was to transfer proven technology to other cities, counties, or states. In previous projects, many now-traditional methods were applied. Examples include neighborhood watch, target hardening, citizen patrols, and property identification. Although progress was made, in many instances local government and elected officials were not in a position to make significant commitments for the continuance of program development once the Federal funding period ended.

OJP's Bureau of Justice Assistance examined and evaluated past projects in order to develop a more comprehensive crime prevention approach. Throughout this process it was discussed that a new model should be proactive; that crime prevention should be institutionalized throughout the law enforcement agency, involving community interaction and participation — giving the citizen a sense of ownership; and that a multidisciplinary team of professionals be formed to

design and implement the approach for their community. The product from this introspective evaluation is a new comprehensive approach to crime prevention that is known as the "systems approach."

In 1986, four national crime prevention demonstration sites were selected by BJA to implement the "systems approach." These regionally located sites are Jacksonville, Florida (population 610,000); New Haven, Connecticut (population 126,000); Knoxville, Tennessee (population 175,000); and Tucson, Arizona (population 407,000).

Although each location is unique in its adaptation of this approach, common elements in Phase I included: the institutionalization of crime prevention within the law enforcement agency — including top level administrative support; the training of officers and community volunteers in crime prevention techniques and practices; initiating and maintaining an active neighborhood watch; and developing a community data base to be used in conjunction with crime analysis/data management capabilities.

As the programs progressed, it became apparent that the systems approach was flexible, was supported by the community, and was capturing the interest of local governments.

In the fall of 1987, BJA approved second-year funding to continue the project. Each demonstration site was directed to broaden its focus to include other local governmental offices, service oriented agencies, and community organizations. Phase II involves the expansion and continuation of Phase I activities; targeting a crime-ridden area within the city to implement intensive crime prevention activities and municipal services; crime prevention through environmental design (CPTED); and coordinating demand reduction (drug prevention) efforts with the public school system at the elementary level. A key feature of Phase II is intensive analysis of a wide range of data sources to help identify and suggest solutions for chronic problems.

This new approach has eliminated or cut down many of the old stumbling blocks associated with previous comprehensive approaches. For example, in the City of New Haven, prior to the implementation of the systems approach, there

were long-standing feelings of hostility between city agencies and the various communities. But today, a Neighborhood Planning Team (composed of elected officials; community leaders; and high ranking administrators from the Department of Police Services, Office of Building Inspection and Enforcement, Health Department, Parks and Recreation, and the Department of Public Works) is reinforcing and building community pride. Working together, citizens and the city are reducing crime and increasing the quality of life.

In the Winchester Avenue area, one of the city's worst, the Neighborhood Planning Team has made a difference. Together, local agencies and the citizens are working together to counter crime and drug problems — fixing up abandoned buildings and deteriorated homes, initiating prevention programs for youth, and cleaning up filthy vacant lots. So impressed is the New Haven city government that it plans to expand the concept to all neighborhoods.

The Office of Justice Programs is pleased with the progress that has been made. Many municipalities and law enforcement organizations across this nation are interested in replicating this exciting, new, and effective approach to community crime prevention.

Other National Emphases

Educating Children

Teaching children how to protect themselves, and helping them develop good crime prevention habits and skills at a young age, has been a priority. The National Campaign's symbol, McGruff, has always had a special affinity with children and has been warmly received by them. But McGruff is not the only teacher of children. Scores of programs, some exclusively local, some regional, and some national seek to help young people know how to avoid becoming victims of crime.

The surge in drug use in the U.S. has caused an even greater emphasis on the need to educate young people. An emerging theme of "Just Say No" is being promoted at the highest level of government and has found its way into public

service announcements, school curriculums, and public and private organizations. It has become a rallying point for community action. We know that young people begin to perceive pressures to "try" drugs at young ages — eight, nine, ten. Many child education efforts have shifted to include or more strongly emphasize drug use prevention in light of this new threat. A sample of national-scope programs follows:

Project DARE: (Drug Abuse Resistance Education) is designed to equip elementary school children with skills for resisting peer pressure to experiment with tobacco, drugs, and alcohol. This program was developed in 1983 as a cooperative effort in California by the Los Angeles Police Department and the Los Angeles Unified School District. It uses uniformed law enforcement officers to teach a formal curriculum to students in a classroom setting. Project DARE gives special attention to fifth and sixth grades to prepare students for entry into junior high and high school, where they are most likely to encounter pressures to use drugs.

DARE lessons focus on four major areas:

- Providing accurate information about tobacco, alcohol, and drugs;
- teaching students decision-making skills;
- showing students how to resist peer pressure;
- giving students ideas for alternatives to drug use.

DARE is especially attractive in jurisdictions where officers can be assigned full-time to this task. The Bureau of Justice Assistance is sponsoring the creation of regional DARE training centers for State and local law enforcement officers around the country.

McGruff Drug Prevention and Child Protection Curriculum: This program is available both for law enforcement and classroom teachers. The classroom program includes a 23" high McGruff puppet which the teacher manipulates. Via audio cassette, McGruff delivers a message about crime prevention, child abuse prevention, drug prevention, peer pressure resistance, or self-esteem building. The curriculum includes 16 original lessons and a second semester

of reinforcements. This program is another instance of partnership. It was developed by a licensee using the McGruff likeness; its curriculum was reviewed and approved by the National Crime Prevention Council; its national evaluation — just being completed — was sponsored by the Bureau of Justice Assistance.

Locally, many civic groups raise the funds to sponsor this program in their schools.

Safety Pup: This program, sponsored by the National Child Safety Council (independent, private, not-for-profit — no federal funding involved), uses a puppet, cassettes, and curriculum. The curriculum provides children with drug abuse prevention messages as well as safety tips on fire prevention, crime prevention, and the dangers of electricity and household medicines.

Officer Friendly: The Sears Foundation, a totally independent entity, sponsors the Officer Friendly program at no cost to state, local, or Federal Government. Directed at children in kindergarten, first, second, and third grades, Officer Friendly makes three visits to each classroom annually, following a set of lesson plans provided at no charge. Officer Friendly is designed not only to provide basic personal safety information but to make young children familiar in a positive way with law enforcement officers and their job in society.

As noted, these are but four of many programs reaching young people around the nation in the elementary grades.

Other Criminal Justice Agencies Help

A strong bond has built up between crime prevention and victim assistance programs in many parts of the nation. The National Sheriffs' Association has assembled an excellent manual on how neighborhood watch members can and should become victim assistance providers. Victim assistance groups seek crime prevention expertise as part of the healing process for their clients — knowing how to prevent a “next time” can be an important part of recovery.

Another component within the Office of Justice Programs, the National Institute of Justice (NIJ), the Department of Justice research arm, has sponsored scholarly examination

of a number of critical crime prevention questions. A recent highly valuable study funded by NIJ was conducted by the Hindlelang Criminal Justice Research Center in Albany, New York. It assessed the operation of several hundred neighborhood watches and highlighted the qualities which seemed to mark success. This experimental analysis directs attention toward the need to integrate neighborhood watch activities into other community agendas.

The Bureau of Justice Assistance contributed support to Crime Stoppers International, Inc. In this program, operated in communities across the U.S., local media (television and radio) and police bring citizens information about crimes which the police are seeking public help in solving. An anonymous "hotline" for tips is provided. If the tip results in an arrest, the respondent gets a financial reward (although in many cases the reward goes uncollected because the citizen felt that it was a civic responsibility to help solve the crime.) Crimestoppers is apprehension, rather than prevention oriented, but it has resulted in increased attention by the media and citizens to show how crimes can be averted or avoided in the first place.

New Issue

A growing public concern with the level of substance abuse in the United States has focused much attention on the issue of preventing drug use or abuse. While we are not diminishing our interdiction and other supply reduction efforts, more importantly, we are placing a strong emphasis on the demand reduction side as well.

As with crime prevention itself, law enforcement some time ago came to the realization that it must have the help of citizens and the community in order to deal with the drug problem. Now that citizens have awakened to the issue and expressed their willingness to get involved in the family, and at school, community, and workplace, drug use prevention (also known as "demand reduction") has become a major agenda item for many national, state, and local crime prevention practitioners.

The crime prevention community has also recognized its common goals with the preventive health community, and has moved to work together, pooling resources to tackle the demanding task of enabling people to prevent drug abuse.

Much is underway at this moment. Efforts by a wide range of Federal agencies are being increasingly focused on reducing the demand for illegal drugs. The law enforcement community — Federal, state, local — is drawing on the expertise of crime prevention specialists to an unprecedented degree to become the source of drug prevention expertise. The partnership shaping up within communities and across national groups on this subject shows great promise. Under the leadership of the President, the Office of Justice Programs, as well as other Department of Justice units and many other Federal agencies, is working diligently to win America's war against drugs.

Where It All Counts

As we readily recognize, citizen- and community-based crime prevention is effective only if it is used by citizens and perceived as useful by them. Some promising trends are emerging which suggest that this is indeed taking place.

First, community organizations are increasingly likely to be involved in planning and executing programs. Crime prevention officers are increasingly likely to be managers of programs and resources as well as of sources of technical expertise.

Second, national groups which represent broad constituencies — Parent-Teacher Associations, Boys Clubs of America, National Exchange Clubs, General Federation of Women's Clubs, and others — emphasize crime prevention as an ongoing priority or program option for their local members. These national groups are voluntary and member-based, so they reflect the interest and concern of their constituents.

Third, programs which are not operated by or through law enforcement are increasingly willing to identify themselves as part of crime prevention. A study of the computerized data base of programs at NCPC showed social service

agencies, community groups, youth groups, and others as a greater share of program sponsors than in prior experience.

Moreover, many of these groups — and the law enforcement groups as well — are looking increasingly at not just reducing opportunities for crime in the immediate sense but addressing and correcting some of the causes of crime. For instance, employment opportunity and community recreation are among the newly emphasized services, along with shelters, counseling, and mediation.

But the Bottom Line Is . . .

The final test is what happens in every — or any — community. And this test, we are meeting well. A group of senior citizens in Pasadena, California, trained by local police and victim assistance personnel, provides counseling and crime prevention to their peers who have been victimized by crime. High school students on Long Island (New York) go into elementary school classrooms to teach how to reject drugs, and how to avoid victimization. A mother in New York City, tired of competing with drug dealers and users for the park where her children play, organizes her block and drives them away. An effort by a group of telephone system employees brings the McGruff curriculum to schools throughout the State of Oklahoma. Public housing communities throughout North Carolina band together to have their own crime prevention newsletter. A citizen group in Arizona raises thousands of dollars and provides thousands of hours of services annually to help their Sheriff's office make the community even safer. Young people in San Francisco are trained as classroom mediators to curb the potential for violence in schools. In August, in what has become a yearly event, more than 7,000 communities across the United States (representing 20 million people actively involved in Neighborhood Watch) participate in "National Night Out" sponsored by the National Association of Town Watch; and the Crime Prevention Coalition (representing millions of Americans) has declared October as "Crime Prevention Month," to celebrate the positive effect citizens have on "Taking a Bite Out of Crime."

It's scenes like these all across the United States which confirm our course — a national framework of ideas, technical assistance, and financial resources from public/private partnerships which are assisting local communities to create effective and innovative crime prevention efforts that meet individual citizen needs.



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