

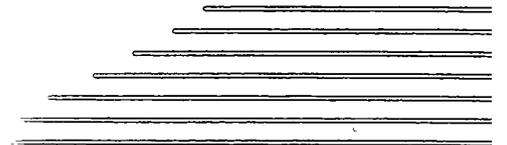
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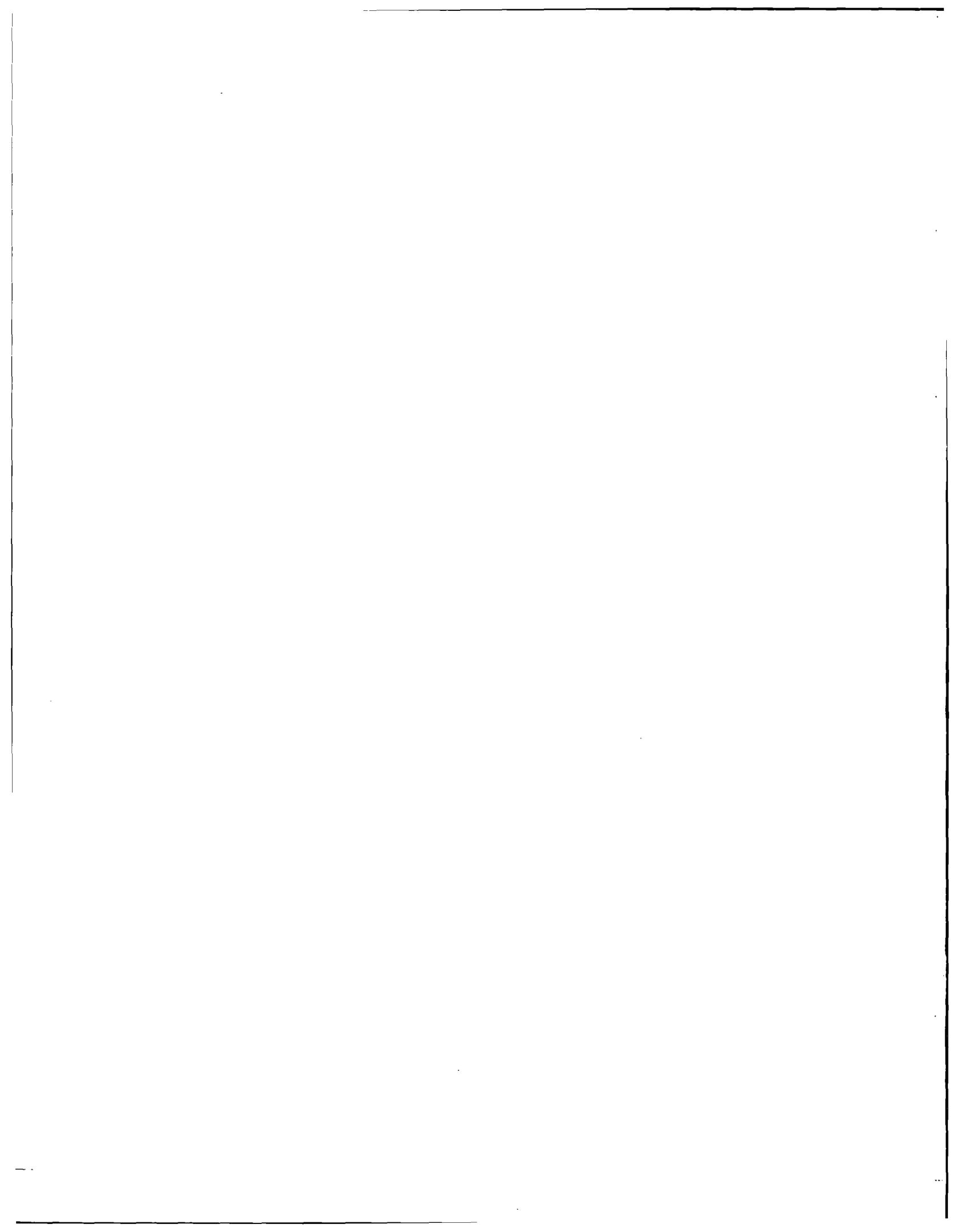
100 PROMISING CRIME PREVENTION PROGRAMS

FROM

ACROSS
THE
WORLD

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100 PROMISING CRIME PREVENTION PROGRAMS FROM ACROSS THE WORLD

Under the direction of
Irvin Waller

Prepared by Lily-Ann Gauthier, David Hicks,
Daniel Sansfaçon and Leanne Salel



INTERNATIONAL CENTRE FOR THE PREVENTION OF CRIME
ASSISTING CITIES AND COUNTRIES TO REDUCE DELINQUENCY, VIOLENCE AND INSECURITY



Publication Funded by
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BJA provides leadership and assistance in support of state, local and tribal strategies to strengthen the criminal justice system and to achieve safe communities by reducing and preventing crime, violence and drug abuse.

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The ICPC also wishes to recognize the essential contributions of individuals whose names appear, for the most part, in the individual programs contact information sections.

Finally, members of the ICPC staff contributed their time and knowledge to improve this report. They are: Caroline Benoît, Frantz Denat, Chantal Valade, and Claude Vézina.

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**Message
from
NANCY E. GIST**

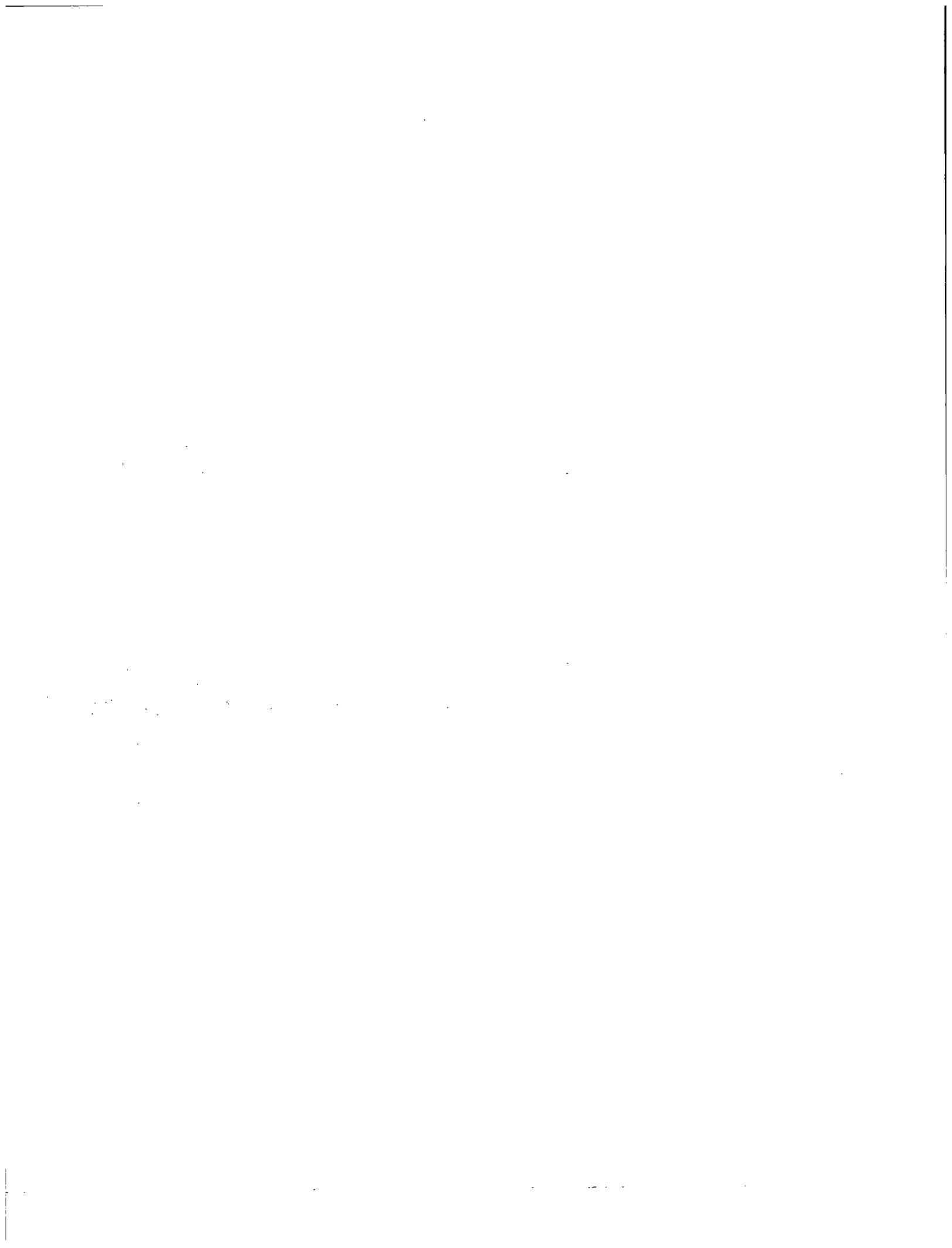
Director
Bureau of Justice Assistance
U.S. Department of Justice

The ways in which governments and communities perceive and tackle issues of violence and insecurity have undergone important changes in recent years. There is renewed emphasis on partnership building, networking and decentralized forms of cooperation. While resources are scarce, decision makers are increasingly looking at what works and what is cost effective in other jurisdictions. In light of these developments, the gathering and dissemination of easily usable information from across the world will be instrumental in informing the efforts of communities.

This publication describes selected benchmarks of success and innovation from countries around the world. It includes policy and crime reduction strategies with documented effectiveness, as well as programs which have not been evaluated but are included for both the quality of the process used as well as their focus on issues in need of sustainable solutions.

100 Promising Crime Prevention Programs from Across the World was developed by the International Centre for the Prevention of Crime (ICPC) to empower people and institutions and governments to work in partnership to produce sustainable community safety. The policies and programs documented demonstrate that crime prevention is effective, affordable and achievable in any community.

Through a partnership between ICPC and the Bureau of Justice Assistance (BJA) of the United States Department of Justice, the book - *100 Promising Crime Prevention Programs from Across the World* - has been adapted for use in the United States and will be distributed to communities across the country. It is our hope that local governments, businesses and citizens, as well as others with a stake in safer, healthier communities, will use this opportunity – to learn from the experiences of others from around the world- They will harness international experience in the service of local action to continue restoring peace to our nation's schools, workplaces and neighborhoods. Only by working together and sharing our best ideas about crime prevention will our nation begin the new century as peaceful as it is prosperous.



FOREWARD

by

Myriam Ezratty

*President of the Board of Directors of the
International Centre for the Prevention of Crime*

During the thirty years that followed the economic boom after the second World War, most so-called rich countries have been confronted with a phenomenon that is both disconcerting and troubling - constantly growing crime rates. Even though some stabilization has been recorded in the last decade, the rates of crime are still very high compared to those known to the generation preceding ours. In countries in transition to democracy, the increase has often been even more brutal and dramatic.

This growth in crime has been covered extensively by the media - with the arrival of modern techniques of communication - and brought home to citizens. Even in areas where crime rates are not high, citizens experience feelings of insecurity which are generators of fear, intolerance and loss of confidence in the political authorities.

With few exceptions, the public reaction has been to call for more criminal laws and greater severity in their application. Governments and public authorities have largely responded with more law enforcement and tougher sanctions, using new technology and supplementary resources if they have had the means to do so.

Throughout this period, practitioners and researchers have called attention to the dangers of policies which are only limited to sanctions. They have recommended a more global vision to combat crime based on the principle that prevention is better than cure. Slowly, these ideas have achieved legitimacy in terms of recognition that programs limited to incarceration increase costs and have negative effects on rates of recidivism.

Regardless of the standard of living or cultural traditions, people all over the world aspire to live in places where their safety and security is not constantly threatened. In urban environments, peoples' worries focus on safety in their homes, on the street, in transportation, and at school. Why not invest in programs which tackle the risk factors, in order to reduce the number of potential victims and to improve the quality of daily life?

Although initially limited to a few pioneering projects, prevention is becoming a significant policy objective for more and more countries. Through the publication of *"100 Promising Crime Prevention Programs from Across the World"*, the International Centre for the Prevention of Crime (ICPC) is encouraging this evolution by presenting concrete examples of what has already been achieved in various countries. The report describes how governments, cities, educational institutions, police, social services, and professionals in other sectors - often in collaboration with voluntary groups and individuals - have mobilized to tackle the factors that lead to crime. Such groups are investing in supportive actions for the young, encouraging responsibility among first time offenders, and improving the safety and security of people and goods. This report also looks at how to cope with intra-familial violence and race crime. In many of these cases, responses limited to enforcement and sanctions - although necessary - have proved to be ineffective or insufficient, particularly over the long term.

The work of the ICPC demonstrates that when prevention is planned and implemented in a coherent and targeted manner "it works", and often with expenditures that are modest compared to the benefits. It is often difficult to provide statistically evaluated results, particularly for projects initiated in the early years to respond to urgent needs, and before methodology and criteria for measurement had been established. However, among the programs described, some have been the subject of careful

scientific research, which has confirmed that the program reduced crime in a meaningful way in the sectors or the domains concerned.

It could be argued that the sample of countries included in this report is too limited to be representative across the world. Our response is that the objective of the ICPC in disseminating this material is not to impose specific models or "recipe book" solutions. It is up to each country, city or community to develop their own ways of adapting ideas to their local context using the means at their disposal.

Many of the problems of crime, such as theft, assault or intra-familial violence, are common worldwide and everywhere their consequences are unacceptable. Further, it has been established that the causes of such problems are surprisingly similar from one country to another. So many readers will be able to find a source of inspiration in a program put in place by others - making improvements which will, in turn, benefit new partners.

The ICPC has already successfully assisted both wealthy and developing countries to adapt and implement such programs. It is far too soon to claim victory. Much remains to be done. Some countries and cities will have to face more difficulties than others in establishing successful prevention programs. I am persuaded, however, that it is possible to make progress. These examples of programs can inspire those who might be tempted to give up, to continue.

It is important to look for further examples where countries or communities have been confronted with particular crime problems for which they have found creative and successful solutions. We would like to be able to share those experiences so that others across the world can benefit.

I hope that the publication of this report, and its availability on the Internet will inspire action and bring together not only those already working in prevention but all those concerned to reduce delinquency, violence and insecurity in their country and across the world.

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*SUMMER ACTIVITIES AND DISADVANTAGED YOUTH (FRANCE) found in the **TRANSPORTATION** section should have been placed in the **RECREATION** section.

Creating safe communities necessarily involves redefining responsibilities in order to be able to build interdependence. To encourage preventive action, possible avenues for action must be set out for the players who are willing and able to pool their resources to build safe communities: governments, public services, the formal intervention system and private enterprise.

The information contained in this collection of programs in crime prevention prepared by the **International Centre for the Prevention of Crime (ICPC)** has been selected for its relevance in light of the crime prevention knowledge accumulated over the past 50 years: conclusions reached by government commissions, declarations from the United Nations and analyses by national crime prevention organizations.

To a large extent the ingredients for successful crime prevention are already known: a safety audit that determines the challenges, risk factors and resources of the community; an action plan that sets priorities, identifies programs that might be useful models, and defines short and long-term goals; a stringent implementation process that includes training and coordination of supporting partners; an evaluation that provides feedback on both process and content; a coalition of key partners with strong leadership and administrative support staff; and a communications strategy that can mobilise professionals and citizens, and is sensitive to age, gender and cultural differences.

At first glance this recipe may seem complicated, but fortunately it is readily illustrated by concrete examples. These examples, which describe initiatives introduced by various actors in various fields of endeavour in an attempt to address specific problems, allow us not only to grasp the essence of a successful integration, but also to understand the contribution of key players.

Effective and lasting community safety cannot be gained by dependence on institutions nor by isolated action on the part of practitioners or institutions. It is built through the active *interdependence* of citizens, the services sector, the formal intervention system, private enterprise and governments; elements that contribute to generate an atmosphere where leadership becomes a synonym for sharing responsibility, sharing power and using knowledge as a springboard for action.

These programs are presented only as examples of practice. This is not intended as an exhaustive study, nor does it look at the efforts many countries are making to implement policies to change behaviour at a basic level. Instead, this document will constantly evolve as new material is brought to the attention of the ICPC by

workers in the field.

WHAT'S IN THIS COLLECTION

The 100 crime prevention programs presented here all have one or another of the following qualities: strategies that support action, joint action that has reduced crime, or initiatives likely to provide a basis for ongoing action. They have been chosen for how clearly they demonstrate both content and processes likely to encourage the replication and/or adaptation of crime prevention programs.

Each program is presented in a brief, simple description so that everyone, no matter what their field or sector, can glean ideas to apply within their particular area.

Strategies for supporting action

National crime prevention policies, regional innovations, joint action by cities: strategies provide an understanding of some of the methods that have enabled various players to assume responsibility for achieving safety in different communities, how the key features are focussed with regard to cultures and communities, and what responsibilities and scope the players have.

- *In 1998, the British government allocated \$450 million US over three years to implement proven crime prevention strategies in Britain... and passed a law requiring local authorities to work with police forces and other agencies as part of a stringent implementation process.*
- *In France, more than 850 community crime prevention councils have been created since the early 1980s. Headed by the local mayor, these councils provide the cornerstone for a crime prevention program that gets stakeholders working together.*

Joint action that has reduced crime

Short-, medium- and long-term initiatives taken by cities, countries or particular sectors (such as schools, social services, housing, etc.) have reduced the incidence of one or more specific crimes by focussing on at-risk individuals (potential criminals or victims), places (public spaces, high-risk housing projects) or mechanisms (reparation, street-proofing).

The often rigorous evaluations conducted give reason to think that duplicating these initiatives in similar conditions would likely lead to

comparable reductions in crime or victimization.

- *In Rochdale, England, close cooperation between the probation service, the police force and social service agencies reduced the vulnerability of a housing project to burglary and repeat victimization. In addition to a 75% reduction in burglaries, a series of empowerment measures were implemented for the community involved.*
- *In Norway, a national anti-bullying campaign managed, by involving teaching staff, parents and the public, not only to identify incidents of bullying, but to reduce them by 50% and to reduce self-reported antisocial behaviour by 15%.*

Initiatives likely to provide a basis for action

Another quality shared by the initiatives in this collection of programs is that they examine issues that must be taken into account to achieve sustainable development of our societies: support for families, children, teenagers; interventions to break the cycle of intergenerational and gender violence; and options that encourage individual and community responsibility.

Although these issues have rarely been evaluated, they shed light on the importance of innovating, of thinking in new ways, of involving new players, and of working together on common issues. They offer new directions in many fields where it appears that advances are necessary.

- *In Brazil, 70 police stations staffed entirely by women allow women who are victims of domestic violence to report abuse, initiate legal action and receive the support they need;*
- *In 43 cities in the Netherlands, teenagers arrested for vandalism are given an alternative to prosecution: they can repair the damage and get help to solve their problems.*

ORGANIZATION OF THE INFORMATION

The decision on how to organize the information in this collection is based on our conclusions: although success in crime prevention arises from the integration of many separate elements, it depends on the leadership of one or more key actors who take on responsibility for public safety. The information is therefore divided according to four main categories of actors:

- ADMINISTRATIONS, i.e. national, regional and municipal programs, as well as other specific strategies that are relevant;
- THE SERVICES SECTOR, which includes social and health services, schools and associations;
- THE FORMAL INTERVENTION SYSTEM, i.e. the police and the justice system; and
- PRIVATE ENTERPRISE.

For each program, it provides a broad outline of the action taken and the characteristics that are most likely to promote the conditions for success.

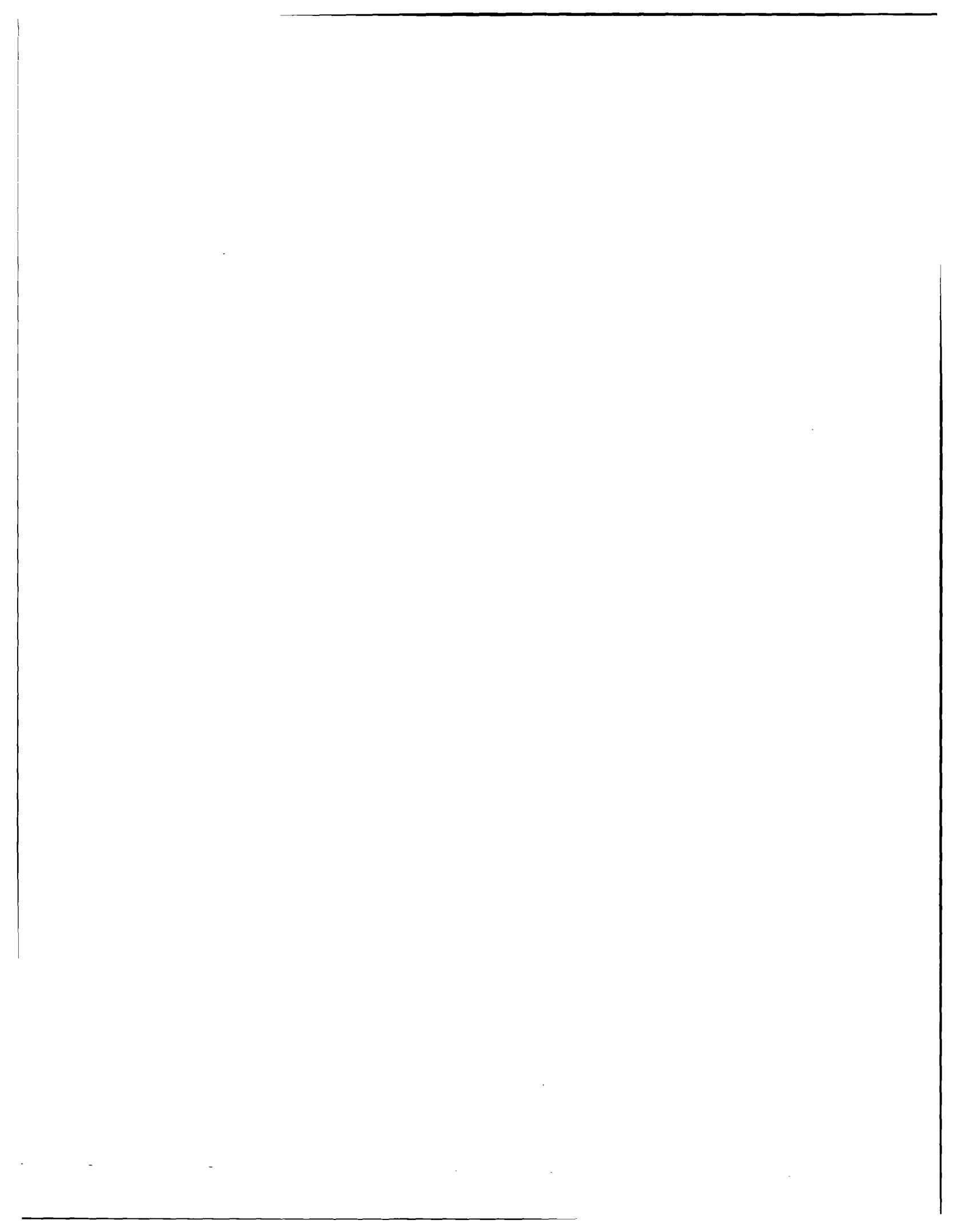
An index is also provided for more focussed consultation.

FIND OUT MORE ABOUT PREVENTION

You may wish to find out more about the reasons behind our confidence in the success of crime prevention. We invite you to read both the 1997 and 1999 editions of the **Crime Prevention Digest** published by the International Centre for the Prevention of Crime (ICPC). These reports contain a comparative analysis of developments in crime prevention at the international level. (Web site: www.crime-prevention-intl.org)

You may also wish to obtain more information about specific programs. Whenever possible we have included specific references as well as contact addresses for the organizations involved.

The **ICPC 100 Promising Crime Prevention Programs from Across the World** is a tool; we invite you to put it to good use in the service of building effective and sustainable community safety.



**ADMINISTRATIONS:
COUNTRIES, REGIONS, CITIES**

For preventative action to move beyond the stage of isolated initiatives and pilot projects, it must be at par with other criminal justice measures. Prevention must be a central element of a governmental strategy to enhance public safety as a quality of life issue for communities.

National, regional and local governments have a key role to play to foster and sustain crime prevention.

To be truly effective, a preventative policy should be at par with other criminal justice measures equally contributing to a public safety policy, which is understood as a common good. Central governments are best situated to stimulate and sustain such a vision of crime prevention. Over the last twenty years, many countries have adopted national crime prevention strategies. Some degree of convergence between the various approaches is now discernible. National strategies to sustain prevention tend to rest on a central agency capable of leadership, influencing other departments and stimulating partnerships. Also, key tools to foster prevention initiatives are most likely to be situated in central governments. These include: legislative and financial leverages, analytical and data collection capabilities, and information dissemination infrastructure to encourage the use of best practices. Finally, central governments can stimulate the mobilization of professionals and the public.

Regional governments, particularly in federal systems, also play a key role. In some cases, they are responsible for such domains as education, health and social services, in addition to implementing national policies at the local level. In other cases, as in Australia for example, initiatives undertaken by regional governments can be instrumental in the development of national strategies.

Finally, local governments are best placed to implement preventative initiatives which respond to local needs and circumstances. Concerted action to tackle youth exclusion, to enhance the safety of public places and public transportation especially for women, or to prevent residential burglary in high crime areas, are among the promising practices. Local crime prevention initiatives demonstrate that cities are best placed to bring together in a strong coalition those who can effectively tackle risk factors and to implement a rigorous process of concerted action.

COUNTRIES

ARGENTINA

☞ **Challenge**

Argentina's (approx. population 36 million) crime rate has almost tripled in the past 15 years, going from 800 per 100,000 inhabitants in 1980 to 1,721 in 1990 and to 2,043 in 1995. A recent victimization study also showed that almost 70 % of the crimes committed are not reported to the police. It is clear that a substantial percentage of crimes are more likely to affect the poorer classes, who at the same time are less likely to report offenses to the authorities.

☞ **Vision**

Faced with these challenges, in 1995 the Argentine Ministry of Justice set up an action plan based on modernization of the judicial process and support for communities.

This national action plan includes a crime prevention policy aimed at helping communities to identify problems and solutions, perform local safety audits, implement initiatives targeting employment, health and social development at the community level, and mobilize residents.

Implementation of this action plan is one of the top priorities of the Interjurisdictional Criminal Policy Council established in 1998 by the Ministry of Justice. This Council, chaired by the Justice Minister, has been commissioned to reorganize the criminal justice system and policy; to conduct appropriate research, particularly victimization studies; to define a specific action plan and the tools needed to implement it; and to supervise the collection of useful statistics.

The Council includes the federal government's senior ministries and representatives from the 24 provinces as well as from national associations and the judiciary.

☞ **Actions**

The initiatives have not yet been defined.

☞ **Research and Evaluation**

Evaluation studies are planned but have not yet been finalized.

☞ **Key Partners**

The members of the Interjurisdictional Council include the ministries of Public Affairs, the Interior, Health and Social Action, Employment and Social Security, and Education and Culture.

The governors of each province and of the city of Buenos Aires are also represented, as are the Chamber of Deputies and the Senate, the Information Secretariat, the organization to prevent drug abuse and trafficking, the national lawyers' federation and the universities.

☞ **Funding**

The level of funding is unknown.

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AUSTRALIA

☞ **Challenge**

In the last thirty years, crime in Australia (approx. population 18.4 million) has followed the same upward trend as in other industrialized countries. In fact Australia has among the highest rates of residential burglary, car theft and assaults. According to the International Crime Victim Survey, 29% of the population was a victim of a crime in 1992 compared to 26% in 1989.

☞ **Vision**

Launched in 1996 by the Commonwealth government, the National Campaign Against Violence and Crime, now called National Crime Prevention (NCP), is a high profile initiative designed to identify and promote effective strategies to prevent crime and violence at the community level. The Campaign replaced the former Safer Australia Board. The Campaign was created as a follow up to a national enquiry commission on violence. National Crime Prevention is part of the Commonwealth Government's Attorney-General's Department. NCP works closely with the Lead Ministers' National Anti-Crime Strategy comprised of ministers from each of the States and Territories.

The objectives of NCP are to:

- Build stronger and more viable communities;
- Reduce levels of fear and crime;
- Protect vulnerable groups;
- Change attitudes of tolerance to violence.

NCP reflects a strategic approach to tackling the causal factors of crime and violence.

NCP approaches its priorities through five key strategies:

- National initiatives, particularly a set of research and developmental consultancies resulting in 12

separate projects;

- Capacity building for key agencies such as State governments and Police services;
- Communications to raise knowledge, awareness and support for crime and violence prevention;
- Training and education to promote, enhance and recognize the skills; and
- National coordination involving multiple layers of activity both at the Commonwealth level and across States and Territories.

☞ **Actions**

NCP priorities are:

- Fear of crime and violence: a qualitative study has led to the inception of two pilot projects;
- Crime prevention training: an audit of crime prevention training indicated that diverse and inconsistent training is provided across Australia. NCP has developed a national crime prevention training framework;
- Early intervention: a longitudinal study identified risk and protective factors. The government has pledged to take forward the findings of this research into preventive action;
- Burglary prevention: two pilot projects have been initiated to compare the relative effectiveness of two problem-solving approaches (police driven and community driven);
- Domestic violence prevention with adolescents: as a direct result of a pilot project in South Australia, a pilot project has commenced aimed at preventing domestic violence in current and future relationships. Focusing on young adults in schools and community networks, the project involves identifying young couples at risk and developing

- appropriate curriculum;
- Public events management: guidelines have been defined and are currently being tested;
- Capacity building projects: a wide range of projects were funded reflecting the diversity of community safety and crime prevention activity across jurisdictions.

Crime and violence inflicted on indigenous and ethnic communities will be the focus of future priorities of the NCAVAC.

⇒ **Research and Evaluation**

Individual projects will be evaluated. NCP will also develop evaluation guidelines and models, and identify and disseminate best practices on the basis of findings.

⇒ **Key Partners**

NCP builds on the work already carried out through the development of effective partnerships with:

- States and Territories through the Lead Ministers' National Anti-Crime Strategy Group;
- Other Commonwealth agencies through an Inter-Departmental Group;
- Institutions and research organizations, including the Australian Institute of Criminology;
- Non-government organizations; and
- The private sector.

⇒ **Funding**

Between 1996 and 1999, NCP had a budget of A\$13 million (or US \$9.3 million) over 3 years. In 1999, the budget was augmented to A \$21 millions (or approximately US \$15 millions). Over a third of this amount is for early intervention projects. In those States and Territories where crime prevention boards exists, they have their own budgets.

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BELGIUM

☞ **Challenge**

Between the early 1970's and the early 1990's, crime rates have almost tripled in Belgium (approx. population 10.1 million). Burglary rates have tripled and car thefts have been multiplied by 5. Some regions, especially where unemployment rates grew considerably, and major urban areas, have been particularly affected by this trend.

☞ **Vision**

In the early 1990's, pilot projects were set up for locally-based integrated prevention programs to combat crime and increasing levels of citizen insecurity. In 1992, this process was rapidly accelerated following the conclusion of "security and prevention contracts" with local authorities. In 1993, the Permanent Secretariat for Crime Prevention Policy was created.

Established within the Ministry of Home Affairs, the Secretariat has a mandate to assist the development and implementation of the prevention policy by:

- Analyzing existing crime problems;
- Preparing urban initiatives;
- Training prevention workers and supporting them in their work; and
- Looking for creative and effective ways to prevent crime

The Belgium crime prevention policy rests on two pillars:

- Initiatives to reinforce local police forces by modernizing and upgrading police work, hiring civilian and special police officers, and generally bringing police closer to the public; and
- Initiatives to strengthen municipal prevention policy, to establish better functional surveillance, to better integrate certain groups of the population, to promote techno-surveillance and to deal with the public's feeling of insecurity.

It is these two pillars that the security and prevention contracts with regional and local authorities translate into action.

☞ **Actions**

The Secretariat has been very active since its inception by:

- Supporting the creation of prevention units or councils at the local level and the hiring of local crime prevention officials. These prevention units are now in operation in 66 cities and municipalities across Belgium;
- Initiating the City Guards projects in 1996. The objective is to deter potential criminals from committing crimes and to help restore feelings of security;
- Funding alternative sanction programs; and
- Taking action to tackle car crime, burglary, and the drug problem.

☞ **Research and Evaluation**

There are plans to conduct evaluations of individual projects and the entire policy. Some evaluations were completed in 1998-1999 but the results are not yet available.

☞ **Key Partners**

Regional and municipal authorities, law enforcement, and community organizations.

☞ **Funding**

The budget for crime prevention has risen from 5.76 million BEF (US \$165,000) in 1989 to more than 1.9 billion BEF (US \$55 million) in 1996.

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Ministry of the Interior

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CANADA

☞ Challenge

As in other industrialized countries, Canada's (approx. population 29 million) crime rate has more than doubled since the 1960's. Despite a current downward trend, Canada is second among the 11 nations participating in the International Crime Victim Survey

According to Statistics Canada estimates (1994-1995), nearly \$10 billion (US \$6.5 billion) a year is spent on Canada's criminal justice system (e.g., police, courts, and corrections). However, the annual cost of crime in Canada may be as high as \$46 billion (US \$30 billion) if personal and physical costs are included.

☞ Vision

In 1994, a National Strategy on Community Safety and Crime Prevention was launched to assist Canadians in preventing crime in their communities. In 1998, the Government of Canada committed, for a five-year period, to spend \$32 million (US \$21 million) annually to assist communities nationwide in developing programs and partnerships for crime prevention and community safety.

Canada's National Strategy developed, in part, in response to the report of the House of Commons Committee on Justice and the Solicitor General (the Horner Report, 1993). The Horner Report strongly recommended the development of policy, programs, and adequate funding for community safety and crime prevention. In particular, the Committee recommended that 1% of criminal justice budgets should be allocated to preventive actions, a proportion gradually

increasing to 5% over 5 years.

Canada's National Strategy is designed to help Canadians create safer communities by:

- Supporting community-based crime prevention efforts;
- Enhancing communities' knowledge and experience with respect to crime prevention; and
- Fostering partnerships and collaboration.

Key elements of the National Strategy include:

Phase I (1994-1997)

- The National Crime Prevention Council (1994-1997) advised governments, contributed to knowledge development and community mobilization, and promoted prevention models for children, youth and families.

Phase II (1998-2002)

- The 1998 creation of a new National Crime Prevention Centre. Its objectives are to:
 - Promote integrated action by key governmental and non-governmental partners in reducing crime and victimization;
 - Assist communities in developing/implementing community-based solutions to local crime and social problems, particularly those affecting children, youth, women, and Aboriginal people; and
 - Increase public awareness and support for effective

approaches to crime prevention.

The National Crime Prevention Centre will be guided by a steering committee consisting of members including: the federal Deputy Minister of Justice, the federal Deputy Solicitor General, provincial deputy ministers of Justice from Nova Scotia and Alberta, as well as community crime prevention experts and government officials.

⇒ **Actions**

The National Crime Prevention Centre, building on the work of the former Council, aims to increase the safety of individuals and communities by empowering Canadians with the knowledge, skills and resources needed for the advancement of community-level crime prevention. The National Crime Prevention Centre, reporting to both the Department of Justice and the Solicitor General Canada, is responsible for implementing the second phase initiatives, including:

- The Safer Communities Initiative (\$26.8 million, 18.2 million U.S.) designed to assist Canadians in undertaking crime prevention activities in their communities through:
 - The Community Mobilization Program (\$17 million, 11.5 million U.S.) that will assist communities in developing comprehensive and sustainable approaches to deal with the root causes of crime;
 - The Crime Prevention Investment Fund (\$7.5 million, 5 million U.S.) that will support selected demonstration projects and the sharing of information on successful projects, as well as supporting research and evaluation of costs, benefits and overall effectiveness of

- programs; and
- The Crime Prevention Partnership Program (\$2.3 million, 1.5 million U.S.) that will support and encourage the involvement of national and international non-governmental organizations that can directly contribute to community crime prevention efforts.
- A Promotion and Public Education Program (\$1 million, 689,000 U.S.) established to enhance public awareness as well as provide assistance through the exchange of information on crime prevention solutions for communities; and
- Partnership Program with the Private Sector (\$2 million, 1.36 million U.S.) to raise public awareness nationally, undertake certain crime prevention projects, and encourage financial participation by the private sector.

⇒ **Research and Evaluation**

Phase II of the National Strategy requires that community-level crime prevention proposals submitted for NCPC funding include, among other elements, an evaluation plan.

⇒ **Key Partners**

All levels of governmental, non-governmental and private sector organizations. Specific target groups include communities, crime prevention associations, practitioners, advocates, professional and academic associations, law enforcement organizations, local groups and the media.

⇒ **Funding**

Phase II of the National Strategy includes a \$32 million annual commitment from the Government of Canada to assist in the

development, implementation, and evaluation of community-based crime prevention initiatives.

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CZECH REPUBLIC

☞ **Challenge**

Between 1989 and 1997 in the Czech Republic (approx. population 10.3 million), the number of criminal offenses recorded by the police jumped from 121,000 to over 400,000, and the crime clearance rate dropped from 77% to less than 42%.

☞ **Vision**

In response to the post-1990 increase in crime and its impact on civil society, in 1993 the government created a Crime Prevention Committee headed by the Minister of the Interior and including representatives from the ministries of Education, Youth and Sports, Employment and Social Affairs, Justice, Health, Defense, and Finance, and the Intergovernmental Anti-Drug Commission.

The Committee proposed a structure for social prevention and crime prevention and identified the ministries responsible for the various parts of the country. The government of the Republic approved these recommendations in 1994. The Committee also proposed that cities be the main actors

in crime prevention and that a financial support system be set in place by the central government. These recommendations were implemented in 1996.

The objectives of the Czech crime prevention policy are:

- To increase the population's feeling of security and their participation in initiatives to reduce delinquency risk factors;
- To reduce the number and seriousness of criminal offenses;
- To integrate crime prevention with the master plans of local administrations;
- To increase cooperation between the players in the various levels of government, the police, non-governmental organizations and the population;
- To improve the police's social prevention work; and
- To increase efforts to inform the public.

The prevention policy is based on the following principles:

- Prevention must be based on analysis of crime and its causes;

- Prevention must be managed primarily at the community level;
- Interventions by the central government must be minimized; information exchange among the actors must be encouraged;
- The authorities from the various levels of government are equals;
- It is advisable that professionals and citizens work together to implement crime prevention initiatives;
- Initiative planning must take a long-term view and monitor how the various initiatives interrelate;
- It is advisable to establish recourse to situational prevention methods;
- The police must be partners in prevention initiatives at all levels; and
- The success of crime prevention activities is based partly on public support.

At the national level, the action priorities are:

- In the area of social prevention: children, prevention of recidivism, and primary prevention of drug abuse;
- In the area of situational prevention: residential burglaries, theft of and from cars, safety of public spaces and businesses, and keeping the public informed;
- Victim assistance; and
- Local action.

Prevention policy implementation at the community level is based on the safety audit, an inventory of existing resources and initiatives and the identification of priority actions. Local crime prevention councils are expected to target five main areas of intervention:

- The social causes of delinquency, through initiatives to support families and youth, preschool programs, substance abuse

- interventions, etc.;
- Opportunities for crime, through initiatives to improve the safety of homes and public places, transportation and rental complexes, etc.;
- Specific crime problems, including residential burglary, domestic violence, race-related crimes, vehicle-related offenses, etc.;
- Initiatives for at-risk youths, including improvement of sports and leisure facilities, youth accountability, access to education and employment, etc.; and
- Victim assistance and reduced fear of crime through support and information initiatives.

The local crime prevention councils must hire a program manager to administer implementation.

⇒ **Actions**

A network of 43 cities with the highest reported crime rates was established and supported by the State and the Ministry of the Interior. Each of these cities set up a crime prevention council and implemented an action plan.

⇒ **Research and Development**

No information is available about evaluation of the program. However, it is interesting to look at the effect of the measures by comparing the crime rates for cities with crime prevention councils and the rate for the Republic as a whole. This shows that there were about 50% fewer crimes in 1997 in cities with a crime prevention structure compared with the Republic as a whole.

Furthermore, it appears that communities are induced to carry out safety audits.

⇒ **Key Partners**

The main partners at the national level are the previously mentioned government ministries. At the local level, the partners

include the municipality, police, associations and citizens.

⇒ **Funding**

The level of resources earmarked specifically for the crime prevention policy is about US \$4 million per year, or about US \$0.40 per person, excluding the expenditures of other ministries (education, employment, health, justice and defense).

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DENMARK

⇒ **Challenge**

Faced with an increase in crime, the decentralization of government structures, and the disintegration of the social fabric and traditional forms of control, in 1971 Denmark (approx. population 5.27 million) created a Crime Prevention Council (CPC) and in 1975 passed a law requiring school, social service and municipal police authorities to form crime prevention partnerships (SSP).

⇒ **Vision**

In general, two basic principles underlie the Scandinavian vision of crime prevention:

- The best results are obtained by working on criminogenic factors starting in childhood and adolescence;
- The most effective method is integrated action, with local actors (e.g., employment, health, housing, youth) supported by the national government.

In Denmark, these principles have been translated into a public-health-oriented approach which states that every person must have the opportunity to live a healthy life. In this sense, the Danish crime prevention philosophy considers that a person's lifestyle and living conditions – particularly for children – will determine their health, and

that it is therefore possible and desirable to intervene in these areas. To be effective, the action must be local, interdisciplinary, and partnership-based.

The structure of the Crime Prevention Council reflects this intervention philosophy: supported by a secretariat, the 80 members from more than 40 public and private organizations reflect diverse occupations: teachers, social workers, doctors, sociologists, lawyers, police officers, etc.

Initially oriented towards what the Danes call objective prevention – known elsewhere as situational prevention, an approach based on changing environmental factors that could provide opportunities for victimization – since the late 1970s the CPC has been seeking a better balance by using “subjective prevention,” which targets risk factors for delinquency, especially as they affect children and youths. Subjective prevention includes three types of intervention: general programs aimed at at-risk children, specific programs for children and youths in difficulty, and individual programs for youths who have committed crimes.

The third major thrust of the CPC philosophy is the involvement of citizens, who are seen as active agents rather than passive recipients of a public service.

Partnerships among schools, social services and the police must:

- Constitute an effective local network; and
- Take preventive action to improve the living conditions of children and youths.

The work of the SSPs is organized into three levels: management, coordination and implementation. At the management level, elected representatives from the schools and social services along with the chief of police define the parameters of the preventive effort and adopt a declaration of cooperative intention that specifies the targets for action and the resources required. At the coordination level, the heads of the various service organizations must ensure that the principles and action plan are implemented, monitored and evaluated. It is up to the Coordination Committee to collect the information needed to diagnose problems and identify causes. Finally, at the implementation level, various action groups must be established to deal with the different problems identified. The CPC recommends that the SSP committees hire prevention consultants to facilitate communication between the various levels and to coordinate the initiative as a whole.

The CPC also recommends that the SSPs carry out diagnostic studies, particularly on the lifestyles and living conditions of children and youth, so that they have enough data to identify risk factors and developing trends. These studies will provide a foundation for the general, specific and individual crime prevention programs.

⇒ **Actions**

At present, Denmark has about 245 SSPs, out of a total of 275 municipalities.

⇒ **Research and Evaluation**

The Danish Crime Prevention Council is an active partner in the Scandinavian Criminology Council. Created in 1962 by the

Ministries of Justice of all the Nordic countries, the Council's mandate is to contribute to the advancement of criminological research and to advise the member governments of the Nordic Council. It has played an important role in the development of crime prevention theory and practice.

⇒ **Key Partners**

The CPC includes more than 40 different public and private organizations. At the local level, prevention initiatives are always multisectorial and involve the education system, social services, the police, the legal system, associations, sports and cultural organizations, etc.

⇒ **Funding**

The level of crime prevention funding is unknown.

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ENGLAND & WALES

⇒ **Challenge**

Despite constant reductions in the levels of crime over the last five years, rates remain twice as high as thirty years ago. Residential burglary and car thefts have been multiplied by four between 1970 and 1995 and are among the highest in the industrialized world. For the 11 crimes measured by the International Crime Victim Survey, the proportion of the population victim of at least one infraction in the past year has increased from 19.5% in 1992 to 30.9% in 1995. Also, urban insecurity has considerably augmented.

⇒ **Vision**

Crime prevention began to take shape in the mid 1960's in England & Wales. Key moments of the approach include:

- The Standing Conference on Crime Prevention created in 1966. It brought together representatives of industry, trade, insurance, trades unions and Chief Police Officers;
- In 1983, the creation of the Home Office's Crime Prevention Unit;
- In 1986 an Inter-Departmental Ministerial Group on Crime Prevention was inaugurated, leading to the creation, in the same year, of the Crime Prevention Training College;
- Creation of the National Board for Crime Prevention in 1988. The Board was replaced, in 1995, by the Crime Prevention Agency;
- 1991, the Morgan report recommended among others

mechanisms to set up strong local partnerships;

- 1997, report of the Home Office on effective crime reduction strategies (*Reducing Offending: An assessment of research evidence on ways of dealing with offending behaviour*) and results of the Comprehensive Spending Review;
- 1998, adoption of the Crime and Disorder Act and creation of the Crime Reduction Unit in the Home Office.

The Crime and Disorder Act establishes that local authorities and police must:

- Form partnerships with other relevant services (health, probation, courts, child protection and community services). Other organizations may be asked to join as required. Police and local authority executives must form these partnerships jointly;
- Conduct local safety audits using pertinent data from various organizations;
- Consult with the population at various stages, especially on the results of the safety audits and the action plan; and
- Systematically monitor and evaluate the actions.

Statutory partnerships are to be formed without additional funds being provided.

In addition to the Crime and Disorder Act, the government has invested the equivalent of \$450 million US dollars over three years to implement in a systematic and rigorous

manner proven actions to effectively reduce crime.

Finally, the government's strategy involves the creation of the Social Exclusion Unit. With a budget of US \$1.6 billion dollars over three years, the Unit will implement systematic actions to tackle social and school exclusion which are some of the known delinquency risk factors.

☞ **Actions**

The development of the new British strategy builds on recognized accomplishments.

- In 1986, the Five Towns Initiative was the Home Office's direct attempt to put a partnership approach into action. Five areas of five towns were identified and a crime prevention coordinator was appointed for each.
- The Home Office Crime Prevention Division initiated the Safer Cities Programme in 1988 to reduce crime, lessen the fear of crime, and create flourishing cities. The programme has supported the establishment of over 4,400 crime prevention projects in 30 inner-city and urban areas to date, at a cost of over £29 million (US \$48.3 million).
- In 1994 the Safer Cities Programme was integrated in the Single Regeneration Budget (SRB), which brought together funds from 20 regeneration funding programs. The SRB Challenge Fund provides a fresh impetus for promoting crime prevention as an integral part of regenerating run-down areas. Its local flexibility responds directly to local needs.
- The CCTV development support program was initiated in 1996 with an annual budget of approximately US \$30 million dollars over five years.

☞ **Research and Evaluation**

The Home Office Research and Statistics

Section has played a crucial role in the development of effective crime prevention knowledge in England & Wales. In fact, its research results led to the creation of the Crime Prevention Unit. More recently, the report on effective strategies to reduce crime has been key to the development of the government's crime reduction strategy and to the transformation of the Police Research Group into a Crime Reduction and Police Research Unit.

- A large scale impact evaluation of domestic burglary schemes (300 of them) was found to have reduced the risk of burglary by a minimum of 10% and to have more than paid for itself through reduced costs to victims and the state.
- The second phase of the program, which is underway, involves Home Office support for a further 32 projects in new areas, with 4,400 crime prevention schemes.
- The Safer Cities program has shown that situational techniques and crime opportunities reductions can effectively reduce crime. Similarly, Closed circuit television has been demonstrated to decrease crime in some areas.

Finally, the meta-analysis of effective crime reduction actions contributed to the government allocating 10% of the budgets for its new strategy to systematic and rigorous evaluation.

☞ **Key Partners**

Police forces, local councils and business organizations have been the key partners in crime prevention historically. Other partners include national organizations (Crime Concern and NACRO), voluntary organizations and communities. The strategy developed in Great Britain highlights the key role to be played by police and the private sector in bringing together crime prevention players and funds.

⇒ Funding

Overall, funding for crime prevention related actions is equivalent to approximately US 2.250 billion dollars. In addition, major national organizations such as Crime Concern and NACRO are funded by the Home Office and the private sector.

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FRANCE

⇒ Challenge

From the early 1980's on, France (approx. population 58.7 million) has experienced a growing problem of social exclusion. Some of the consequences of this social problem, such as the increase in the number of young people in the suburbs, the extension of socialization due to unemployment, particularly among under-30s, the increase in juvenile delinquency and incivilities, and the growth of a feeling of insecurity in cities, constitute the challenges of France's public safety and urban development policies.

Some studies (for example, Robert et al. 1998) show that the number of assaults increased 103% between 1985 and 1995, and the number of thefts of and from vehicles

rose 60% for the same period. Only residential burglaries were down (about -8%). Victimization as measured by the International Crime Victims Survey went from 19.4% of the population to 25.3% for the 11 crimes included in the study.

⇒ Vision

Since 1983, France has laid the foundations for an original – and perhaps unique – strategy insofar as it is transversal and integrates crime prevention and urban security policies with urban development and neighborhood renewal policies. Inspired by the report of the Mayors' Commission (chaired by Gilbert Bonnemaïson) on urban security, the French policy has been based on the prevention-enforcement-solidarity triad.

The French crime prevention strategy first

rested on a national secretariat, the National Crime Prevention Council (CNP), led by the Prime Minister. By means of local crime prevention contracts (CAP), this Council enabled the creation of Community Crime Prevention Councils (CCPD), which now number more than 850 all over France.

The Community Crime Prevention Councils, generally headed by the local mayor, have been the cornerstone of France's crime prevention strategy. Bringing together various municipal services, actors from the justice system (judiciary, police and prosecutors), community associations and actors from the education and social milieu, the CCPDs have permitted the development of a partnership crime prevention practice as well as a habit of consultation among the various institutions. One of the CCPDs' obligations is to conduct a local safety audit.

Since 1989, following the abolition of the CNPD, the crime prevention policy was integrated with the ministry of City and Urban Social Development, itself attached to the Department of Social Affairs and Solidarity. At the same time a new funding arrangement for prevention initiatives was brought in, the City Contract, which supplemented the CAP, and brought with it a broader vision of social solidarity and social development. Today there are more than 215 city contracts, aimed at communities of all sizes that share a common denominator of confronting particular problems, especially in terms of crime.

After a period of uncertainty between 1993 and 1996, the City policy got its second wind with the Prime Minister's 1997 circular on safety and crime prevention. Among other things, this circular provided for the creation of a new mechanism to be added to the existing ones, the local safety contracts. It also recalled the five basic objectives of the urban safety and crime prevention policy: responsabilizing adults especially parents; tackling recidivism; tackling addictions;

closing the gap between the justice system and the citizens, and victim assistance.

Enhanced links between repressive and preventive interventions are intended to give its full meaning to the prevention-enforcement-solidarity triad. Furthermore, the new policy represents a vast effort to decentralize police forces, so as to further the place of preventive actions within police services. This strategy provides for a strong safety audit mechanism involving residents' participation and consultation, and for the implementation of a rigorous action plan and its evaluation.

In addition to these mechanisms, recourse to alternatives to imprisonment, especially for young offenders, will be enhanced and the network of Maisons de la Justice et du Droit will be expanded to provide mediation between offenders and victims for some crimes and offer "real-time" justice. In 1998, juvenile delinquency was the subject of an enquiry at the request of the Prime Minister, and two members of Parliament (Lazerges and Balduyck) submitted a report on this question. More recently (March 1999), a national meeting of crime prevention actors was held in Montpellier to take stock of the various crime prevention issues and trends. This national meeting reaffirmed the pertinence of the prevention-enforcement-solidarity triad and inspired a more focused approach to prevention initiatives.

⇒ **Actions**

The central axes of crime prevention within the city policy are:

- To help adults assume their responsibilities for authority and education;
- To prevent addictions;
- To prevent recidivism;
- To improve information, assistance and support for victims; and
- To improve safety in specific places: businesses, transportation, and schools.

Each year, more than 4,700 locally initiated actions affect about 453,000 youth and adults. They are carried out by 26,700 community and justice workers and supported by around FF 700 million (about US \$125 million). The initiatives supported by the Interministerial Delegation to the City include:

- Ville-Vie-Vacances, a national program planned for and with youth and based on an educational requirement to respond to problems linked to idleness during school vacations in disadvantaged neighborhoods; in 1997, approximately 865,000 young people from 13 to 18 years old and 10,000 projects were accomplished;
- The maintenance of 155 victim assistance centers;
- The creation of 32 Maisons de Justice with a mandate for mediation and reparation;
- The support, through the Ministry for Community Integration, of programs for youth at-risk as well as alternatives to imprisonment and support when released from prison; and
- The adaption and development of the police presence, in particular through neighborhood surveillance projects, involving better coordination of public services (in 1994, 1,850 neighborhoods qualified for surveillance programs, mobilizing 4,200 police officers and 2,381 police auxiliaries).

On the other hand, the local safety contract mechanism provides for the hiring of 15,000 local mediation agents and 20,000 community safety assistants.

⇒ **Research and Evaluation**

The National Council of Cities (CNV), an inter-ministerial organization headed by the Prime Minister has, in addition to other mandates, the responsibility for studies and

inquiries into priority themes for the development of city policy. Furthermore, local safety contracts require to carry out local safety audits and to do follow-up and evaluation studies on the actions taken.

⇒ **Key Partners**

The structure brings together all the partners who can offer solutions. The CNV is headed by the Prime Minister and includes the Ministers of Social Affairs, Health and the City, Interior, Justice and Youth and Sports. The DIV brings together representatives of the Department of Integration and the other departments involved. The City Contracts involve police headquarter and local authorities. In the regions and cities, departmental and community crime prevention councils are also involved. These bring together local key actors: police, associations, judiciary and public authorities.

⇒ **Funding**

It is difficult to determine exactly how much is devoted to crime prevention in total. The budget for the city policy for the 1994-1998 period was FF 7.3 billion for City Contracts (US \$1.10 billion), FF 3 billion for other ministries (US \$500 million), and FF1.3 billion (US \$200 million) for the DIV.

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IVORY COAST

☞ **Challenge**

Similar to other African countries, the Ivory Coast (approx. population 14,3 million) has experienced a considerable increase in crime rates at the same time as growing urbanization and pauperization. Furthermore, youth population grows rapidly. Contrary to the situation in developed countries, a larger proportion of crime is committed against persons than against property. Finally, urban centers are facing an important problem of street children.

☞ **Vision**

To confront these challenges, the Ivory Coast has defined a crime prevention strategy aimed at sustaining local action and enhancing mayors' responsibility.

This policy focuses on action tackling the underlying causes of delinquency and violence by:

- modifying the environment and living conditions of excluded groups of the population;
- examining tendencies among groups at risk, especially youth; and
- strengthening police action.

Improving environment and living conditions involves the development of strong urban policies and the implementation of civic and educational actions to strengthen democracy.

Tackling risk factors for youth rests on improving access to school and creating reinsertion and training centers.

Finally, strengthening police action involves the implementation of a community-oriented policing model, the creation of urban crime prevention units, better coordination between police services and the creation of local crime prevention councils.

☞ **Actions**

Ivory Coast created an Internal Security Council responsible for the implementation of the prevention policy. It also implemented a pilot crime prevention council and community-oriented policing model in Abidjan.

☞ **Research and Evaluation**

No information available.

☞ **Key Partners**

No information available.

☞ **Funding**

No information available.

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THE NETHERLANDS

☞ Challenge

The 1996 International Crime Victims Survey revealed that, of 11 industrialized nations, the Netherlands (approx. population 15,7 million) ranked 3rd in victimization risk for burglary and attempted burglary behind Canada (2nd), and England and Wales (1st). For "contact crime" (robbery, sexual assaults, and assaults with force) victimization risk the Netherlands ranked 9th behind the United States (2nd) and England and Wales (1st).

☞ Vision

The Netherlands set up a National Prevention Bureau in 1979. Key to the development of the Dutch prevention strategy was the 1983 Roethof Committee report, that included the following key recommendations:

- Strengthening of the government's commitment to crime prevention;
- Promotion and involvement of private citizens and businesses; and
- Stimulation of inter-agency cooperation at the local level.

The Committee developed the 1985 Government Policy Paper on Crime and Society, which laid the foundations for Dutch crime prevention policy. This Policy Paper:

- Notes the dramatic increase in common crime;
- Explains rising crime as a result of:
 - increased availability of goods;
 - decline in social support mechanisms (family, church, etc.);
 - increased youth unemployment; and
- Emphasizes both opportunity reduction and social development approaches to prevent crime.

As a result of the Society and Crime Policy Paper, an Interdepartmental Committee for Crime Prevention was set up, administering

a fund of U.S. \$27 million to permit local authorities to introduce crime prevention programs in the period 1986-1990. Almost all cities now have crime prevention coordinators with the principal approaches to crime prevention including: target hardening, environmental design, defensible space and opportunity reduction.

In 1989, the Ministry of Justice dedicated a staff of approximately 20 persons and a permanent budget of approximately US \$12 million per year for crime prevention. The staff have four main responsibilities:

- Promoting crime prevention by municipalities and business;
- Supporting police-based crime prevention;
- Coordinating victim policies; and
- Regulating the private security industry.

In 1992, the business sector and government jointly created a National Platform on Crime Control. The Platform was created as an action-oriented agency with representation from the highest levels of a broad spectrum of central government ministries (e.g., Justice, Interior, Transport, and Economic Affairs), business sector representation by executive board members of leading companies (e.g., retailing, industry, transportation and communication, banking, and insurance), as well as municipal government officials, prosecutors, police, and representatives from the security industry.

Specific goals of this platform include:

- Analysis of crime trends;
- Setting of joint policy priorities;
- Improvement of security and law enforcement in relation to crimes against businesses;
- Initiation of joint programs to tackle priority concerns.

Chaired by the Minister of Justice, the Platform established separate task forces to

deal with the following priority problems: armed robbery, motorcar theft, information technology and crime, security and safety on industrial sites, and ethical codes of conduct.

In 1998, a policy to prevent youth violence was jointly established by the Ministries of Justice and the Interior. This policy is designed to reduce crime and violence in public places especially. It will follow three tracks to target action to reduce youth violence, including:

- A structured and inclusive national action that targets the development of delinquency among ethnic minority youth;
- A structured program of action with at-risk youth to prevent school dropout and to facilitate employment; and
- A structured program to give a healthy start to children and youth.

Since 1994, policy and practice on crime prevention has been a shared responsibility between the Ministry of Justice and the Ministry of the Interior. Situational crime prevention (designing out crime) is a primary responsibility of the Interior, while all other forms of prevention remain within the realm of Justice.

The Dutch experience indicates that in order to successfully reduce crime

- Broad coalitions must be formed involving governments, local communities and the private sector;
- A strong central agency which is in charge of research and development, funding of innovative projects, keeping the attention of politicians and the bureaucrats and generally flying the flag for crime prevention is necessary; and
- Integrated research and evaluation capabilities are essential.

➤ **Actions**

During the period 1986-1990, some 200

local projects were subsidized. Through these efforts, crime prevention became institutionalized and has reached a stage of diffusion and expansion. It now includes all forms of crime prevention, not just opportunity reduction measures.

The Netherlands has supported the creation of various pilot projects addressing priority crime problems. Several successful pilot projects have become components of the national strategy through replication in various parts of the country and/or becoming national programs. Examples include:

- Secured Housing Label: Building upon British "secured by design" experience, and five years (1985-1990) of pilot projects, the Dutch secured housing label was initiated by police in the triangle Rotterdam-Leiden-The Hague in 1991 and introduced nationally in 1996. Its primary objectives are to reduce property crimes (burglary, vandalism, nuisance and car theft primarily) and reduce fear of crime.
- The "Stadswacht" or City Guard program began in 1989 in the city of Dordrecht. As of 1996, there were over 2,500 City Guards working in over 150 cities. In 1996, the Dutch government earmarked resources to create 20,000 jobs over the next four years.
- In 1981, in consultation with judicial and police authorities, a HALT project was created in Rotterdam to reduce and prevent juvenile (age 12-18) vandalism. HALT has been replicated in 65 sites across the country, and a national HALT Nederland national consultative was created with a statutory basis established in 1995 for it to support local HALT projects whose scope is being expanded beyond vandalism offenses.

One of the current priorities is the standardization of crime prevention techniques and methods.

⇒ **Research and Evaluation**

Key to the success of the first wave of Dutch policy on crime prevention was that approximately 10% of the budget was devoted to empirical and evaluative research. Research and evaluation have played a key role in demonstrating the effectiveness of prevention measures and successfully reoriented resource allocation.

A meta-evaluation of 30 carefully evaluated projects concluded that crime prevention projects can be very effective. The most successful programs introduced employee surveillance in public housing, shopping centers and public transport. City Guards patrolling public areas as uniformed civilians (17% drop in overall crime), Police Secured Label to tackle burglary and other crimes in residential areas (70% drop in burglaries), community service as a diversionary measure for juvenile delinquents (63% of participants ceased or decreased their vandalism), and a better control over truancy and school dropouts.

Preliminary results reveal that public-private partnerships deriving from The Platform offer substantial capacity to reduce crime. Successful examples include: a Commercial Robbery Task Force which reduced robberies by 26% between 1993 and 1995, and increased the number of solved robbery incidents by 50%; and partnerships to improve security on industrial sites have reduced crime during the nighttime by 50% in Vianen, and decreased the offense rate in Enschede by 50%.

⇒ **Key Partners**

The Ministry of Justice ensures coordination with other ministries, such as Education, Welfare, Health and Culture, Economic Affairs and Interior Affairs. Furthermore, concrete involvement of municipal and local

councils and the business community is essential.

⇒ **Funding**

The current level of funding for Crime Prevention initiatives by the Ministry of Justice is U.S. \$12 million per year. Overall, it is estimated that over U.S. \$20 million - exclusive of private sector contributions - is allocated yearly to crime prevention efforts by the Dutch government.

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NEW ZEALAND

☞ **Challenge**

☞ **Vision**

Created in 1992, New Zealand's (approx. population 3.79 million) Crime Prevention Unit (CPU) is located at the highest level of the political hierarchy - the Prime Minister's Department. This decision was a result of the recommendations of the Roper Committee on Violence (1987) and the Crime Prevention Action Group (1992).

Over the long term, the national strategy's goals are focussed on:

- Reducing the number of offenses,
- Increasing community involvement in crime prevention generally as well as community ownership of specific prevention initiatives, and
- Improving the level of security enjoyed by all citizens.

The Crime Prevention Unit has three important roles:

- Acting as the principal advisor to the government on crime prevention strategies;
- Planning, coordination, monitoring and advisory functions related to implementing and maintaining the crime prevention strategy; and
- Ensuring coordination and cooperation between all levels of government and community groups.

The development of Safer Community Councils (SCC) is supported by the following forms of CPU assistance and expertise: coordination of existing community crime prevention programs; implementing community safety profiles; preparing crime prevention plans; encouraging development and implementation of new initiatives in the context of local crime prevention plans; contributing financial resources to selected projects; establishing monitoring and evaluation components (both of projects and

the national crime prevention plan), and providing information on prevention programs in New Zealand and overseas.

The CPU has identified the following seven priority areas for preventive action:

- Improving effectiveness of support for "at-risk" families;
- Reducing incidence of family violence;
- Targeting preventive programs for "youth at-risk" of offending;
- Minimizing formal involvement of casual offenders with the criminal justice system;
- Developing a coordinated and strategic national approach for the management of programs that address the misuse and abuse of both drugs and alcohol;
- Generating a strategy to address the incidence of white collar crime; and
- Addressing the concerns of victims and potential victims.

☞ **Actions**

Over 58 Safer Community Councils had been implemented to date, and another six will be added in the 1997/98 financial year.

The CPU is currently involved in overseeing a number of prevention initiatives, including:

1) Four Demonstration Projects which involve: support workers for children and young people; support for teenage parents to complete their education; focusing a range of social and situational crime prevention activities in a particular neighborhood; and mentor programs. These Projects have been funded for three years and all carry a substantial evaluation component. The findings will be available in the year 1999.

2) In collaboration with the New Zealand police, the CPU has supported the establishment of three pilot diversion programs for adult offenders. These

programs utilize community panels involved in considering cases, developing diversion conditions, and monitoring fulfilment of diversion contracts by offenders. These pilot programs extend existing police diversion practices by expanding the criteria for potential candidates as well as diversion process conditions for offenders. The projects have been evaluated and the final report will be available to the CPU by the end of 1997.

3) The CPU is also responsible for overseeing the 1997 Crime Prevention Package which deals specifically with youth at-risk. This package provides \$8.67 million (\$5 million U.S.) over the next three years in targeted areas of high need, including the following initiatives:

- Police Youth Aid community-based programs;
- Development/implementation of a new individualised therapeutic care program for high-risk youth;
- School/family/community group conference program;
- Community Workers' Scheme;
- Contestable fund for new programs targeting young Maori at risk of offending;
- Conservation Corps program in two prisons; and
- Employment planning and advice for young prison inmates.

All programs will be individually evaluated, and there will also be an evaluation which looks at the overall impact of the programs in the communities in which they exist. These evaluations will be completed by the Year 2000.

☞ **Research and Evaluation**

The Crime Prevention Unit is committed to research and assessment both of the programs it supports and the work of Safer Community Councils. An overall assessment of SCC activities is planned for the medium term. This will look at a range of outcomes

including likely success factors, process issues, and the difficulties that may arise in coordinating community agencies.

☞ **Key Partners**

In recognition of the need for coordination between central government agencies and the necessity of communities taking ownership of prevention initiatives, key partners include:

- Central Government Agencies such as Education, Health, Internal Affairs, Justice, Courts, Corrections, Labor, Police, Social Welfare, Youth Affairs, Women's Affairs and Te Puni Kokiri (Maori Affairs). Other departments such as State Services Commission are included in the consultative process as required.
- Safer Community Councils with the active participation of local government, Iwi/Hapu (indigenous groupings), business community, Pacific Island community, health sector, education sector, and other community groups.

☞ **Funding**

Funding is provided to the SCC for coordination activities which are funded from a safety profile and crime prevention plan. The second category of funding is discretionary funding for small-scale local crime prevention activities.

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SOUTH AFRICA

☞ Challenge

The process of democratization in South Africa (approx. population 39.35 million) is jeopardized by serious crime problems. With one of the highest levels of murder in the world and an apparently rapid increase in property crime, the South African government is facing an impressive challenge. Between 1990 and 1994, assaults increased by 42%, robberies by 40%, car thefts by 34% and burglaries by 20%. It is also well established that a disproportionate share of crime is suffered by the poor and dispossessed.

☞ Vision

Initiated by Cabinet in 1995, the South African National Crime Prevention Strategy (NCPS) was approved for implementation in June 1996. It is a broad and comprehensive strategy designed to shift from a crime control to a crime prevention focus. It aims to influence the operations of the Departments of Safety and Security, Justice, Correctional Services, Welfare, Defense, Intelligence, and Health and Education.

The strategy identifies a number of challenges:

- The unreliability of existing crime data;
- The influence of media representations on shaping public perceptions of crime;
- The situation of political transition and the inheritance of the former regime;

- The "culture of violence";
- Poverty and under-development;
- The availability of firearms; and
- Gender inequality and ethnic tensions.

The NCPS's objectives are to:

- Establish a comprehensive policy framework;
- Promote a shared understanding and vision of how the nation will tackle crime;
- Develop a set of national programs;
- Maximize civil society's participation, and
- Create a dedicated and integrated crime prevention capacity.

The NCPS involves the following components:

- Coordination and integration of criminal justice functions;
- Coordination and leadership to address high priority crime areas involving several departments and actors; and
- Research, advocacy and facilitation of crime prevention programs.

The White Paper on Safety and Security (1998) integrates the principles of the National Strategy emphasizing service delivery and improved practices. It advocates a dual approach to safety and security: effective and efficient law enforcement and the provision of crime prevention programs to reduce the occurrence of crime through a more effective police and social crime prevention actions.

The White paper led to the creation of the national Crime Prevention Strategy Centre. The Centre is responsible for social crime prevention and facilitating improvements to the criminal justice system.

⇒ **Actions**

The NCPS rests on four pillars:

- Streamlining the criminal justice process and system;
- Reducing crime through environmental design;
- Changing public values and educating the public; and
- Fighting transnational crime.

It focuses on seven categories of crime of particular concern: crimes involving firearms, organized crime, white collar crime, gender violence and crimes against children, violence associated with inter-group conflict, vehicle theft and hijacking and corruption within the criminal justice system. Within each of the four pillars, programs have been identified ranging from revamping information management systems to car registration and public education.

⇒ **Research and Evaluation**

Mechanisms for impact evaluation of the policy are not known as yet. However, the White Paper emphasizes the key role of monitoring and evaluating preventive actions.

⇒ **Key Partners**

The NCPS is under the lead role of the Ministry for Safety and Security and involves directors of various national departments such as labor, education, health, and of national agencies such as corrections. Provincial governments have a key role to play, in particular through the organization of provincial summits and the development of integrated provincial plans. Local governments have the responsibility to refine the NCPS according to their particular situation and to implement specific programs

accordingly.

The White Paper stresses the importance of broader coordination involving other government departments such as Health and Education, Social Services, etc.

The business community has been a major player in the definition of the strategy. In particular, the National Business Initiative has been very pro-active, defining its own version of a national crime prevention strategy (which recommended, among other things, the establishment of a Council on Public Safety and Crime Prevention in the President's Office).

⇒ **Funding**

The level of funding and the mechanism for funding are not known. However, given the serious threats to the transition process posed by the crime problem, the crime prevention initiative is a significant part of the Reconstruction and Development Program.

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SWEDEN

☞ **Challenge**

In Sweden (approx. population 8.8 million), given a crime rate that has increased 500% in the past 45 years, and the operating costs of the justice system, the National Crime Prevention Council created in 1974 had its mandate broadened in 1993 to cover the entire crime response field. The Council aims to implement global solutions along with local ones.

☞ **Vision**

The Scandinavian countries (Denmark, Finland, Iceland, Norway and Sweden) were among the first in the world to react to the problems of delinquency, violence and insecurity with social and economic policies rather than having recourse to the criminal justice system alone. The National Crime Prevention Program adopted by Sweden in 1996 provides the best illustration of this approach.

The crime prevention policy includes the following elements:

- Each sector must adopt a preventive orientation in its policies, whether that sector is private (housing, automobiles, bars and restaurants, businesses and insurance companies must take measures to better protect their products and services) or public (the various government committees must include prevention in their policies and initiatives or justify its absence);
- Adoption or amendment of

appropriate legislation in the fields of criminal justice, policing, social security and support programs for children and parents;

- Promotion of citizen involvement and of local problem-solving partnerships in the definition of prevention initiatives; and
- Modification of the behavior patterns of chronic offenders.

The priorities of the crime prevention policy are: 1. reduction of opportunity and, in particular, action on the consumption of facilitators like alcohol and drugs; 2. action on delinquency risk factors, in particular through parent intervention and early intervention with children; and 3. action on recidivism risk factors for chronic delinquents.

The new policy focuses on local action and to that end provides for the establishment of local prevention partnerships involving citizens, the business community, local authorities, the police, social services, and schools. These local prevention councils are responsible for: adopting an action plan that includes short- and long-term measures, for defining measures likely to reduce the number of delinquents and the opportunities for crime, for coordinating the various measures, for overseeing the dissemination of information, and for ensuring that the measures are monitored and evaluated.

Sweden's National Crime Prevention Council (NCPC) is being called on to support this policy and a National

Committee will oversee its implementation. The NCPC must, in particular, encourage the development of local councils and provide them with guidance; collect and disseminate information on crime prevention initiatives and provide for the training of specialists; and develop evaluation guidelines and publicize the results across the country.

☞ **Actions**

Among the known initiatives are the establishment of local councils in a certain number of municipalities, the completion of studies on risk factors and early intervention, national and local consultations on the organization of local crime prevention councils and priorities for action.

☞ **Research and Evaluation**

Since each Council has a research and evaluation budget and staff, this area forms an important part of their work. Here again, Sweden is at the forefront: its Council consists essentially of sociologists and researchers, and a large part of its annual budget is devoted to research and evaluation; the National Police College also does studies.

☞ **Key Partners**

In the Scandinavian countries, crime prevention is always multisectorial. Thus, in Sweden no less than 7 ministries and 5 national organizations are involved, including the National Police College, the National Council of Health and Welfare, the National Institute of Public Health, the National Education Agency and the National Council of Housing, Construction and Planning.

☞ **Funding**

In Sweden, annual crime prevention budgets are in the neighborhood of SK 150 million (US \$22.7 million), or more than SK 17 (US \$2.60) per person. From 1996 to 1998, 11 million krona (US \$1.7 million) was budgeted specifically for the promotion of local partnerships. Large amounts are also earmarked for special projects, such as initiatives for disadvantaged youths (SK 30 millions or US \$4.5 million).

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UNITED STATES

☞ **Challenge**

The United States (approx. population 274 million) has experienced gradual crime decreases over the past decade (e.g., 7% drop in the Total Crime Index Rate, 1986-1996). However, from 1960 to 1996,

reported crime rates rose: 269% on the Total Crime Index; 257% on the Property Crime Index (e.g., burglary, car theft, etc.); and 394% on the Violent Crime Index (e.g., murder, robbery, etc.). All the industrialized countries (except Japan) experienced similar increases since the 1960's.

The 1996 International Crime Victims Survey revealed that, of 11 industrialized nations, the United States ranked 4th in victimization risk for burglary and attempted burglary behind The Netherlands (3rd), Canada (2nd), and England and Wales (1st). For "contact crime" (robbery, sexual assaults, and assaults with force) victimization risk the United States ranked 2nd behind England and Wales. U.S. violent crime victimization risk is nearly double that of The Netherlands.

⇒ **Vision**

In the early 1960's, rising crime rates initiated a reassessment of the limited Federal role in assisting state and local law enforcement and the administration of justice. Via enactment of the 1965 Law Enforcement Assistance Act, the Federal Government was directed to support state and local efforts to control and reduce crime via grant-in-aid experiments for demonstration, research and training projects.

Simultaneously, a Presidential commission on crime and justice contributed to enactment of the Omnibus Crime Control and Safe Streets Act of 1968. The Law Enforcement Assistance Administration (LEAA), a branch of the U.S. Department of Justice, was created to assist law enforcement efforts and the administration of justice at the state and local level via federal grant allocations. The majority of grants were directed to law enforcement with some funds for programs addressing delinquency and victimization risk factors. The efforts of the LEAA were supported by its research center, the National Institute of Law Enforcement and Criminal Justice (NILE&CJ).

The Federal role in state and local law enforcement and crime prevention, previously under the jurisdiction of the LEAA, was amended via the 1984 enactment of the Justice Assistance Act. The Act created the Office of Justice Programs or OJP (<http://www.ojp.usdoj.gov>) of the U.S. Department of Justice. Two of the bureaus of

OJP, as part of their mandate, provide federal support for crime prevention initiatives, and a third bureau focuses on research and development including crime prevention:

- The Bureau of Justice Assistance or BJA (<http://www.ojp.usdoj.gov/BJA>) assists state and local governments in combating violent crime and drug abuse through innovative programs (BJA was formerly known as LEAA). The BJA mission is accomplished by providing funding, evaluation, training, technical assistance, and information support to State and community criminal justice programs, thus forming partnerships with State and local jurisdictions.; and
- The Office of Juvenile Justice and Delinquency Prevention or OJJDP (<http://ojjdp.ncjrs.org>) was established through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, as amended. OJJDP sponsors research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies.
- The National Institute of Justice or NIJ (<http://www.ojp.usdoj.gov/nij>) is the research and development branch of the U.S. Department of Justice (NIJ was formerly known as the NILE&CJ);

⇒ **Actions**

Selected examples of innovative projects aimed at tackling crime and providing public education in America include:

Bureau of Justice Assistance:

- The Comprehensive Communities Program (CCP) was created in 1994 by the Bureau of Justice Assistance. Operating in 16 sites, CCP emphasizes the value of mobilizing neighborhoods, instituting community-oriented policing, and

collaborating beyond traditional agency boundaries to tailor strategies to address local problems. The CCP is run by the National Crime Prevention Council or NCPC (<http://www.ncpc.org>) which was created in 1979, and is substantially funded by BJA.

- Byrne Formula Grant Program awards two types of grants: formula grants to states and territories and discretionary grants to public and private agencies and private non-profit organizations. For fiscal year 1998, \$505 million was appropriated for the Formula Grant Program.
- Local Law Enforcement Block Grants Program or LLEBG provides funds to units of local government to underwrite projects to reduce crime and improve public safety. For the 1998 fiscal year, \$523 million was appropriated for the Block Grants Program.

Office of Juvenile Justice and Delinquency Prevention:

- The Blueprints for Violence Prevention consist of 10 highly effective violence prevention programs. Communities can apply for program funding and technical assistance to replicate blueprint programs. The Blueprints program was created in 1996 by the Center for the Study and Prevention of Violence or CSPV (<http://www.colorado.edu/cspv/>), University of Colorado at Boulder.
- The Comprehensive Strategy for Serious, Violent and Chronic Juvenile provides a framework of strategic responses at the community, city, State, and national levels. The strategy focuses on improving the juvenile justice system, providing appropriate prevention methods to children, families, and communities, and intervening in the lives of first-time offenders with structured

programs and services. There are currently five participating states, and one pilot project in San Diego, CA.

- Juvenile Mentoring or JUMP initiative matches at-risk young people with adults over 21 who provide youth with discipline, guidance and personal attention through activities such as tutoring, job training and community service. The program aims to improve academic performance and reduce alcohol and drug involvement among at-risk youth, and promote better youth relationships with family and friends. More than \$14 million will be distributed to 73 sites in 1999, and with these new awards, there are currently 166 JUMP sites in 41 states.

⇒ **Research and Evaluation**

A selection of key publications from bureaus of the Office of Justice Programs, includes:

- "Preventing Crime: What Works, What Doesn't, What's Promising" (1997). Commissioned by the National Institute of Justice (<http://www.ojp.usdoj.gov/nij>), this report to the U.S. Congress overviews what works, what doesn't, and what's promising based upon the scientific (English-language) literature of over 500 crime prevention program impact evaluations.

⇒ **Key Partners**

The U.S. Department of Justice, Office of Justice Programs, and its five bureaus, the National Crime Prevention Council, local authorities, law enforcement, community organizations and residents, the private sector. Other federal agency partners in prevention-related initiatives include: the Executive Office of Weed and Seed, Housing and Urban Development, Health and Human Services, and the Community Oriented Policing Services program.

⇒ **Funding**

In the 1999 fiscal year, BJA will administer a grant budget of over \$1.7 billion US with over 12,000 continuing grants and subgrants, and over 3,000 new awards.

Selected Sources

- Clarke, R.V. (1997) Situational Crime Prevention: Successful Case Studies, second edition, Guilderland, New York: Harrow and Heston.
- National Crime Prevention Council. (1999) Six Safer Cities: On the Crest of the Crime Prevention Wave, Washington, D.C.: National Crime Prevention Council.
- National Crime Prevention Council. (1998) Creating A Blueprint for Community Safety: A Guide For Local Action, Washington, D.C.: National Crime Prevention Council.
- National Crime Prevention Council. (1995) 350 Tested Strategies to Prevent Crime: A Resource for Municipal Agencies and Community Groups, Washington, D.C.: National Crime Prevention Council.

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REGIONS

SOUTH AUSTRALIA, AUSTRALIA **LOCAL COORDINATION IMPLEMENTED**

☞ **Challenge**

The challenge addressed by the South Australian Crime Prevention (South Australia approx. population 1.47 million) is to work with all concerned sectors in order to effectively reduce or prevent crime.

The Strategy is managed by the Crime Prevention Unit, located in the Attorney General's Department. In the early years of the Strategy, the Minister's title was Minister for Crime Prevention.

☞ **Vision**

In place since 1989, the South Australia Crime Prevention Strategy has seen to the establishment and support of Local Crime Prevention Committees consisting of local government and other key local service providers, police, community groups and non-governmental organizations.

Funded under agreement with the State government, local Committees assess crime problems, develop solutions and implement programs.

Local Crime Prevention Committees play a crucial role in this strategy:

- They are developed in high crime areas and are based within local councils;
- They adopt a problem-solving approach to local crime issues; and
- They are funded for a three year period and employ a local coordinator.

Issues addressed by these committees include:

- Family violence
- Juvenile crime
- Urban design
- Graffiti

- Motor vehicle theft; and
- Alcohol related crime.

The State Strategy also includes:

- Aboriginal crime prevention programs;
- Interagency and inter-sectoral approaches to address issues of alcohol and drugs, planning and urban design; and
- Development of site specific action research methods for issues including fear of crime.

☞ **Actions**

To date, 16 local crime prevention programs are in existence. Other actions have included:

- Support of the work of the Alcohol, Drugs and Crime Advisory Committee;
- Creation of the Retail Industry Crime Prevention Advisory Committee;
- Projects on the prevention of domestic violence;
- Development of youth crime prevention programs; and
- Coordination of the National Anti-Crime Strategy involving all States and Territories.

☞ **Research and Evaluation**

The Strategy provides that individual projects should be evaluated and model guidelines developed statewide.

☞ **Key Partners**

The local committees involve local councils, police, neighborhood watch, government and non-government agencies and local residents.

Funding

Data not available.

VICTORIA, AUSTRALIA

PARTNERSHIPS FOR SAFER CITIES AND SHIRES

☞ **Challenge**

☞ **Vision**

In 1997, the Safer Cities and Shires Program was developed within the framework of VicSafe, the Victoria (approx. population 4.5 million) Government's comprehensive community safety and crime prevention strategy. *Safer Cities and Shires* encourages local government to play a strategic leadership role in developing comprehensive local community safety and crime prevention programs and policies.

Through the recently enacted *Safer Cities and Shires* program, the Victoria government aims to develop a more sophisticated, comprehensive and strategic approach to *community safety and crime prevention*. The four key objectives of the program include:

- Creating safe and secure environments;
- Reducing incidence and effects of crime and violence among particular community groups;
- Promoting community safety and public health links through reductions in drug and alcohol related crime and increased participation in health-promoting activities;
- Increasing the extent and effectiveness of local partnerships and accountability for outcome achievement.

This approach recognizes that the community shares responsibility for crime and safety by charging municipal governments with realizing these objectives in a way which addresses local concerns. Five strategic directions for local governments are identified by the program:

- Acting as a catalyst in creating

- sustainable long term crime prevention and safety plans
- Facilitating implementation of a broad range of cost-effective services which best meet local needs;
- Developing a council-wide approach to community safety and enhancing existing programs by incorporating safety and crime prevention strategies into mainstream operations;
- Developing comprehensive needs analyses; and
- Creating a performance measurement framework to identify and promote best practices.

☞ **Actions**

The Community Safety and Crime Prevention Board, comprised of city officials, police, and representatives from the Departments of Human Services, Justice, and Education, has been established to oversee the management of VICsafe government-wide, and to identify and promote best practices.

- Municipalities are developing comprehensive local safety plans through community consultation, which are coordinated, implemented and reviewed by senior management teams comprised of high level community representatives.
- The State Government, through the Department of Justice, is offering 'seed' funding to cities and shires over the next three years to develop and implement local strategies.

☞ **Research and Evaluation:**

Cities and Shires will focus on outcomes through the following performance monitoring mechanisms for municipal councils:

- The council's funding agreement with the Department of Justice;
- The community safety plan;
- An annual Safer Cities and Shires

- Report;
 - A final review following the completion of the two funding phases for Safer Cities and Shires.
- A further three stage review will consist of:
- Internal council and senior management team self-assessment;
 - Independent verification; and
 - Further development of the evolving community safety plan.

☞ **Key Partners**

Victoria Government, municipalities, police, community groups, Department of Premier and Cabinet, Department of Education, Department of Human Services, Department of Justice, Department of Infrastructure, Department of Natural Resources and Environment, Department of State Development, and Department of Treasury and Finance.

☞ **Funding**

There are two funding phases:

- Phase 1: development of outcome oriented community safety plan that will be sustainable in long term;
- Phase 2: implementation of practical initiatives within the framework of the community safety plan.

The Government's contribution will extend up to \$5 million over three years. Matched funding from councils and other sources will add to the resources available for Safer Cities and Shires.

Selected Sources

- Community Safety and Crime Prevention Unit. (1997) Safer Cities and Shires: An Introduction. Victoria: Department of Justice.
- Community Safety and Crime Prevention Unit. (1997) Safer Cities and Shires: A Guide to Developing Strategic Partnerships. Victoria: Department of Justice.

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CITIES

**AMSTERDAM, DEN HAAG, ROTTERDAM
AND UTRECHT**

**AGREEMENT ON URBAN SOCIAL
DEVELOPMENT (THE
NETHERLANDS)**

☞ **Challenge**

Crime, antisocial behavior, and the concentration of the disadvantaged in inner-city areas are factors eroding the social and economic vitality of Dutch cities and society as a whole.

☞ **Description**

In 1995, a Major Cities Memorandum was created to promote public safety, vitality and a high quality of life in Amsterdam (population 724,000), Rotterdam (population 599,000), the Hague (population 445,000), and Utrecht (population 234,000). Developed by a Central/Municipal Government Working Group participating in the European Union URBAN renewal program, the memorandum specifies the following targets for city action:

- Employment: achieving substantial reductions in long-term unemployment, particularly in deprived areas and among disadvantaged groups, and a substantial increase in small/medium-sized businesses in cities;
- Education: improving achievement levels, reducing secondary school dropout rates by 35% within four years, and attaining a 90% job placement rate within a year after individuals have left school;
- Public Safety: obtaining considerable reductions in robberies, interpersonal violence, commercial and residential break-ins, and vandalism through targeted preventive measures; and
- Quality of Life: renewing residential environments, increasing public participation, enhancing public

safety, fostering inter-racial harmony, and ensuring that those on welfare can progress out of it.

☞ **Impact**

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

☞ **Key Partners and Additional Funding**

- The Dutch government, the municipal governments of the four participating cities, and the URBAN program of the European Union; and
- Although the funding framework will vary according to the amount of programs these cities initiate and performance criteria, the total amount of central government funds (including 20 million guilders from the European Union) will be approximately 2.2 billion guilders (or \$1.15 billion U.S.) from 1996 to 1999.

☞ **Further Lessons**

Selected Sources

- Ministry of the Interior. (1995) Covenant: Voluntary Agreement Between the Government and the Four Major Cities, The Hague: Ministry of the Interior (The Netherlands).

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BOSTON
FOCUS ON YOUTH
(MASSACHUSETTS, UNITED STATES)

⇒ **Challenge**

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

⇒ **Description**

In 1992, Boston (approx. population 550,000) moved toward a municipal strategy consisting of a latticework of various problem-solving coalitions. These coalitions addressing serious crimes and quality of life issues - involve wide-ranging partnerships with the police, citizens, government agencies, clergy and other stakeholders. Key elements of the municipal crime prevention strategy include:

- Operation Cease Fire: a problem-solving approach to reduce youth (gang-involved) firearm violence. Offenders are warned to cease violent activities or face extended sentences (federal prosecution), police-accompanied probation checks during evening hours ensure probation order compliance, and municipal, state and federal law enforcement efforts have disrupted weapons trafficking operations;
- Strategic Planning & Community Mobilization Project (SP&CMP): increases contact between citizens and police in order to address community priorities and increase citizen confidence. Decentralized

police structures, accountability and resources also encourage collaborative local problem-solving; and

- Youth Service Providers Network (YSPN): is a partnership between the local police and the Boys and Girls Clubs. Social workers help at-risk youth (referrals) and their families to create programs tailored to a youngster's needs (counseling, treatment, education, recreation, jobs, employment, etc.).

⇒ **Impact**

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

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

In addition, since July 10, 1995, no juvenile has been killed with a firearm in Boston.

⇒ **Key Partners and Additional Funding**

- Partners include municipal, state, and federal police, municipal agencies, prosecutors (local, state, and federal), school system, social services, local colleges and universities, businesses, youth organizations, clergy, nonprofit community agencies, and various federal agencies; and
- Public safety funding is derived from the annual \$170 million Boston Police Department budget supported

by city property tax. Boston has also attracted over \$30 million in federal and state grants (1994-1998) to support a wide array of prevention programs.

⇒ **Further Lessons**

Boston was selected, by the National Crime Prevention Council (NCPC), as one of six leading American cities with the largest crime reduction over the past ten years.

Selected Sources

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

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CALI
**URBAN DEVELOPMENT, SAFETY,
AND PEACE (COLOMBIA)**

⇒ **Challenge**

Residents of the city of Cali were confronted by high crime rates, and high rates of violence including a 221% increase in the homicide rate from 1987-1992 (42 per 100,000 population to 93 per 100,000).

⇒ **Description**

In 1992, in the city of Cali (approx. population 1.7 million), the Mayor, and neighborhood leaders involved in district security, held public meetings once a week to motivate citizens and develop practical solutions to tackle crime and violence problems. The comprehensive series of prevention activities which were implemented included the following:

- Social development initiatives offering social reintegration to high-risk youths in crime gangs, a low-income home building program, the introduction of trained young volunteer "peace promoters" to help resolve neighborhood conflicts, and a municipally sponsored small business development program;
- Public education campaigns to promote peace and methods for citizens to resolve disputes, human

rights, general awareness of crime and violence problems, and courses in couple relationships and parenting; and

- Increased enforcement activity including support for the enactment and enforcement of a "blue law" preventing the sale of alcohol in public stores after certain hours to minimize the potential for violent crimes linked to alcohol consumption.

⇒ **Impact**

A comprehensive evaluation of this initiative has not yet been completed.

⇒ **Key Partners and Additional Funding**

- The mayor of Cali, neighborhood leaders involved in district security, and residents.

⇒ **Further Lessons**

⇒ **Selected Sources**

- Eastman, C.A. (1994) Cuidad Y Violencias en America Latina, Quito, Ecuador: Programa de Gestion Urbana.

DENVER

YOUTH VIOLENCE AND COMMUNITY POLICING (COLORADO, UNITED STATES)

☞ Challenge

In 1993, a few innocent bystanders were killed in the crossfire of a local youth gang war. Initial zero tolerance enforcement overwhelmed the local county jail. City leaders recognized the need to address the causes of youth violence, and to expand community policing focused on problem-solving, prevention and partnerships.

☞ Description

A metro-wide advisory committee was established in Denver (approx. population 506,000) to identify additional needs, evaluate effectiveness, and determine standards for allocating municipal funds to address youth crime and violence. The Safe City Office was created in 1994 to coordinate prevention efforts, and engage in strategic planning with the Denver Police. Three key elements of this municipal strategy include:

- **Accountability Standards & Problem-Solving Policing:** prevention partnerships with local stakeholders are encouraged. Officers receive problem-solving training and are evaluated for identification and solving abilities, maintenance of cooperative community relationships and other relevant measures;
- **The SafeNite Curfew and Diversion Program:** reduces youth offending and victimization, and court congestion. Youth violating the curfew ordinance are ticketed by police, parents/guardians are called to a site, and on-site counselors conduct interviews to identify needed services and address family issues. Dismissal of ticket/court appearance results if specified diversion programming is

completed; and

- **The Safe City Initiative \$1 Million Allocation Process (since 1994):** supports community organizations and individuals reducing youth crime and violence through prevention services. Selected on a competitive basis, winning proposals provide defined services to the city under contract. Contractors receive assistance in developing evaluation plans, and are monitored by an independent evaluation firm.

☞ Impact

Denver achieved the following crime reductions, 1986-1996 (rates per 100,000 pop.):

- 8% Total Crime Index Rate (from 8,066 to 7,447)
- 6% Property Crime Index Rate (from 7,062 to 6624); and
- 18% Violent Crime Index Rate (from 1,004 to 823)

☞ Key Partners and Additional Funding

- Key partners include municipal agencies, public schools, colleges and universities, clergy, neighborhood and business representatives, police, youth, parents, nonprofit agencies, professional associations, cultural agencies, prosecutors, courts, and community groups; and
- Safe City programs and most police programs are funded by the City's general fund. Funding has also been acquired from the state of Colorado, and federal government agencies.

☞ Further Lessons

Denver was selected, by the National Crime Prevention Council (NCPC), as one of six leading American cities with the largest crime reduction over the past ten years.

Selected Sources

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

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ÉPINAY-SUR-SEINE **SOCIAL INTEGRATION SOLIDARITY (FRANCE)**

⇒ Challenge

Demographic, economic and social changes produced considerable social strain among Épinay residents, including a high unemployment rate and growing concerns about crime and citizen security.

⇒ Description

In 1983, Gilbert Bonnemaïson - the Mayor of Épinay-sur-Seine, France (approx. population 50,000) - developed what would become the pioneering model for the creation of 850 local crime prevention councils throughout France with the aim of preventing delinquency and crime, and improving social integration and solidarity.

Bonnemaïson created a roundtable of various local partners and representatives from government agencies such as housing, social services, police, justice, youth services, and employment. They produced a security diagnosis, and in the process of identifying what agencies were doing to address local security problems, participants turned from finger-pointing to an acceptance that inter-agency collaboration and cooperation

was essential to effectively tackle Épinay's crime and security problems. Cooperative inter-agency efforts included:

- Computerization of the police station to improve crime statistics through the mapping of crime and the identification of potential causes, police cooperation with social service agencies to tackle the factors leading to repeat calls for police service, and greater use of neighborhood patrols to enhance police/resident relations;
- The creation of a Victims Aid and Legal Information Bureau (BIJAV) in 1991 to provide guidance, support, and compensation for physical injury and property damage, and liaison services to criminal justice and social service agencies;
- The establishment of a Working Group on Drug Abuse in 1983 to provide up to date information on current drug abuse trends and areas in need of intervention, and in 1991, the introduction of a Neighborhood Mediation service to resolve neighborhood and family conflicts, and the initiation of a Neighborhood Employment Council to provide long-term training programs as well as short-term employment; and

- The formation of a Local Mission in 1983 to help disadvantaged youth acquire educational qualifications and the achievement of social integration, the initiation of a City Youth Council (CCJ) in 1991 to promote youth participation in civic life, and the introduction of "Youth Correspondents" in 1993 to foster dialogue between the young people of Épinay, City Hall departments, and/or partner organizations and institutions.

☞ **Impact**

A comprehensive evaluation of the impact of this initiative has not yet been completed.

☞ **Key Partners and Additional Funding**

- Gilbert Bonnemaïson (then Mayor of Épinay), Épinay City Hall and its various departments, local organizations, and the residents of Épinay; and
- Funding was provided by Épinay City Hall and the National Crime Prevention Council of France.

☞ **Further Lessons**

This initiative provides an excellent example of the importance of mobilizing local partners around crime and security problems to produce sustained commitment and provide for the implementation of collaborative inter-agency strategies to effectively prevent crime and promote social integration.

Selected Sources

- Épinay-sur-Seine. (1994) *Prévention de la Délinquance, Insertion Solidarité - Crime Prevention, Social and Professional Integration, Community Links, and Solidarity*, Épinay: Épinay-sur-Seine.

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**FORT WORTH
 DECENTRALIZING POLICING
 AND GOVERNMENT SERVICES
 (TEXAS, UNITED STATES)**

☞ **Challenge**

From 1987-1991 the city of Fort Worth was never below the 4th highest crime rate in the country. Reports in major publications and national network news programs on the municipality's crime problems made it more than a local concern — crime had become a threat to continued economic development.

☞ **Description**

During 1991 public budget hearings, politicians in Fort Worth (approx. population 470,650) were confronted by angry business owners and citizens who no longer felt safe.

In 1991, a multifaceted program ("Code Blue") was introduced as a part of the decentralization of local government and policing services. Three key elements of this municipal strategy include:

- The Tarrant County Advocate Program (TCAP) Juvenile Offender Intervention: an intensive supervision/intervention project targeting juvenile offenders, especially serious repeat offenders. Advocates provide close supervision and mentoring, conflict resolution and interpersonal skills, and links to appropriate community resources and support systems;
- Citizens on Patrol: selected citizen volunteers receive 12 hours of local Police Academy training, work in groups to patrol neighborhoods, and

report suspicious activity with police radios that can be used to communicate directly with patrol officers. Over 3,700 citizens were active in the program in 1998; and

- **Comin' Up Gang Intervention:** the program employs and trains, under Girls and Boys Clubs supervision, gang members who resolve disputes and diffuse gang violence incidents. Community service orders for at-risk youth are integrated with job training and placement assistance, tutoring, conflict resolution, parenting skills, anger control, and drug education.

⇒ **Impact**

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

- 56% Total Crime Index Rate (from 18,698 to 8,266)
- 57% Property Crime Index Rate (from 16,654 to 7,207); and
- 48% Violent Crime Index Rate (from 2,044 to 1,059)

⇒ **Key Partners and Additional Funding**

- The Mayor's office, City Management, Fort Worth Police Department, the Crime Prevention Resource Center, business sector, residents, area ministers, various city and non-governmental organizations, and various state and federal agencies.
- With city and federal agency funding, the Code Blue program began with an annual budget of \$3.17 million in 1991 which has grown to \$3.79 million in 1998.

⇒ **Further Lessons**

A resounding majority of local voters supported, via referendum, the creation of a Crime Control and Prevention District in 1995. With continuation subject to voter

approval every five years, this initiative provides \$30 million annually for various programs through ½¢ added to the sales tax.

Fort Worth was selected, by the National Crime Prevention Council (NCPC), as one of six leading American cities with the largest crime reduction over the past ten years.

Selected Sources

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

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HARTFORD

PARTNERSHIPS AND COMMUNITY POLICING (CONNECTICUT, UNITED STATES)

☞ **Challenge**

From 1985 to the early 1990's, Hartford neighborhoods suffered the worst gang wars in municipal history. Between 1986 and 1996 Hartford ranked among the top ten for per capita crime each year among U.S. cities with over 100,000 population.

☞ **Description**

In 1987, a Mayor's Commission on Crime was created in Hartford (approx. population 124,000). Its final report (1989) acknowledged that traditional criminal justice institutions alone could not stem the tide of crime. A Community Oriented Policing philosophy emerged leading to the development of partnerships between the police, government agencies and the community. Three key elements of Hartford's strategy include:

- The Hartford Police Gang Task Force: formed in 1992 to collaboratively combat growing street gang problems (municipal and state police, FBI, and DEA). Police suppress gang activity and gang hierarchies are targeted for prosecution and extended prison sentence (e.g., Federal charges);
- Neighborhood Problem-Solving Committees (PSC's): established in each of 17 neighborhoods are used to diagnose neighborhood problems and determine strategies to achieve key objectives. Monthly meetings between all PSC's allows for sharing of experiences, information, and collaboration; and
- Our Piece of the Pie (OPP): created in 1996 provides pre-work orientation to area youth from middle and high schools. Young adult Managers (20 to 26 years)

work as trainers and mentors. Participating at-risk youth develop social and work skills, receive support and access to entrepreneurship, and have access to paid work and volunteer opportunities.

☞ **Impact**

Hartford achieved the following crime reductions, 1986-1996 (rates per 100,000 pop.):

- 30% Total Crime Index Rate (from 14,440 to 10,148);
- 31% Property Crime Index Rate (from 12,280 to 8,513); and
- 24% Violent Crime Index Rate (from 2,159 to 1,635).

☞ **Key Partners and Additional Funding**

- Mayor, City Council, Police Chief, City Manager, various city agencies, Federal and state police, businesses, clergy, local colleges and universities and hospitals, foundations, federal government departments and agencies, and grassroots support; and
- Funding is derived from the annual \$33 million municipal police budget, \$402,000 annual budget of the Comprehensive Communities Program division (City Manager's Office), approximately \$8 million in federal justice funds, and other community sources.

☞ **Further Lessons**

Hartford was selected, by the National Crime Prevention Council (NCPC), as one of six leading American cities with the largest crime reduction over the past ten years.

Selected Sources

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

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LILLE

SOCIAL EXCLUSION AND DELINQUENCY (FRANCE)

⇒ **Challenge**

In industrialized societies, the growing exclusion of citizens from various aspects of social life such as employment, housing, education, and culture generates delinquency. In isolation from each other, the police, justice officials, and social service agencies cannot produce a long-term solution to reduce violent crime and insecurity.

⇒ **Description**

In 1984, a Conseil Communal de Prévention de la Délinquance (Community Crime Prevention Council) was created in the metropolitan region of Lille (approx. population 1 million) to tackle delinquency and insecurity, and to promote the social integration of residents and youth in particular. The council consisted of fifty members drawn from the police, justice officials, social service agencies, and neighborhood residents. The integrated strategy included the following key initiatives:

- Dividing the city into 10 districts with local government councils to encourage resident participation in local decision-making, and the development of a greater sense of citizenship and community;
- Situational measures including an improved public lighting system, renovation/cleaning of rental housing estates and installation or reinforcing of central access doors,

computerization of the central police station to permit the `mapping` of crime and diagnoses of the type of intervention required, and providing community service work to offenders in lieu of traditional sanctions for petty offenses;

- Social development initiatives including the establishment of community centers and a summer excursion program for youth to visit the mountains or the seaside, programs to prevent violent behavior in schools, promoting culture through citizen/professional cooperation to produce artistic creations (e.g., paintings, sculptures), and drug prevention and treatment programs; and
- Targeted measures to counter the social exclusion of youth through the creation of a Local Youth Mission and the Comité Lillois d'Aide aux Projets (Lille Committee for Projects Assistance) to help young people find solutions to their problems by linking them to social services, housing, and employment agencies.

⇒ **Impact**

A comprehensive evaluation of the impact of this initiative has not been completed.

⇒ **Key Partners and Additional Funding**

- The Community Crime Prevention Council of Lille and its partners such as the police, the judiciary, social services, employment agencies, housing authorities, and local residents; and

- In 1996, preventive programs in Lille received nearly 4.8 million francs (\$835,000 U.S.) of funding from the city, various levels of government, and other sources.

⇒ **Further Lessons**

Selected Sources

- Ville de Lille (Conseil Communal de Prévention de la Délinquance). (1992) L'implication communautaire dans la prévention de la délinquance- The Community Involvement in the Field of Crime Prevention, Lille, France: Ville de Lille (Conseil Communal de Prévention de la Délinquance).

- Ville de Lille (Conseil Communal de Prévention de la Délinquance). (1996) Actions de Prévention et Lutte contre la Toxicomanie, Lille, France: Ville de Lille (Conseil Communal de Prévention de la Délinquance).

MONTREAL

NEIGHBORHOOD COALITION (QUEBEC, CANADA)

⇒ **Challenge**

In 1990, an escalating illicit drug trade and a high crime rate - including 366 violent crimes - had deteriorated the social fabric in Little Burgundy, and created insecurity among residents.

⇒ **Description**

Late in 1989, neighborhood groups in the Little Burgundy area (approx. population 40,000) of the Montreal region (approx. population 3.1 million) mobilized the police, municipal departments, and citizens to form a Coalition which aimed to identify solutions to local crime problems and the growing insecurity of residents. The specific measures identified to address these problems included:

- Improving the local infrastructure by lobbying for a new neighborhood sports complex to offer local youth sports and recreational activities, maintaining and enhancing library services, upgrading the quality and safety of public transportation,

improving street lighting, and removing high fences to encourage police and citizen surveillance;

- Social development initiatives including the assistance of a social worker for families with drug problems, encouraging economic investment, development, and job creation (e.g., favouring the employment of local people to run the new Sports Complex), and promoting cultural tolerance; and
- Targeted attempts to increase citizen participation in improving the quality of life in their neighborhood with the organization of an Environment week encouraging citizens to improve the overall condition of the neighborhood, the creation of the "Vues sur la Bourgogne" local newsletter, promoting greater resident participation in the annual public festival, and ensuring that the media focused greater attention on the revitalized quality of life in Little Burgundy rather than the outdated negative stereotypes.

⇒ **Impact**

- 46% reduction in all reported crimes

- (from 1,477 incidents in 1990 to 798 in 1993); and
- 45% drop in all reported violent crimes (from 366 incidents in 1990 to 202 in 1993).

These reductions have not been confirmed by independent scientific evidence.

☞ **Key Partners and Additional Funding**

- Montreal's housing authority, various municipal departments (e.g., Tandem: a city of Montreal agency which coordinates and financially supports municipal crime prevention initiatives), the police service, neighborhood organizations, and residents; and
- Funding was provided by various departments of the City of Montreal, departments of the government of Quebec, and advertising revenue generated from the "Vues sur la Bourgogne" newsletter.

☞ **Further Lessons**

A decrease in resident insecurity became evident in the greater use of the streets at night, and in parents no longer feeling the need to escort their children to school to ensure their safe arrival.

Selected Sources

- La Police de la Communauté Urbaine de Montréal. (1994) *Etat de la situation/Petite Bourgogne*, Montréal: La Police de la Communauté Urbaine de Montréal.
- The Little Burgundy Coalition. (1991) *Plan of Action*, Montreal: The Little Burgundy Coalition.

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NEW YORK

CRIME AND DISORDER (NEW YORK, UNITED STATES)

☞ **Challenge**

Community disorder (e.g., panhandling, prostitution, drug dealing, etc.) is linked to crime, public safety problems, and fear of crime. Disorder problems may lead to less use of public facilities and abandonment of city life for the suburbs; it may also reduce business activity, tourism, and general economic development.

☞ **Description**

Crime reduction efforts in the City of New York (approx. population 7.3 million) are based on its system of Goal Oriented Community Policing. A "flexible and adaptable command and control structure" aims to achieve results through two main processes – strategic crime analysis and

collaborative problem-solving with community partners. Key components of this strategy include:

- The Compstat System: Weekly Compstat reports (integrating crime-related statistics and intelligence from each precinct) are presented in Crime Strategy Meetings promoting coordination, teamwork, and sharing of successful strategies and tactics. Decentralization of operational authority to precinct commanders was accompanied by accountability for efforts and results through performance appraisals;
- The Model Block Program: uses pinmapping technology to target high-crime blocks for focused police intervention. Selected residents receive training to build block associations, and partner with the police and other agencies to solve neighborhood problems and achieve

- "Model Block" status; and After School Program for Interactive Recreation and Education (ASPIRE): serves children (9-19) who live within and near city housing developments. A ten week program develops skills such as: leadership, responsibility, communication, drug prevention, conflict resolution, decision-making, understanding consequences, and team games that provoke thought and build trust.

⇒ **Impact**

New York City achieved the following crime reductions, 1986-1996 (rates per 100,000 pop.):

- 41% Total Crime Index Rate (from 8,842 to 5,227);
- 43% Property Crime Index Rate (from 6,848 to 3,879); and
- 32% Violent Crime Index Rate (from 1,994 to 1,348).

⇒ **Key Partners and Additional Funding**

- The Mayor and Police Commissioner, state and federal police, city agencies, citizens, nonprofit organizations and foundations, and various federal agencies; and
- Funding is supported by the budget of the New York Police Department, city resources, foundation and state grants, and federal grants including a \$1 million allocation from the Community Oriented Policing Services (COPS) program of the Department of Justice.

⇒ **Further Lessons**

New York was selected, by the National Crime Prevention Council (NCPC), as one of six leading American cities with the largest crime reduction over the past ten years.

Selected Sources

- National Crime Prevention Council.

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

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NORFOLK

A COLLABORATIVE STRATEGY FOR SAFER NEIGHBORHOODS (VIRGINIA, UNITED STATES)

⇒ **Challenge**

The safety of citizens was threatened by increased crime and violence, and the presence of several gangs with apparent violent tendencies (e.g., possession of fully automatic assault rifles, sawed-off shotguns, and bullet-proof jackets) who were involved in various criminal activities.

⇒ **Description**

In the early 1990's, the Police Assisted Community Enforcement (PACE) program was implemented in Norfolk (approx. population 261,000) to promote strong, community-policed, crime and drug free neighborhoods. In cooperation with municipal departments, neighborhood groups, the business community, and local residents, the PACE program supported initiatives aimed at:

- Fostering and maintaining safe and healthy neighborhoods by assisting citizens in taking control of their immediate environment;
- Providing supportive local employment, training, and educational services;
- Expanding collaborative, neighborhood-based partnerships to promote creativity, innovation, and citizen commitment; and
- Providing services and resources to ensure that all citizens can reach their full potential and participate in neighborhood development.

⇒ **Impact**

- 29% reduction in the overall crime rate in 10 targeted areas, and an 8% reduction in violent crime across the city in the first three years of the initiative.

These reductions have not been confirmed by independent scientific evidence.

⇒ **Key Partners and Additional Funding**

- Residents, city staff, civic leagues, tenant management organizations, civic, social and civil rights organizations, religious organizations, business community, public and private schools; and
- Funding was provided by the City of Norfolk.

⇒ **Further Lessons**

Selected Sources

- City of Norfolk. (1992) A Children's Agenda for the City of Norfolk, Norfolk, Virginia: City of Norfolk.
- City of Norfolk. (1992) Gang Prevention and Intervention Plan, Norfolk, Virginia: City of Norfolk.
- City of Norfolk. (1993) Norfolk Initiatives, Norfolk, Virginia: City of Norfolk.

NORTHUMBRIA

FEAR REDUCTION AND CIVIC ACTION (ENGLAND AND WALES)

☞ **Challenge**

Small housing estates in Northumbria (approx. population 1.5 million) are experiencing high levels of unemployment, high crime rates and a sense of community powerlessness.

☞ **Description**

In 1993, the Northumbria Community Safety Strategy (NCSS) was introduced to prevent crime and reduce the fear of crime among citizens. Employing a multi-dimensional program to improve community safety, the initiative is specifically targeting: levels of drug misuse, car crime, violent crime, burglary, persistent young offenders and groups vulnerable to involvement in crime. The key elements of this program include:

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

☞ **Impact**

For the period 1991-1998, Northumbria achieved:

- 39% overall crime reduction; and
- 40% reduction in burglaries.

☞ **Key Partners and Additional Funding**

- Northumbria Police, governmental and non-governmental representatives (e.g., Victim

Support), private sector involvement, and the public; and

- Beginning in 1996, the initiative will receive £10.5 million (\$17.5 million U.S.) from the Home Office's Single Regeneration Budget over seven years in addition to funding already being contributed by partner agencies and organizations.

☞ **Further Lessons**

Selected Sources

- NCSS. (1995) Northumbria Community Safety Strategy: Strategic Plan (1995-2000), Northumbria: NCSS.
- NCSS. (1995/1996) Northumbria Community Safety Strategy: Annual Report, Northumbria: NCSS.

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SAN DIEGO

COMMUNITY POLICING AND AT-RISK POPULATIONS (CALIFORNIA, UNITED STATES)

☞ **Challenge**

Between 1976 and 1986, the violent crime index rate rose nearly 61% (from 527 to 846). Much of the crime and social problems continue to be gang and drug-related. The city also continues to have one of the lowest officer to population ratios of large cities with 1.7 officers per 1,000 population.

☞ **Description**

A youthful and transient population, due to a substantial military presence and a warm climate, presents problems for generating effective social control in San Diego (approx. population 1.2 million). Close to 100 gangs commit a range of offenses, and large populations of illegal immigrants create various crime and disorder problems. Key elements of the municipal crime prevention strategy include:

- Drug Abatement Response Team (DART): began in 1989 and involves the collective use of enforcement roles (e.g., police, fire, building inspection, zoning, and health) to eliminate narcotic or vice violations associated with dilapidated properties (e.g., crack houses, etc.). Owners are held accountable to rehabilitate their property and cooperate in eliminating illegal activity or face civil court proceedings;
- Municipal Court, Drug Court Program: began in 1997 and offers appropriate defendants (misdemeanor use/possession offenders) an alternative sanction program of intensive intervention and drug treatment, employment or educational training, monitoring of progress, and an aftercare plan.

Successful program completion results in dismissal of formal charges against the offender; and

- Choice Program: is an intensive mentoring and probation program for juveniles at-risk of becoming serious habitual offenders. Case workers supervise 10 adolescent charges (ages 9-18) referred by probation officers/social workers. Caseworkers check intensively for attendance at school/recreation activities/drug treatment and that charges are meeting curfews. They also provide mentoring and act as liaisons between the youth, teachers, families, and community services.

☞ **Impact**

San Diego achieved the following crime reductions, 1986-1996 (rates per 100,000 pop.):

- 46% Total Crime Index Rate (from 7,919 to 5,096);
- 40% Property Crime Index Rate (from 7,073 to 4,256); and
- 1% Violent Crime Index Rate (from 846 to 840).

☞ **Key Partners and Additional Funding**

- Mayor and Police Chief, police officers, local government, probation and social services, the San Diego State University Foundation, other foundations, and various federal agencies; and
- The crime prevention strategy is supported by the municipal police budget (\$206.67 million for 1997-1998), additional funding from the city, foundation grants, as well as state and federal grants.

☞ **Further Lessons**

San Diego was selected, by the National Crime Prevention Council (NCPC), as one of six leading American cities with the largest

crime reduction over the past ten years.

Selected Sources

- National Crime Prevention Council. (1999) Riding the Crest of the Crime Prevention Wave: Six Safer Cities (MCRWG Report), Washington, D.C.: National Crime Prevention Council.

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SEATTLE

RESIDENTIAL BURGLARY AND CIVIC ACTION (WASHINGTON, UNITED STATES)

☞ **Challenge**

While going door-to-door seeking electoral support, Seattle's Mayor of the early 1970's was repeatedly confronted with public concerns about residential burglary. Despite approximately 8,504 reported residential burglaries in 1972 and associated property losses exceeding \$4 million, arrests and/or return of property occurred in fewer than 10% of all cases.

☞ **Description**

In 1972, the Law and Justice Planning Office (LJPO) was created by the Mayor of Seattle (approx. population 516,000). The LJPO analyzed local crime problems and submitted proposals to council to respond to the priority problems of burglary, rape, and store robbery. In 1973, a Community Crime Prevention Program was initiated to tackle the public's principal crime concern, burglary, through the following measures implemented in the city sector with the highest incidence of burglary and crime:

- Residential security inspection services performed by a home service technician who walked home owners through their dwelling with a checklist of security risks (e.g., doors and windows) and offered advice and a copy of a personalized checklist with the technician's recommendations for improving security;

- Marking personal property during the home security inspection (e.g., up to ten items), encouraging residents to continue engraving their property, and to display decals warning burglars that property has been marked;
- "Cocoon-type" block watches involving 10-15 families willing to exchange information about their schedules and habits, watch each others' homes, and report suspicious activities to each other and the police; and
- Public education campaigns to promote citizen awareness of the burglary problem and their role in reducing and preventing residential burglary.

☞ **Impact**

Survey data from both personal and telephone interviews (e.g., victimization surveys) with individuals from participating and non-participating homes revealed:

- 48-61% reduction in burglaries in homes participating in the program (1974-1975); and
- No evidence of the displacement of burglaries from homes participating in the program to those who were not participating.

☞ **Key Partners and Additional Funding**

- The Law and Justice Planning Office, the city of Seattle, police, and citizens; and
- Funding was derived from a grant from the Law Enforcement

Assistance Administration (LEAA), and human and financial resources provided by the city of Seattle.

⇒ **Further Lessons**

The Mayor of Seattle's interest in safety and security issues led to the mobilization of local agencies and neighborhood residents, and the program endured because it was positively evaluated while it was in operation.

However, upon absorption into the Seattle police service, the program appeared to have lost its effectiveness due to the greater focus on public education and the abandonment of highly effective "Cocoon-type" block watches.

Selected Sources

- Cirel, P. et al. (1977) An Exemplary Project: Community Crime Prevention Program, Seattle: Law Enforcement Assistance Administration, U.S. Department of Justice.

TORONTO

CIVIC ACTION TO BREAK THE CYCLE OF VIOLENCE (ONTARIO, CANADA)

⇒ **Challenge**

Like many other cities, Toronto is confronted by high levels of violent crime and fear, including under reported crimes such as racist and homophobic hate crimes, sexual assaults, domestic violence, and violence against people with physical and developmental disabilities. Amalgamated with five surrounding municipalities, the super-city of Toronto (approx. population 2.5 million) is the fifth largest city in North America.

⇒ **Description**

A Task Force on Community Safety was created in January 1998. Coordinated by the Healthy City Office, the Task Force seeks to improve the social, economic, and environmental determinants of health in Toronto. The Task Force had a year to report back with a comprehensive and coordinated safety plan that builds upon strategies already developed in the center city of Toronto (approx. pop. 650,000), including:

- Improving the physical design, management and maintenance of private and public open spaces;

including encouraging greater use of parks, recreation centers, and other public resources;

- Enhancing social development by increasing supports for children, youth, women, and other vulnerable groups such as free women's self defense courses, mentoring of at-risk youth, recreation and drug prevention grants, and employment opportunities for youth to create murals in high-graffiti areas;
- Public education on homophobic and racist hate crimes, safety tips for women, and community resources for a safer city; and
- Since 1992, "Breaking the Cycle of Violence Grants" - totaling approximately \$500,000 (\$357,143 U.S) per year - have been provided to local groups for the mobilization of community resources to prevent violence.

⇒ **Impact**

While a comprehensive evaluation of these initiatives has not been accomplished, evaluations of individual projects have taken place. Evaluation mechanisms are being included in the comprehensive safety strategy for the new City of Toronto, which will be developed by January 1999.

⇒ **Key Partners and Additional Funding**

- Politicians, police, agencies, community groups, and business, and staffed by representatives of every division, including Planning, Public Health, Parks and Recreation, Economic Development, and Housing, and the Healthy City Office of the City of Toronto;
- Funding for the programs described above are provided by the City of Toronto, with assistance from the federal Department of Justice for safer parks and best practices conferences, assistance from the Rotary Club Greater Toronto Council for the mentoring project, and assistance from businesses such as Dufferin Mall for some of the parks participation and youth employment projects.

⇒ **Further Lessons**

Planning and parks guidelines have been distributed by the Federation of Canadian Municipalities and the US Conference of Mayors, and have been adapted for use in cities across the world.

The Breaking the Cycle of Violence grants program has been adapted by the City of Brisbane and the Province of British Columbia. The "safe city" model developed in Toronto has inspired similar initiatives in Canada, the United States, and Australia.

Selected Sources

- Interdepartmental Work Group on Community Safety. (1996) Building on Success: a community safety strategy for the City of Toronto, Toronto: Healthy City Office.
- Whitzman, C. (1997) Toronto Safer City Guidelines. Toronto: Healthy City Office.
- Coates, L. et al. (1996). Planning, Designing, and Maintaining Safer Parks, Toronto: Parks and Recreation Department.

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GUIDES

ACHIEVING SECURITY THROUGH LOCAL PARTNERSHIPS

☞ Challenge

It is recognized that contemporary security problems require collective efforts and resources which are best achieved through local partnership building.

☞ Description

In 1997, Local Security Contracts (CLS) were developed in France through collaboration between the Institute des hautes études de la sécurité intérieure and partner agencies to provide concrete solutions to crime in a given territory. Enacted by the Interministerial Memorandum of October 1997, CLS's are contractual partnerships which bind signatories, including all crime prevention players, the Prefect, the Republic Procurer, the mayor(s), le recteur d'academie, the President of the Conseil Regional, and the President of the Conseil Général to collaborate on local crime prevention initiatives.

The guide outlines practical themes, doctrines, methodological approaches, illustrations and operational and structural information designed to assist all actors and local collectivities to develop a CLS. Areas of specific focus include:

- Developing a local security diagnostic;
- Assessing and analyzing delinquency and incivility;
- Measuring feelings of insecurity;
- Evaluating strengths and weaknesses in various partners' responses;
- Generating concrete and innovative responses to juvenile delinquency, incivilities, drug addiction, and school violence; and
- Developing youth employment opportunities.

☞ Key Partners and Additional Funding

Minister of Employment and Solidarity, City Minister Delegate, Minister of Justice, Minister of National Education, Research and Technology, Minister of the Interior, Minister of Defense, and the French Forum for Urban Security.

☞ Further Lessons

Selected Sources

Institut des Hautes Études de la Sécurité Intérieure. (1998) Guide pratique pour les contrats locaux de sécurité, Paris: Institut des Hautes Études de la Sécurité Intérieure.

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FRAMEWORK FOR MUNICIPAL ACTION TO ENHANCE FAMILY SECURITY

⇒ **Challenge**

Security is indispensable to the quality of life of families and citizens. While municipalities have a leadership role to play in ensuring community safety, crime prevention strategies are often underemphasized, face budgetary constraints or lack adequate development, implementation and monitoring .

In Quebec, (approx. population 7.13 million) 871 property crimes, 426 diverse crimes, and 142 violent crimes are reported daily. Further, 42% of women and 10% of men in urban settings and 28% and 8% of rural respondents respectively said they do not feel secure in their communities. In 1991-92 alone, Quebec reported over \$3.5 billion (\$2.39 billion U.S.) in crime-related expenditures.

⇒ **Description**

As a result of the Third Action Plan on the Family sponsored by the Quebec government in 1994, a working committee comprised of municipal associations and government ministries was formed to examine the security concerns most affecting Quebec families in their communities. In 1999, the committee produced a guide to assist municipalities in developing security enhancing strategies which address these concerns. The guide presents successful case studies, identifies local key partners and suggests practical measures to tackle insecurity based on the following principles:

- Promoting a global vision of urban security which address areas of violence, accidents, crime, suicides, health, housing, disasters etc.;
- Sensitizing municipalities to the importance of security, illuminating its multiple dimensions, and presenting the investment benefits in crime prevention;

- Examining both real security issues as well as feelings of (in)security generated among families and citizens;
- Collaboration between principal actors in security issues to maximize available resources, and active engagement of communities in the enhancement of local security.

⇒ **Key Partners and Additional Funding**

- L'Association des directeurs généraux des municipalités du Québec, and various municipal associations and government ministries; and
- Funding was provided by the Ministère de la Famille et de l'Enfance, Ministère des Affaires municipales et de la Métropole, Ministère de la Sécurité publique, and Ministère de la Santé et des Services sociaux.

⇒ **Further Lessons**

A study conducted over a 27 year period focusing on the development of children found a savings of \$7.16 (\$4.90 U.S.) in costs associated with crime for every dollar invested in a prevention program.

Selected Sources

L'Association des directeurs généraux des municipalités du Québec. (1999) Sécurité dans les milieux de vie: Guide à l'intention des municipalités du Québec, Montreal: L'Association des directeurs généraux des municipalités du Québec.

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GUIDE FOR LOCAL PARTNERSHIPS

☞ Challenge

While individuals and communities have innovative ideas and the will and energy required to generate programs to reduce crime, they lack the practical know-how and resources to develop and implement successful crime prevention strategies.

☞ Description

In 1993, Crime Concern produced a document for the Home Office which details the following necessary steps for the establishment of local crime prevention partnerships:

- Setting up coalitions with the support of major local partners (e.g., the police and local authorities), forming a steering group and appointing a coordinator, finding funding to cover core costs, and acquiring the skills and capacity to effectively respond to crime problems;
- Developing a program of action based upon a diagnosis of the problem(s) derived from local crime surveys, the identification of specific target problems, detailing a plan for implementation, and providing mechanisms to monitor and systematically evaluate programs;
- Managing projects and strategies through identification of objectives and targets, clear assignment of leadership roles, and developing long-term strategies through the coordination of single and multi-agency responses with shared objectives; and
- Preventing crime through measures aimed at increasing the effort and the risks of offending, and reducing the rewards of crime, strengthening families and communities to reduce the factors which generate crime, and tackling crime in various settings with strategies appropriate

to the particular setting.

☞ Impact

No evaluation of this initiative has been completed.

☞ Key Partners and Additional Funding

- Crime Concern and the Home Office; and
- Funding was provided by the Home Office.

☞ Further Lessons

Selected Sources

- Crime Concern. (1993) A Practical Guide To Crime Prevention For Local Partnerships, London: Home Office.

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LEGISLATED LOCAL AUTHORITY- POLICE PARTNERSHIPS

☞ **Challenge**

Experience shows that crime prevention partnerships- comprising police, local authorities and the community- can achieve more effective results than individual organizations on their own. While in Britain many such partnerships exist at the borough level, they have been inconsistently implemented.

☞ **Description**

In 1998, the Crime and Disorder Act was enacted in Britain to tackle crime and disorder while building safer communities. One of themes of the Act is to develop a rigorous problem solving and partnership approach to preventing crime and disorder. Sections 5-7 and 17 achieve this aim by placing on police and local authorities a joint responsibility for developing and implementing strategies for reducing crime and disorder in each district, borough or local authority area in England and Wales. Specifically, the Act requires:

- Conducting a crime and disorder audit by area council and the chief officer of police, together with wide public consultation to identify local concerns and causes of crime and to evaluate current measures;
- Preparing and publishing a report by the local authority and police outlining clear objectives and performance targets (long term and short term), and obtaining views of people and bodies in the local area;
- Establishing a Partnership Strategy Board in each borough to provide strategic direction and management of selected programs through continuous monitoring and evaluation;
- Full cooperation by police authorities, probation committee, health authorities and any other person or body indicated by the

Home Secretary in this work.

☞ **Impact**

No evaluation of the impact of this legislation has been completed.

☞ **Key Partners and Additional Funding**

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

☞ **Further Lessons**

Selected Sources

- The Crime and Disorder Act 1998.
Online:
<http://www.hmsso.gov.uk/acts/acts1998/19980037.htm>.
- Home Office. (1998) The Crime and Disorder Act: Introductory Guide, London: Crown. Online:
<http://www.homeoffice.gov.uk/cda ct/cdaintl.htm>

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OTHER RELEVANT STRATEGIES

ANTI-AUTO THEFT DEVICES (GERMANY, ENGLAND AND WALES, UNITED STATES)

☞ **Challenge**

Auto theft has long been a concern in Germany, Britain and the U.S.A. In 1960, the number of motor vehicle thefts continued to rise in these countries due to inadequate anti-theft devices, resulting in large losses.

☞ **Description**

The growing problem of car theft led to the introduction of legislation in the 1960's and 70's in the Federal Republic of Germany (FRG), Britain, and the USA requiring manufacturers to fit cars with anti-theft devices. Germany was the first country to make the incorporation of anti-theft devices compulsory in 1961, focusing on the steering wheel column lock.

- FRG required within two years that all existing, in addition to new vehicles and motorcycles capable of speeds of 25km/h or more be fitted with anti-theft devices. The regulations were accompanied by rigid standards for anti-theft devices and stringent testing procedures to ensure compliance with the standard;
- In 1970, Britain negotiated a voluntary agreement between the Home Office and car manufacturers on anti-theft devices in new cars, but excluded motorcycles. Standards set out by the United Nations Economic Commission for Europe in 1972 were adopted by Britain and eventually incorporated into legislation;
- In the USA, standards requiring manufacturers to equip new cars with key locking systems became effective in 1970.

☞ **Impact**

The success of steering column locks in reducing auto theft has been maintained for almost 40 years in the case of Germany and nearly 30 years in the USA and Britain where regulations were introduced later:

- Germany alone reported an immediate overall reduction in auto theft after the anti-theft regulations took effect (20% in the first year). Germany's rate of theft of "four or more wheeled vehicles" between 1961 and 1989 fell steadily for six years and subsequently remained stable or fell through to the 1980's.
- In England and Wales, new car thefts fell from 20.9% of all vehicles stolen in 1969 to 5.1% in 1973. The rate of theft of cars has stabilized since 1980.
- In the USA in 1974 new cars (which were fitted with steering column locks) made up 58% of all cars on the road but only 45% of vehicles stolen. The rate of auto theft continued to drop until 1983.

☞ **Key Partners and Additional Funding**

Governments of Germany, England and Wales, and U.S.A. and automobile manufacturers.

☞ **Further Lessons**

- Variations in the vehicle theft patterns in the three countries reflect the speed with which the vehicle populations were protected by steering column locks, and the relative strictness of Germany's testing regulations.
- Steering column locks have been ineffective as a crime prevention device in mopeds and motorcycles, as motorcycles can be more easily moved than cars and locks on motorcycles are easier to break.
- There is evidence to suggest that the introduction of anti-theft device regulations has resulted in a

displacement away from vehicle theft to mopeds and motorcycles and thefts from the inside of cars.

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FIREARM REGULATION (CANADA)

⇒ **Challenge**

Firearms are sometimes used in unintentional injuries and deaths, and are often used in robberies and murders. Scientific international studies have shown that higher levels of individual firearm ownership/accessibility within a country are strongly correlated with higher murder and suicide rates.

⇒ **Description**

The Criminal Law Amendment Act (1977) aimed to prevent firearm accidents and deliberate firearm misuse in Canada (approx. population 29.9 million) by introducing legislative and regulatory controls on the access and use of firearms, and measures to deter offenders from using firearms in crimes. Measures employed to control access and use of firearms (post 1977) included:

- Firearms Acquisition Certificates which all individuals have to obtain before acquiring a firearm;
- Legislated powers permitting the police to search for firearms and seize them where officers have reasonable grounds to believe that firearm possession is against the safety interests of the owner or any other person;
- Safe handling and storage regulations for firearm businesses and individual gun owners; and
- A ban on the possession of dangerous weapons (e.g., fully automatic firearms) except for those possessed by the police and the

military.

⇒ **Impact**

Though it is difficult to attribute social changes to the introduction of legislation, a scientific study conducted by the department of Justice revealed that the 1977 gun control legislation may have:

- Reduced the homicide rate by as much as 20% (study period: 1971-1993); and
- Decreased the ratio of robberies with firearms to total robberies by over 37% (study period: 1975-1994).

⇒ **Key Partners and Additional Funding**

- Justice Canada, the federal Ministry of the Solicitor General, federal, provincial, and municipal police officers, firearm retailers, and gun owners.

⇒ **Further Lessons**

A similar gun control initiative in the District of Columbia, the Firearm Control Regulations Act (1976), was linked to a 25% drop in the average number of homicides per month (from 13.0 in 1968 to 9.7 in 1987), and was estimated to have prevented 500 homicides between 1968 and 1987 - an average of 47 homicides per year.

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THE SERVICE SECTOR :
EMPLOYMENT, HEALTH, HOUSING,
RECREATION, SCHOOLS, SOCIAL SERVICES, TRANSPORT

Once viewed exclusively as a police and justice question, crime is now seen as a public safety and public health issue. This perspective therefore calls for the involvement of a vast array of actors capable of effectively tackling delinquency and victimization risk factors.

Conclusions from various longitudinal studies following cohorts of children and youths to adulthood, results of rigorous evaluations of preventive initiatives, and recommendations from experts gathered in international forums, all indicate that there exists a significant reservoir of knowledge on key risk factors. This knowledge can be turned into action to prevent delinquency and victimization risk factors.

Actions to foster youth employment, especially for at-risk youth, programs to support families and children, and initiatives to improve quality of life in public housing, to tackle school violence or to improve safety in public transport systems are all examples of our collective capacity to reduce delinquency and victimization risk factors.

These initiatives all require the active participation of these various actors. School violence is not only a police problem, it is also a challenge for schools and they have a role to play in its prevention. In addition to being an economic policy issue, youth exclusion is a delinquency risk factor and those responsible for labor policies should be included in preventive initiatives. Insecurity in public housing is not only a problem for neighborhood police officers but calls for concerted action involving architects, urban development managers, and public housing authorities.

In other words, it is insufficient to call for children and youth to be responsible for their acts if the institutions best placed to assist them and contribute to reducing risk factors and enhancing protective factors are not also responsabilized. Knowledge is available and should be at the service of concrete action.

EMPLOYMENT

CITY GUARDS (THE NETHERLANDS)

☞ **Challenge**

While crime and disorder have an adverse effect on the quality of urban life and generate fear among citizens, police officers are unable to respond to and address all of these problems.

☞ **Description**

The "Stadswacht" or City Guard program began in 1989 in the city of Dordrecht (approx. population 114,000). As many as 51 recruits per year, drawn from the long-term unemployed, receive 8 weeks of first-aid/law/security training. City Guards patrol public areas as uniformed civilians (e.g., without police powers) and receive the minimum wage for providing the following:

- The police receive reports on crime (e.g., burglary) and disorder (e.g., vandalism) problems, and suggestions on how to minimize criminality and vandalism at different locations;
- Municipal Departments receive reports on graffiti and street lighting problems, and parking infractions; and
- Tourists are provided with information and/or directions.

☞ **Impact**

- 17% reduction in the overall number of crimes in the inner-city areas of Dordrecht patrolled by City Guards; and
- Following the introduction of City Guards in Nieuwegein in 1992: 62% drop in pickpocketing (from 81 to 31 incidents), 36% decrease in thefts of bikes (from 250 to 160 incidents), and a 16% reduction in thefts from cars (from 229 to 193 incidents) between 1992 and 1993.

☞ **Key Partners and Additional Funding**

- Dordrecht police, the municipal government and its various departments, the public prosecutor, and various central government agencies; and
- The Departments of Justice and Internal Affairs provided an initial grant of 448,000 guilders for the first two years, and the Dordrecht Police Department and local government have since supported a yearly program budget of 900,000 guilders, with the Department of Labor annually providing 280,000 guilders for education (e.g., a total annual budget of \$605,000 U.S.).

☞ **Further Lessons**

- A National City Guard organization was created in 1992, and it is currently responsible for approximately 2,500 City Guards operating in 154 Dutch cities. In Belgium (approx. population 10.1 million), 29 cities were provided with central government funding to recruit unemployed individuals as City Guards in 1996, and an additional 37 cities will receive the same opportunity in 1997.
- A similar program called Parking Watchers hires students during the summer to increase awareness among car drivers and reduce thefts of and from automobiles. Through distribution of prevention leaflets, surveillance, and liaison with the police, the city of Ostend Belgium reduce car thefts by 39% (65 in July/August 1993 to 40 in July/August 1994).

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GRADUATION INCENTIVES (UNITED STATES)

☞ **Challenge**

Youth with problems in school and those who drop out are more likely to be involved in juvenile delinquency and drug use, and disadvantaged youth tend to commit 3 times as many crimes as the average citizen.

☞ **Description**

For four years (1989-1993), the Quantum Opportunities Program (QOP), offered disadvantaged teenagers in five cities (San Antonio, Philadelphia, Milwaukee, Saginaw, and Oklahoma City) after school activities for which they received hourly stipends (\$1 to \$1.33 per hour) and a matching amount of funds in a college-fund account. In encouraging participating youths to complete school, the following activities were offered:

- **Education Activities:** computer-assisted instruction, peer tutoring, homework assistance;
- **Service Activities:** community service and public event projects; and
- **Development Activities:** curricula focused on life/family skills, college and job planning.

☞ **Impact**

An evaluation comparing those who received graduation incentives and those who did not, revealed that:

- Arrests for those receiving incentives

were less than one-third of those not receiving incentives;

- 42% of participants (versus 16% of non-participants) went on to post-secondary school.

☞ **Key Partners and Additional Funding**

- The Quantum Opportunities Program, and affiliates of the Opportunities Industrial Centers of America; and
- The Ford Foundation provided a grant totaling \$1.18 million over four years.

☞ **Further Lessons**

\$3.68 in benefits was achieved for every \$1 spent on the program based on higher post-education participant work earnings (cost-benefit was higher as reductions in criminal justice/welfare costs were excluded).

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JOB TRAINING FOR AT RISK YOUTH (UNITED STATES)

☞ **Challenge**

Educationally disadvantaged and unemployed youths are at a substantially greater risk for offending.

☞ **Description**

Job Corps - a federal training program for disadvantaged/unemployed youths which began in the mid-1970's in the United States - aimed to improve employability and reduce crime by helping disadvantaged youths achieve stable and long-term employment opportunities. The program operated in over 100 centers, enrolled approximately 100,000 participants (age 16-24) a year, and offered the following in a residential setting:

- Hands-on job training, classroom courses (permitting the attainment of graduate equivalent degrees), health care, counseling, and job placement services.

☞ **Impact**

- Post-program arrest rates were reduced by 30% among Corps-members between 1977 and 1979.

☞ **Key Partners and Additional Funding**

- U.S. Department of Labor, and

private, public, and nonprofit organizations who delivered the services; and

- Funding was provided by the U.S. Department of Labor.

☞ **Further Lessons**

Interviews with program participants and similarly disadvantaged non-members between 1977 and 1979 revealed that: every \$1 invested in Job Corps returned \$1.45 to society in reduced crime and substance abuse, reduced dependence on welfare, and increased employment and work earnings among members; and 75% of participants went on to full-time study or a stable job where yearly earnings were 15% higher than earnings for employed non-participants.

Selected Sources

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HEALTH AND SOCIAL SERVICES

AT-RISK CHILDREN AND ENRICHED PRE-SCHOOL (YPSILANTI, MICHIGAN, UNITED STATES)

☞ **Challenge**

Lack of preschool intellectual stimulation, decreased cognitive abilities, and poor school achievement increases the vulnerability of young people to involvement in future delinquency and criminal behavior.

☞ **Description**

In 1962, a preschool program was introduced in Ypsilanti (approx. population 70,000) to provide intellectual stimulation to disadvantaged preschool children to increase cognitive abilities and school achievement, and reduce the potential for future delinquency and criminal behavior. Fifty-eight 3 year old African-American children from disadvantaged families - e.g., young, poor, single-parent mothers - were provided 1-2 years of:

- High quality pre-school education with a cognitive orientation for 2.5 hours per day for 30 weeks each year;
- Home visits from a child's teacher for 1.5 hours per week aimed at keeping parents aware of their child's activities and promoting parental participation in the education process; and
- Monthly group meetings which provided opportunities for parents to exchange views and to support their changing perceptions and practices in child-rearing.

☞ **Impact**

An evaluation comparing (at age 27) the 58 randomly assigned children who participated in the program and 65 children who did not participate, revealed:

- 50% lower number of criminal arrests among program participants.

☞ **Key Partners and Additional Funding**

- United States Government, State of Michigan, and the Carnegie Corporation of New York.

☞ **Further Lessons**

- A cost-benefit analysis showed that every \$1 invested in the High/Scope Perry Preschool Program returned \$7.16 to the public in reduced crime, education, and welfare costs attributable to program participants up to the age of 27.
- In addition, 29% of participants were earning \$2,000 per month or more at age 27 compared to only 7% of non-participants, and 71% of participants had graduated from regular or adult high-school compared to only 54% of non-participants.

Selected Sources

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CHILD ABUSE AND HOME VISITATIONS (ELMIRA, NEW YORK, UNITED STATES)

☞ **Challenge**

Children who are victims of abuse and neglect are 40% more likely to become involved in juvenile delinquency and adult criminality.

☞ **Description**

Between 1978 and 1980, the "Prenatal and Early Childhood Nurse Home Visitation Program" was initiated in Elmira (approx. population 33,700) for nurses to provide home visitation support to 400 poor and unmarried teenage mothers during their pregnancies and in the first two years of their children's lives. In attempting to improve the quality of child care and the personal development of the women and their children, nurse home visitors provided:

- Parent education to promote healthy pregnancies, and child health and development; and
- Assistance in improving participants access and use of both informal and formal neighborhood support services.

☞ **Impact**

- 79% fewer cases of state-verified child abuse and neglect among participants (e.g., 4% among participants versus 19% among non-participants) during the first two years of the child's life;
- 46% reduction in verified reports of child abuse and neglect (e.g., 29% among participants versus 54% among non-participants) through to age 15; and
- 66% lower rate of arrests among adolescent participants in the

program (e.g., 20% among participants versus 45% among non-participants) through to age 15.

☞ **Key Partners and Additional Funding**

- University of Rochester School of Nursing, Cornell University Department of Family Studies, and nurse home visitors; and
- Funding was provided by the University of Rochester, and a variety of federal government agencies as well as private foundations.

☞ **Further Lessons**

- A cost-benefit analysis revealed that although the program cost an average of \$3,318 per low-income family during its two year duration, it produced an average of \$3,498 worth of savings (or a dividend of \$180) per low-income family over the duration of the program and in the following two years.
- This initiative was replicated in Memphis Tennessee between 1990 and 1993. During the first two years following delivery, results included a 23% lower rate of detected injuries or ingestions among participants (e.g., 43% among participants versus 56% among non-participants), and an 81% lower rate of hospitalizations for injuries or ingestions among participants (e.g., 3% among participants versus 16% among non-participants).

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DRUG AND ALCOHOL TREATMENT (CALIFORNIA, UNITED STATES)

☞ Challenge

In the United States (approx. population 265 million), it has been estimated that the annual costs of crime related to drug use totals \$46.9 billion with associated medical and death-related costs adding another \$20.1 billion, and illicit drug/alcohol use combined costing American businesses more than \$200 billion annually.

☞ Description

In 1992, approximately 150,000 people received public-funded drug and alcohol treatment services in California (approx. population 31.6 million). The main drugs these individuals took prior to admission were heroin (31%), alcohol (19%), and stimulants such as cocaine (17%). Treatment services were offered in the following major treatment program types:

- Residential Therapeutic Communities: Heavily controlled environment focused on individual counseling / group interaction/role-playing to promote new ideas and pro-social behavior;
- Residential Social Model: Promoting peer support and communal sober living in lightly controlled settings;
- Outpatient Drug-free: Weekly to

daily individual counseling or group support sessions (e.g., Alcoholics Anonymous or Narcotics Anonymous); and

- Outpatient Methadone: Stable daily oral doses of methadone and individual counseling.

☞ Impact

A representative sample of 1800 were chosen from individuals receiving such treatment services in 1992, and self-report data and program records revealed:

- 93% drop in the use of weapons/physical force for those committing more than 100 such acts, and a 75% reduction among all participants;
- 33% decrease in house or vehicle break-ins for those committing more than 100 such acts, and a 62% reduction among all participants; and
- 72% reduction in the number of participants committing any illegal activity.

☞ Key Partners and Additional Funding

- The state of California Department of Alcohol and Drug Programs, National Opinion Research Center, Lewin-VHI, Inc., and treatment service providers in California; and
- Funding was provided by California's

Department of Alcohol and Drug Programs.

⇒ **Further Lessons**

A cost benefit analysis revealed that in the year following treatment taxpayers benefitted from:

- \$1.5 billion in savings from \$209 million invested in treatment, or a \$7 return for every \$1 invested; with
- \$1 billion or 66% of the savings resulting from reductions in crime; and
- \$.35 billion or 23% of the savings resulting from reduced health care costs.

Selected Sources

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DYSFUNCTIONAL FAMILIES AND THERAPY (UNITED STATES)

⇒ **Challenge**

Youth who demonstrate behavior problems such as delinquency, violence, and alcohol and drug use are at a higher risk of institutionalization.

⇒ **Description**

Developed in 1969 at the University of Utah (approx. pop. 1,951,000) to help dysfunctional families and reduce the risk of youth institutionalization, this program runs for three months. Eight to twelve one-hour family sessions are required for families with average problem situations. For the most severe problem situations, 26 to 30 hours of direct service are needed. The program, aimed at 11- to 18-year-olds, has five phases:

- Engagement: activities by the therapist designed to encourage families to attend the first session and to commit to the process;
- Assessment: information analysis to better understand the situation and to develop an intervention plan that takes all aspects of the problem into consideration;
- Motivation: positive reinforcement of the individual, demonstration of the outcome of negative behavior, identification of possible causes of behavior and avenues for improvement;
- Behavior change: information and guidelines that focus on interpersonal skills and needs (e.g., communication, parenting skills);
- Generalization: identification of social support for lasting change and the independence to incorporate good family function

into the community.

⇒ **Impact**

A study of two groups of 27 delinquents shows:

- After two and a half years, a recidivism rate of 11% in the treatment group compared with 67% in the control group;
- Five years after program implementation, the treatment group demonstrated a recidivism rate of 8.7% compared with 41% in the control group.

Eleven other studies have assessed the effectiveness of this program and have concluded that functional family therapy results in an average 34.6% reduction in the rate of recidivism and foster placements.

⇒ **Key Partners and Additional Funding**

- The justice system, police, probation service, family, school, social services and health services.

⇒ **Further Lessons**

- This project is inexpensive compared with a court-ordered residential program. Program costs are about \$13,500 for 90 days, or \$150 per day, while psychiatric hospitalization costs can reach \$660 per day.
- The Center for the Study and Prevention of Violence has published a "blueprint" for this program to facilitate its implementation.

Selected Sources

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DRUGS AND LIFE SKILLS TRAINING (NEW YORK STATE, UNITED STATES)

☞ **Challenge**

Drug use is a key risk factor for youth delinquency and future criminal behavior. In the United States, marijuana use increased by 50% among youth 12-17 between 1993 and 1994, and use of alcohol increased by 50% among 14 year-olds between 1992 and 1994.

☞ **Description**

In 1985, 56 predominantly middle-class suburban and rural schools in New York state (approx. population 18.1 million) participated in a program to reduce student drug use. Seventh grade students were taught social resistance and general life skills in 15 teacher-led class periods, with an additional 10 sessions in grade eight and 5 in grade nine. The program was designed to develop:

- General thinking and behavioral skills aimed at building self-esteem, resistance to advertising pressure, managing anxiety, communicating effectively, developing personal relationships, and asserting rights; and
- Specific skills and knowledge to enhance individual ability in resisting social influences to use tobacco, alcohol, and other drugs (e.g., by applying assertive skills when experiencing direct interpersonal pressure to use drugs).

☞ **Impact**

A scientific evaluation comparing participating youths and a similar group of non-participating youths revealed that in 1991, 6 years after the initial intervention, there were:

- 66% fewer weekly poly-drug (e.g., combined alcohol, tobacco, and marijuana use) users among youth receiving a reasonably complete

intervention (e.g., 2% of participating youth vs. 6% of non-participating youth); and

- As much as 44% fewer users of drugs among youth receiving a reasonably complete intervention (e.g., 5% of participating youth using marijuana weekly vs. 9% of non-participating youth).

☞ **Key Partners and Additional Funding**

- Participating school boards and teachers, project staff and students; and
- Funding was provided by the National Heart, Lung, and Blood Institute, the New York State division of Substance Abuse Services, and the National Institute on Drug Abuse.

☞ **Further Lessons**

The public health significance of preventing adolescent drug use should not be underestimated. For example, the 25% lower rate of heavy smoking among youth receiving the intervention could prevent 60,000 to 100,000 tobacco-related deaths each year.

Selected Sources

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FAMILY SUPPORT AND DELINQUENCY RISK FACTORS (NEW HAVEN, CONNECTICUT, UNITED STATES)

☞ **Challenge**

Lack of parenting skills and family dysfunction represent two of the earliest and strongest predictors of juvenile delinquency.

☞ **Description**

Operating in the late 1960's and early 1970's in New Haven (approx. population 130,000), the Yale Child Welfare Research program aimed to support the development of the children of 17 disadvantaged young parents, and to improve the quality of their family life by providing the following services until participating children reached two and a half years of age:

- Home visits by clinical/health professionals who provided pediatric care and counseled mothers in solving practical problems (e.g., food and housing, education and family goals), and program liaisons who linked mothers to appropriate and beneficial local family services; and
- Child care which included periodic developmental assessments.

☞ **Impact**

A 1982 follow-up evaluation comparing families who participated in the program and similar families who did not revealed that:

- 87% of participating families were self-supporting compared to 53% of non-participating families;
- Each treated boy saved taxpayers \$1,030 per academic year in reduced remedial and support services, including court hearings;

- and Participating children had fewer antisocial (e.g., aggressive, impulsive, or acting-out) behavioral problems.

☞ **Key Partners and Additional Funding**

- Yale University and the home visitors (e.g., social worker, psychologist, or a nurse).

☞ **Further Lessons**

While the total intervention cost was \$20,000 per family, taxpayers saved at least \$40,000 per year in welfare costs and remedial/supportive school services which were not spent on participating families.

Selected Sources

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NEW BORN AND RISK FACTORS (HAWAII, UNITED STATES)

⇒ **Challenge**

Children who are victims of abuse and neglect are 40% more likely to become involved in juvenile delinquency and adult criminality.

⇒ **Description**

The Healthy Start program - which employs home visitations to screen, identify, and work with at-risk families of newborns to prevent abuse and promote child development - began in 1985 in the state of Hawaii (approx. population 1.2 million). Among 2,800 families who enrolled in the program in 1994: 38% had substance abuse problems, and 43% had a history of domestic violence. Consequently, the initiative focuses on:

- Identifying at-risk families by screening the medical records of pregnant women or by direct interviews;
- Employing paraprofessional home visitors to periodically call on enrolled families to help parents meet the needs of their children and improve parenting skills throughout a child's first five years; and
- The periodic use of questionnaires to identify and offer services for identified child development problems.

⇒ **Impact**

- Rates of child abuse and neglect among the 1,353 enrolled high-risk families (1987-1991) were 62% lower than rates among high-risk families who were not offered the service;
- The resulting fewer cases of abuse and neglect represent a savings of over \$1.26 million in child protection services; and
- Several comprehensive studies are being undertaken to evaluate the

long-term impact of the program.

⇒ **Key Partners and Additional Funding**

- Hawaii Department of Health and seven nonprofit private agencies who deliver Healthy Start services; and
- The Maternal Child Health Branch of the Hawaii Department of Health provided \$200,000 in 1985, and the current annual budget is just under \$6 million.

⇒ **Further Lessons**

The Healthy Start program demonstrates the importance of implementing home visitation services in countries without such programs, or safeguarding such services in countries which have them.

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ONE-PARENT FAMILIES AND MENTORS (UNITED STATES)

☞ **Challenge**

Children from female one-parent families are twice as likely to drop out of school, end up in foster homes and become involved with the justice system.

☞ **Description**

Big Brothers Big Sisters of America was formed to help these families. A 1991 report found that 500 agencies and nearly 70,000 participants (youths and adults) were involved in this program across the United States (approx. population 265 millions). The goal of the program is to give children between the ages of 6 and 18 the opportunity to develop a friendship with an adult volunteer who acts as a mentor. The volunteer and the child meet for three or four hours a week to do a variety of activities that they enjoy (sports, cultural activities, outings, etc.). To ensure the best service for the children, BBBSA has the following required procedures:

- Orientation and screening of volunteers: written application, home assessments, interviews and background checks;
- Youth assessment: written application, interview, and home assessment;
- Matching based on the needs of the youth, the volunteer's abilities and the parent's preferences;
- Supervision of meetings between the volunteer and the child.

☞ **Impact**

In 1992 and 1993, an independent study

done over 18 months concluded that:

- 46% of participants were less likely to take drugs during the study (for each 100 youths in the control group, 54 youths in the treatment group took drugs);
- 27% of participants were less likely to drink alcohol (100 versus 73);
- 33% of participants were less likely to hit someone.

☞ **Key Partners and Additional Funding**

- United Way, State and local governments, foundations and corporations;
- Community members, schools, human resource services, youth service agencies, parents and the private sector.

☞ **Further Lessons**

- Participants developed better relations with their parents and friends, and did better in school;
- The Center for the Study and Prevention of Violence published a "blueprint" for the program to facilitate its implementation.

Selected Sources

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PARENT TRAINING AND ANTISOCIAL BEHAVIOR (EUGENE, OREGON, UNITED STATES)

☞ **Challenge**

Strong research evidence suggests that persistent severe childhood antisocial behavior continues into adolescence and represents a heightened risk for chronic delinquency.

☞ **Description**

In the early 1980's, the Oregon Social Learning Center (OSLC) in Eugene (approx. population 119,000) created a program which attempted to reduce antisocial behavior among disadvantaged children with behavior problems. Program participants were offered the following services aimed at improving parenting skills:

- Weekly individual family treatment sessions - averaging 17 hours per family - which ranged from a total of 4 hours to 48 hours based on individual need; with
- Treatment focused on helping parents deal with marital conflict, familial crises, and substance abuse, and the development of strategies for effectively disciplining children and promoting pro-social behavior.

☞ **Impact**

A comparison between 10 children whose families participated in the program and 9 children whose families did not participate, revealed:

- 63% average reduction in child deviant behavior in the OSLC group following treatment compared to an average 17% reduction among children receiving standard treatments (e.g., behavior modification); and
- 90% of participating parents felt that treatment was very effective compared to only 25% of parents receiving standard treatments (e.g., behavior modification).

☞ **Key Partners and Additional Funding**

- The Oregon Social Learning Center, National Institute of Mental Health, and State Service Agencies; and
- Funding was provided by the National Institute of Mental Health, State Service Agencies, and private foundations.

☞ **Further Lessons**

At an average overall cost of \$257 per family, this initiative offers an affordable and

effective strategy to reduce childhood antisocial behavior and to prevent future delinquency and adult criminality among at-risk children.

Selected Sources

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PARENT TRAINING AND DELINQUENCY (MONTREAL, QUEBEC, CANADA)

⇒ **Challenge**

There is a strong interactive relationship between parenting skills and disruptive behavior in childhood.

⇒ **Description**

The aim of this multi-intervention strategy, which began in 1985 in Montreal (approx. population 3.1 million), was to prevent the antisocial behavior of disruptive boys (average age: 7-9) from 46 families of low socio-economic status by improving parenting skills and child social skills. These families were provided the following treatment over the course of 2 years:

- Parents participated in an average of 17.4 training sessions which focused on the development of effective child discipline strategies, giving children positive reinforcement for pro-social behavior, and helping parents develop skills to manage family crises; and
- Boys were given 19 sessions - within a small group of pro-social school peers - focused on social skills training involving coaching, peer modeling, role playing, and reinforcement to learn how to

interact with people, and how to develop self-control and resist aggressive responses.

⇒ **Impact**

An evaluation of the boys who received the treatment and a similar group of boys who did not revealed that:

- Self-reported delinquent behavior up to age 15 was approximately 10% lower among treated boys;
- 87% lower rate of self-reported gang membership at age 11 (2.5% for treatment group vs. 19.7% for the control group); and
- 67% lower rate of police arrests between the ages of 13-15 (10% for treatment group vs. 30% for the control group).

⇒ **Key Partners and Additional Funding**

- University of Montreal, and involved primary school teachers and professional case-workers; and
- Funding was provided by Health and Welfare Canada, Conseil Québécois de la Recherche Sociale, Conseil de la Santé et des Services Sociaux Régional du Montréal Métropolitain, and others.

⇒ **Further Lessons**

Selected Sources

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PARENT TRAINING AND FAMILY DEVELOPMENT (SYRACUSE, NEW YORK, UNITED STATES)

☞ **Challenge**

Family support that augments parenting skill, family functioning, and the quality of early childhood experiences are among the earliest and strongest predictors for the prevention of juvenile delinquency.

☞ **Description**

During the mid-1970's in Syracuse (approx. population 164,000), the Syracuse University Family Development Research Program attempted to bolster family and child functioning in economically disadvantaged

families (e.g., typically young, single parents with less than high school education and poor work records) by providing the following support services:

- Weekly para-professional visits to assist with issues of child rearing, family relations, employment, and in helping to make contacts with service agencies and later with elementary school personnel; and
- Quality child care at the University Children's Center for five half days a week from the age of 6-15 months and, thereafter, for five full days a week until age five.

☞ **Impact**

A follow-up evaluation 10 years after the program was completed compared (at ages

13-16) the 65 children who participated in the program and a similar sample of 54 who did not participate. The evaluation revealed that:

- Only 6% of participating youths had been processed by the County Probation department compared to 22% of non-participating youths; and
- Justice system costs expended on participating youths were less than 1/10 those of non-participating youths (e.g., \$186 for participants vs. \$1,985 for non-participants).

⇒ **Key Partners and Additional Funding**

- Syracuse University; and
- Funding was provided by the U.S. Department of Health, Education, and Welfare.

⇒ **Further Lessons**

Selected Sources

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SKILL DEVELOPMENT AND POOR CHILDREN
(OTTAWA, ONTARIO, CANADA)

⇒ **Challenge**

Childhood antisocial behavior may signal for many a lifetime of serious psychological and behavioral problems, including delinquency.

⇒ **Description**

The aim of the Participate and Learn Skills (PALS) program, which ran from January 1980 to August 1982 in Ottawa (approx. population 310,000), was to develop the skills of disadvantaged children (age: 5-15) in a low-income housing complex and thereby reduce antisocial behavior. Participating children were offered 40 free non-school skill-development programs, including:

- Swimming, judo, ballet, scouting, orienteering and cooperative games; and
- Children were aggressively recruited into the program and special efforts were made to reach non-participating children.

⇒ **Impact**

An evaluation comparing police charges/fire calls (before implementation of the program and in the following year) in the building where the program was offered and in another building not offered the program, revealed:

- A 56% drop in the number of police charges against juveniles in the building where the program was offered compared to a 20% increase in the other building; and
- A 44% decrease in fire calls from the PALS building compared to a 3.5% increase at the other building.

⇒ **Key Partners and Additional Funding**

- Organizers of the PALS program, Ottawa-Carleton Housing Authority, the police, fire officials, and

municipal officials; and
• Funding was provided by Fitness and Amateur Sport Canada, the Hospital for Sick Children Foundation (Toronto), and the Ontario Ministry of Culture and Recreation.

⇒ **Further Lessons**

This initiative produced an approximate 255% return for every \$1 invested in comparing the \$258,694 (\$184,781 U.S.) cost of the program with the \$659,058 (\$470,756 U.S.) worth of savings in police, fire, and neighborhood maintenance costs (1980-1983) in the PALS building.

Selected Sources

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SOCIAL EXCLUSION AND AT-RISK YOUTH
(ENGLAND AND WALES, AND UNITED STATES)

⇒ **Challenge**

School non-attendance, behavior problems, and social exclusion among young people are indicative of underlying problems such as lack of self-esteem which place youth at-risk for delinquency and future criminality.

⇒ **Description**

In 1993, the Cities in Schools (CIS) program was introduced in England and Wales (approx. population 51.6 million) to help young people (age 5-25) with school attendance and behavior problems. The program aims to reintegrate such youth into mainstream education and training to prevent future criminal behavior. The program offers at-risk youths:

- The opportunity to attend a local further education college, engage in work-related experience, and structured leisure time;
- Personal tutors who work to improve the literacy, numeracy and life skills of such youth;
- Constructive leisure interests and activities, and the exploration of career options, as well as helping social workers to provide positive alternatives to care and custody; and
- Mechanisms of collaboration to encourage parental involvement in their youth's education and the use of effective behavior management and anti-bullying strategies.

⇒ **Impact**

- 80% average attendance rate in CIS education programs designed to provide a "bridge" back to the regular education system; and
- 74% of participating students had positive outcomes resulting from participation in the program, including 36% who went on to youth

training, 10% in employment, and 28% in further education.

⇒ **Key Partners and Additional Funding**

- Local education authorities and social service agencies, Department for Education and Employment, parents, and at-risk youth; and
- Funding has been provided by local education authorities and social service agencies, Department for Education and Employment, Training and Enterprise Councils, the European Union, the Single Regeneration Budget, private companies, and individual schools.

⇒ **Further Lessons**

Programs based on the Cities in Schools concept are also operating in Canada and the U.S.A.

Selected Sources

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SOCIAL STATUS OF YOUTH AND THEIR FAMILIES (HANKO, FINLAND)

☞ **Challenge**

Young persons under 21 accounted for 26% of Hanko's total population, but they were responsible for 68% of all criminal offenses, and the majority of these were property offenses.

☞ **Description**

In 1991, a multidimensional program was created in Hanko (approx. population 11,000) to tackle the factors which promote youth delinquency and criminal behavior. In attempting to address these problems, attention was focused on improving the social status of disadvantaged young people and their families, and targeting various associated problems and at-risk groups by:

- Developing alternatives to traditional child welfare models to encourage non-institutionalized care;
- Implementing a nightlife street patrol program to increase informal social control, and reduce crime and the fear of crime among citizens; and
- Involving youth in prosocial activities like youth employment and apprenticeship programs to reduce school truancy, substance abuse, and antisocial and criminal behavior.

☞ **Impact**

- 41% reduction in property offenses committed by juveniles (from 1,091 in 1991 to 644 in 1993); and
- 50% decrease in municipal child welfare costs (1991-1993).

These reductions have not been confirmed by

independent scientific evidence.

☞ **Key Partners and Additional Funding**

- The Social Services and Health Department, Education Department, Department of Recreation and Cultural Services, Hanko Police Department and Employment Office, and community volunteers; and
- Funding was provided by municipal authorities and associated partners, and supplemented through fund-raising events and voluntary donations.

☞ **Further Lessons**

Selected Sources

- Shadow Side Work Group. (1994): *It Really Works! Improving the Social Status of Children, Young People and Young Families*, Sampo-Group Turku, Finland.
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GUIDES

YOUTH VIOLENCE: A FRAMEWORK FOR CIVIC ACTION

☞ **Challenge**

Violence is an extensive health problem in the United States with more than 20,000 homicides and 2 million injuries from violent conflicts each year.

☞ **Description**

The purpose of this initiative was to design a rigorous methodology/framework to aid in the development of local strategies and programs to effectively reduce violence and prevent injuries and deaths from violence. To prevent violent injury and death, weaken or break the chain of events which lead to violence based on the knowledge and experience gained from:

- Youth Violence Prevention Activities- Participants should target at-risk populations, select appropriate settings for activities, implement appropriate strategies (e.g., education, legal/regulatory change, or modifying the social/physical environment), and combine strategies for maximum effectiveness; and
- Program Management - Participants should promote neighborhood ownership and involvement, analyze and accurately define local problems, set goals and objectives, locate both public and private resources, and monitor the progress and impact of programs.

☞ **Impact**

- Various violence prevention projects have demonstrated considerable reductions in crime (e.g., a 50% reduction in fighting among students via mediation training, and a 25% decrease in homicides in Washington D.C. due to a handgun ban).

☞ **Key Partners and Additional Funding**

- Centers for Disease Control and Prevention, the U.S. Department of Health and Human Services, and the Minority Health Professions Foundation.

☞ **Further Lessons**

Selected Sources

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HOUSING

SAFER LIVING IN A PROBLEM HOUSING ESTATE (AMSTERDAM, THE NETHERLANDS)

⇒ **Challenge**

A survey conducted in 1995 revealed that 66% of residents living in the Kikkenstein housing complex of Bijlmermeer did not feel safe. The survey also revealed that 58% of residents identified loitering strangers and 35% identified poor natural surveillance as the two principal reasons for their insecurity.

⇒ **Description**

In a public housing complex in Bijlmermeer - a suburb of Amsterdam (approx. population 724,100) - the "Safe Kikkenstein" project was initiated in 1995 to create safer living conditions for residents. The multiple efforts directed toward tackling crime and disorder problems included the following:

- Installation of 13 video-cameras to allow monitoring of individuals entering and exiting the building, and recording of incidents for police review;
- "Flatwatchers" (security personnel drawn from the unemployed) to patrol the building, report and act upon problems, monitor video cameras, and assist residents; and
- Preventive renewal efforts focused on improving lighting, better locks, and stimulating resident participation in measures of social control.

⇒ **Impact**

- 86% of tenants felt that safety had improved;
- 75% reduction in car thefts (from 12 incidents in 1995 to 3 in 1996); and
- 53% drop in assaults (from 15 incidents in 1995 to 7 in 1996).

⇒ **Key Partners and Additional Funding**

- The Nieuw Amsterdam Housing Corporation, the Delft OTB Research

Institute, the Kikkenstein Residents Association, "flatwatchers", and the police; and

- Funding was primarily provided by the government and local council, and residents were required to contribute 15 guilders (\$7.7 U.S.) a month to cover the cost of the "flatwatchers" (for which subsidies were available).

⇒ **Further Lessons**

The Safe Kikkenstein project reduced the cost of vandalism per household by 60% from 47 to 19 guilders (\$24 to \$19 U.S.) between 1995 and 1996, and also reduced overall extra maintenance costs per household by 39% from 339 to 207 guilders (\$174 to \$106 U.S.) during the same time period.

Selected Sources

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SECURE HOUSING BY DESIGN (THE NETHERLANDS)

⇒ **Challenge**

Taking into account the British "secured by design" experience, the vast amount of literature on environmental protection, and five years (1985-1990) of pilot projects, the Dutch secured housing label was initiated by police in the triangle Rotterdam-Leiden-The Hague. It aims to reduce property crimes such as burglary, vandalism and car theft, as well as the fear of crime.

⇒ **Description**

When housing project developers or housing associations apply for a Police Label Secured Housing, their project and its environment must meet certain requirements and the label may be used only after police have given permission. It combines environmental design, architectural measures and target hardening.

Distilling a series of 55 patterns of design elements, the Secured Housing Label Manual compiles guidelines ranging from the large to the small scale levels:

- District (size, density, height and scale, accesses);
- Allotment (estates, semi or single houses, inner grounds, enclosed squares);
- Specification of environment (open air parking, private garage, playing facilities, tunnels and subways, bus-stops);
- Residents' participation and responsibility, neighborhood management, home watch;
- Building design (orientation of living rooms, low roof, main entrance, target hardening).

Each pattern has to be checked and a fixed minimum of points have to be scored for the Secured Label to be awarded.

⇒ **Impact**

The secured housing label was initiated by

police in the triangle Rotterdam-Leiden-The Hague in 1991, and an evaluation revealed:

- 70% reduction in burglaries after one year among participating houses.

⇒ **Key Partners and Additional Funding**

- A Steering Committee for Public Housing Experiments, the Ministries of Justice and Internal Affairs, and private consultants supported the police in the development of the initiative; and
- Funding is provided at the national level by the Ministries of the Interior and Justice, insurance companies, and the Steering Committee for Public Housing Experiments, and at the local level by the police, municipal governments, and public housing authorities and building companies.

⇒ **Further Lessons**

Following the success of the Secured Housing Label, it was introduced as a national program in 1996.

Selected Sources

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RECREATION

FAN COACHING (BELGIUM)

☞ **Challenge**

In the early 1990's, it was discovered that 30-40% of all football games were marred by some violent act or event, and police were forced to intervene during several matches. Research demonstrated that young male fans, compensating for personal and social problems, represent a high-risk group for involvement in violent confrontations or hooliganism.

☞ **Description**

In 1988, an initiative was undertaken in Belgium (approx. population 10.1 million) to reduce violence in football stadiums. An integrated strategy, including the following key elements, was implemented to tackle the problem:

- Fan Coaches (e.g., street workers) were introduced and are now present at every game to help defuse potential violent incidents;
- Situational Security Measures were implemented to improve the infrastructure and social control in stadiums, and, with judicial approval, a system of alternative sanctions was created for young hooligans;
- Social Preventive Measures were established with a primary focus on monitoring violent young supporters and offering programs to help them solve their problems (e.g., special fan club-houses, educational and sport activities), and social workers were provided to improve the social integration of young fans.

☞ **Impact**

- 10-40% drop in the number of violent incidents at football stadiums, and a substantial reduction in the size and severity of incidents; and a
- 50% reduction in the number of

matches where fans were injured over the past three years.

These reductions have not been confirmed by independent scientific evidence.

☞ **Key Partners and Additional Funding**

- Ministry of the Interior, police and football clubs; and
- Funding was provided by the Ministry of the Interior.

☞ **Further Lessons**

This program has been replicated in 10 division I football clubs. The Belgian government plans to extend the initiative in the future, under the name "City Coaching", to high-risk urban neighborhoods.

Selected Sources

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GRAFFITI, VANDALISM AND ART

(HAARLEM, THE NETHERLANDS)

⇒ **Challenge**

For many years poor lighting, vandalism, and youth gangs made the tunnel at Schouwbroek a dangerous and frightening place for citizens.

⇒ **Description**

In 1994, the citizens of Haarlem (approx. population 150,000) appealed to the local government to re-establish safe and secure passage through the tunnel at Schouwbroek for both cyclists and pedestrians. In recognizing that painting one mural would not effectively resolve vandalism, crime, and citizen insecurity, the "GalleryTunnel Haarlem" project was created and the following measures were implemented:

- The local government installed permanent lighting, cleaned the passage-way, and made repairs;
- Linnaeus College Haarlem adopted the tunnel as a venue for ongoing exhibitions of the creative energy and art work of their students; and
- To raise public awareness and attract ongoing funding, a series of art exhibitions were held at the tunnel representing the following themes: "Billboards", "Ancient Models and Tattoos", and "Kids and Criminals".

⇒ **Impact**

- In the following two years, the new lighting had not been damaged and graffiti was reduced substantially; and
- Increased public use of the tunnel has helped to maintain social control.

⇒ **Key Partners and Additional Funding**

- Citizens mobilized the local government of Haarlem, which in

turn prompted the involvement of a community work group and the local school board; and

- Funding was provided by the local government and the Linnaeus College Haarlem.

⇒ **Further Lessons**

This project received the "Roethof Prize" (a joint national committee award in The Netherlands and Belgium) in 1996. The transformation of the tunnel into a facility offering a forum for artist expression, design contests, and increased citizen participation (e.g., a future fashion show and art workshops for local residents) will improve the resiliency of the tunnel against vandalism and crime.

Selected Sources

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SCHOOLS

ADOLESCENTS AND DRINKING AND DRIVING (UNITED STATES)

☞ **Challenge**

In the United States, drunk driving is the leading cause of death among teenagers, and the 16-24 age group is responsible for 44% of night-time fatal alcohol-related car crashes.

☞ **Description**

Founded in 1981, in Wayland Massachusetts (U.S.A.), Students Against Destructive Decisions (SADD, formerly known as Students Against Driving Drunk) currently includes thousands of chapters throughout the United States (approx. population 265 million) and various other countries. These student-centered organizations typically promote:

- The negotiation of Contract for Life, establishing a commitment by both parents and teenagers to not drive after drinking alcohol, and to provide transportation for each other when required;
- Mobilization of students to heighten awareness among persons most at risk (e.g., through student-organized campaigns and the empowerment of students and parents); and
- Support of non alcohol-related activities.

☞ **Impact**

- From 1981-1996, the number of alcohol-related deaths for young people age 15-19 dropped by 50%.

These reductions have not been confirmed by independent scientific evidence.

A study conducted by the National Highway Traffic Safety Administration (NHTSA) reveals that where there are SADD chapters, attitudinal changes regarding the acceptability of alcohol and drunk driving have occurred.

☞ **Key Partners and Additional Funding**

- Students, parents, educational administrators, the business community and neighborhood members; and
- SADD is a tax deductible nonprofit organization supported by corporate and private donations, and the support of local Boards of Education which attempt to counter drunk driving, underage drinking, drug use, violence, suicide and AIDS.

☞ **Further Lessons**

Involving students, parents, and neighborhood members in understanding the dangers and consequences of underage drinking and drinking and driving, drug use, violence, suicide, and AIDS provides a targeted method for promoting public and individual responsibility to reduce alcohol-related injuries and deaths, and the \$44 billion estimated yearly cost of alcohol-related crashes.

Selected Sources

- Leaf, W.A. and Preusser, D.F. (1995) Evaluation of Youth Peer-to-Peer Impaired Driving Programs, Washington, D.C.: National Highway Traffic Safety Administration (NHTSA), U.S. Department of Transportation.
- Staats, M. (1983) "It Can Be Done, And Students Are Doing It", Presbyterian Survey: 13-14.

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BULLYING: INFORMATION AND INVOLVEMENT (NORWAY)

⇒ **Challenge**

Studies have demonstrated that 15% of Norwegian elementary school students were involved in bully/victim problems (e.g., 9% had been bullied and 7% were bullies) in 1983, and bullies are four times more likely to engage in repeat incidents of criminality as young adults.

⇒ **Description**

In 1983, a national elementary school program was initiated in Norway (approx. population 4.3 million) with the goal of reducing existing bully/victim problems and preventing the development of new problems through the collaborative effort of schools, parents, and social service agencies. The main components of this program included the following:

- School personnel received a 32 page booklet describing bully/victim problems and detailed suggestions on how teachers and schools can counteract and prevent such problems;
- Every parent with a school-age child was provided with a 4 page folder containing information and advice;
- The public were provided access to a 25 minute video illustrating bullying incidents and their impact; and
- Periodic questionnaires were administered to school children to identify the nature and extent of bully/victim problems, the frequency and readiness of teachers and students to interfere with the problems, and the impact of the program on bullying and antisocial behavior.

⇒ **Impact**

- Within 2 years, a 50% decrease in self-reported bullying, and a 15% reduction in self-reported antisocial

behavior (e.g., thefts, vandalism, and truancy).

⇒ **Key Partners and Additional Funding**

- The Ministry of Education mobilized teachers, parents, and students to counteract bully/victim problems; and
- Funding was provided by the Ministry of Education.

⇒ **Further Lessons**

Childhood bullying can be effectively reduced and early antisocial behavior can be prevented through the active involvement of teachers, parents, and students in counteracting bullying.

Selected Sources

- Olweus, D. (1991) "Bully/Victim Problems Among School Children: Basic Facts and Effects of a School Based Intervention Program", in D.J. Pepler and K.H. Rubin (eds.) *The Development and Treatment of Childhood Aggression*, Hillsdale, New Jersey: Lawrence Erlbaum Associates, Inc.

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DRUGS AND A MULTIFACETED APPROACH (KANSAS CITY AND INDIANAPOLIS, UNITED STATES)

☞ **Challenge**

The Midwestern Prevention Project takes a multifaceted approach to drug problems, bringing in the school, the family, and community organizations.

☞ **Description**

The goal of this project implemented in Kansas City (approx. population 443 87) and Indianapolis (approx. population 752,279) is to prevent the abuse of various drugs by children aged 10 to 12. The program has five components, spread over five years:

- Initiated by teachers in the sixth or seventh grade (ages 10 to 12), the school program strives to improve social skills that can help youths resist peer pressure;
- The parental program encourages support and modelling in order to combat drug use;
- The community organization program is based on implementation of comprehensive prevention services;
- The introduction of health policy changes supports the prevention initiative;
- The mass media is used to provide information about current and future preventive initiatives.

☞ **Impact**

Three years after implementation, studies show:

- Reduced monthly cigarette consumption: 24.8% of the treatment group smoked cigarettes compared with 30.5% of the control group;
- A similar reduction in marijuana use: 12.3% of the treatment group used marijuana compared with

19.7% of the control group.

☞ **Key Partners and Additional Funding**

- Business leaders, schools, local legislators, community leaders, media, service sectors.

☞ **Further Lessons**

- This type of project seems to facilitate the development of prevention programs, activities and services in the communities.
- The Center for the Study and Prevention of Violence has published a "blueprint" of this program to facilitate its implementation.

Selected Sources

- Pentz, M.A., Mihalic, S.H., Groteter, J.K., (1997) "The Midwestern Prevention Project", *Blueprints for Violence Prevention*, Book one, Colorado.

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DROPOUTS AND SOCIAL SKILLS (SEATTLE, WASHINGTON, UNITED STATES)

☞ **Challenge**

Poverty is one of the risk factors that can lead to school dropout, delinquency, and drug abuse in adolescents. In the United States, 25% of students aged 6 to 18 live in poverty. Moreover, half of all poor students leave school before receiving their high school diploma.

☞ **Description**

The program, which runs in eight schools in Seattle (approx. population 520,947 in 1981), intervenes with children aged 6 to 12 to increase social bonds and attachment to school. Interventions involve teachers, parents and children. They consist of:

- Teacher training based on three main components:
 - Proactive classroom management that establishes clear rules and rewards for compliance;
 - Interactive teaching, where grades represent an evaluation of the student's comprehension and social development; and
 - Use of cooperative learning in small groups.
- Optional training programs for parents on:
 - Family management (primary school, ages 6 to 8); and
 - Academic support (ages 7 to 10) and prevention of antisocial behavior (ages 10 to 12).
- Training for children aimed at developing social and cognitive skills:
 - Conflict resolution (ages 6 and 7); and
 - Peer resistance skills (ages 11 and 12).

☞ **Impact**

An evaluation of 12-year-olds shows among at-risk children:

- 36% less involvement (as reported by teachers) with antisocial peers (20% among participating boys versus 55% among their non-participating peers);
- 19% less tobacco use (7% among participating girls versus 36% among their non-participating peers).

☞ **Key Partners and Additional Funding**

- Schools, parents, school boards and university researchers.

☞ **Further Lessons**

The project also had a positive impact on family relationships, increased attachment and commitment to school, and reduced friendships with antisocial peers.

Selected Sources

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Psychiatry, 65, 87.

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***VANDALISM AND DISRUPTIVE
BEHAVIOR
(LOS ANGELES COUNTY, CALIFORNIA,
UNITED STATES)***

☞ **Challenge**

Vandalism is a major problem for many school boards and taxpayers throughout the world. Average vandalism repair costs (excluding indirect costs such as those for insurance and security guards) in school districts throughout Los Angeles County were in excess of \$8.5 million in 1978-79, a 56% increase over the 1977-78 school year.

☞ **Description**

In 1977, eighteen elementary and junior high schools in Los Angeles County (approx. population 8.86 million) participated in a three-year program aimed at preventing disruptive student behavior and associated vandalism. The broad-based training and consultation package introduced to increase the capacity of participating schools to promote prosocial student behavior included the following:

- Teams of school personnel including principals, school psychologists and selected teachers participated in as many as 18 workshops on the use of effective behavior control strategies and positive reinforcement (e.g., giving praise to appropriate student behavior);
- Project consultants worked with participating teachers as much as

two times a week to develop communication skills, observe and identify problem behaviors and goals for change, jointly develop intervention strategies, and offer teachers advice on implementing such strategies; and

- School personnel teams met twice a month to plan and implement programs on a school-wide basis to teach students positive alternatives to involvement in vandalism and disruptive behavior (e.g., developing lunch-room, playground and classroom management programs), as well as activities such as neighborhood walks to solicit community cooperation in vandalism prevention.

☞ **Impact**

- 66% - 92% average drop in vandalism costs per 100 students in participating schools (from \$121.35 to \$10.10 among the first group of participating schools, and from \$77.12 to \$26 in a second group of participating schools between 1977 and 1980); and
- Students in participating classrooms showed a significantly greater average decrease in disruptive behavior (e.g., hitting, yelling, throwing objects, not doing assigned work) compared to similar non-participating students.

⇒ **Key Partners and Additional Funding**

- Project staff, participating principals, school psychologists, teachers and students; and
- Funding was provided by an Elementary and Secondary Education Act grant as well as contributions from the Office of the Los Angeles County Superintendent of Schools.

⇒ **Further Lessons**

A conservative estimate revealed that a junior high school could potentially save \$10,861 to \$24,197 over a 9-month period by implementing this program. This initiative replicated a study conducted in 1976 which demonstrated a 57% average decrease in vandalism repair costs in participating schools compared with a 320% increase in such costs in similar non-participating schools.

Selected Sources

- Mayer, G.R. et al. (1983) "Preventing School Vandalism and Improving discipline: a three year study", *Journal of Applied Behaviour Analysis*, 16: 355-369.
- Mayer, G.R. and Butterworth, T. (1979) "A Preventive Approach to School Violence and Vandalism: An Experimental Study", *Personnel and Guidance Journal*, 57: 436-441.

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VIOLENCE AND AGGRESSIVENESS (SEATTLE, WASHINGTON, UNITED STATES)

⇒ **Challenge**

Research reveals that people prone to violent and aggressive behavior commonly lack a set of social skills including empathy, impulse control, problem solving and anger management. Children fail to use pro-social behavior for lack of modeling and opportunities to practice such behavior and inadequate reinforcement.

⇒ **Description**

A violence prevention program called Second Step was developed for preschool through junior high by Committee for Children, an independent nonprofit organization which has researched and developed social skills criteria since 1970. Second Step teaches skills to change the attitudes and behavior of children that contribute to violence. Through this

curricula:

- Children are taught skills which reduce impulsive and aggressive behavior and increase their level of social competence;
- The content of the lessons varies according to grade level, and skills targeted for practice are designed to be developmentally appropriate;
- A support team is created to provide leadership and coordination in the planning, training, ongoing implementation and evaluation of the program;
- A family guide to Second Step has been developed which enables families to reinforce Second Step skills at home.

⇒ **Impact**

A one year study on the impact of Second Step on aggression and positive social behavior among elementary students revealed:

- 29% decrease in physical aggression as opposed to a 41% increase

- among the control group;
- 22% decrease in verbal hostility, compared with a 22% increase in the control group; and
- 10% increase in prosocial and neutral behavior, while the control group showed negligible improvement.

⇒ **Key Partners and Additional Funding**

- Committee for Children, parents, teachers, school district, and;
- Funding includes purchase of curriculum kits, training, and ongoing implementation support.

⇒ **Further Lessons**

Carefully planned implementation, including training of staff in use of curriculum, school or agency-wide use of curriculum, school or agency-wide reinforcement, and a system for ongoing implementation support is key to program success.

Selected Sources

- McCummings, R. (1999) We're All in This Together: Violence Prevention Skills for Students, Teachers and Parents, Denver, CO. U.S.A. March 3-6, 1999.
- Grossman, D.C., et al. (1997) "Effectiveness of a Violence Prevention Curriculum Among Children in Elementary School: A Randomized Controlled Trial," The Journal of the American Medical Association, 277(20):1605-1611.

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GUIDES

A HATE CRIME PREVENTION CURRICULUM FOR MIDDLE SCHOOLS

⇒ **Challenge**

Thousands of individuals throughout the world are victimized each year because of their skin colour, ethnicity, gender, disability, sexual orientation or religious preference. Although a significant proportion of hate crimes are committed by young people, educators and advocacy groups have few comprehensive tools at their disposal to effectively address this problem.

⇒ **Description**

In 1993, the Educational Development Center (EDC) began to develop a curriculum for hate crime prevention within classrooms and youth organizations in the United States (approx. population 265 million). Centered on the principles that violence and prejudice are learned behaviors which are preventable, this flexible 10 unit guide provides users with:

- Detailed examinations of specific beliefs and attitudes related to violence and prejudice, why young people engage in hate crime, and illustrations of how profoundly hate crimes affect the lives of victims, and their families and communities;
- Suggestions for interactive classroom exercises to provoke debate about issues and ideas, help students develop skills to recognize and counteract prejudice, and promote awareness and appreciation of cultural and social differences; and
- Encouragement that students can make a difference in tackling prejudice in the short-term through involvement at the school and community level, and that they must be the focal point in effective measures to address institutional racism in the future.

⇒ **Impact**

An evaluation of the impact of these guidelines has not yet been completed.

⇒ **Key Partners and Additional Funding**

- Education Development Center, Office of Juvenile Justice and Delinquency Prevention (U.S. Department of Justice), and the U.S. Department of Education; and
- Funding for the development, review, and testing of the curriculum was provided by a grant from the Office of Juvenile Justice and Delinquency Prevention.

⇒ **Further Lessons**

The Office of Juvenile Justice and Delinquency Prevention and the Department of Education are presently disseminating 20,000 copies of the Hate Crime Curriculum to middle schools and juvenile justice agencies throughout the United States.

Selected Sources

- McLaughlin, K.A., and Brilliant, K.J. (1997) *Healing the Hate: A National Hate Crime Prevention Curriculum for Middle Schools*, Newton, Massachusetts: Education Development Center, Inc.

To order a free copy of the Curriculum:
U.S. Department of Justice,
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A GUIDE TO SCHOOL DRUG PREVENTION PROGRAMS

⇒ Challenge

School-based programs to prevent legal and illicit drug use reach less than half of the elementary and secondary school students in the United States, and many programs do not adequately cover the key elements for effective drug prevention. Although a great deal has been learned about what works in prevention, the information is often published in highly technical academic journals not readily accessible to the public.

⇒ Description

In 1996, Drug Strategies produced a guide to assist educators in choosing appropriate school-based drug prevention programs in the United States (approx. population 265 million). This guide offers readers user-friendly access to information on program administration issues and whether programs address the following key elements for effective drug prevention curricula:

- Teaching students that drug use is not the norm among their peers, helping them to recognize internal (e.g., anxiety and stress) and external pressures (e.g., peer pressure and advertising) which influence their decisions to use drugs, and developing students' personal and social skills to resist such pressures;
- Providing material and activities appropriately targeted to the developmental age of students covering both the short-term and long-term consequences of drug

use, and the necessary prevention elements with a minimum of ten sessions per year and a number of "booster" sessions in the following 2 years; and

- Using interactive teaching techniques such as role playing, actively involving families and the community, offering teacher training and support, and providing prevention materials which are easy to implement and culturally relevant for students.

⇒ Impact

Programs which address the key elements for effective drug prevention curricula have achieved as much as:

- 75% reduction in smoking, alcohol, and marijuana use in one year among students in the seventh grade (approx. ages 11-13).

⇒ Key Partners and Additional Funding

- Drug Strategies mobilized recognized prevention experts in the U.S., school administrators, and teachers to design a useful program assessment process; and
- Funding for drug prevention programs is provided primarily by the U.S. Congress and local school boards.

⇒ Further Lessons

Effectively preventing drug use among students holds considerable potential to reduce youth antisocial behavior and the potential for future criminal behavior associated with the use of illicit drugs and

the abuse of legal drugs.

Selected Sources

- Drug Strategies. (1996) Making the Grade: A Guide to School Drug Prevention Programs, Washington, D.C.: Drug Strategies.

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TEACHERS GUIDE FOR TRAINING: THREAT OF A GANG FIGHT

⇒ **Challenge**

In the United States, 23% of America's public school students report that they have been a victim of an act of violence at school, 11% of teachers report that they have been victims of violence committed by students, and 60-80% of teaching time is spent on discipline.

⇒ **Description**

In 1997, Questions of Balance produced a guide to assist educators in the use of peer mediation and conflict resolution techniques to reduce violence and interpersonal conflict among school children in the United States (approx. population 265 million). Geared toward knowledge and skill development, this guide provides interactive classroom exercises to:

- Enhance communication skills in listening, speaking, and negotiating;
- Improve critical thinking to generate and evaluate solutions to violence and interpersonal conflict;
- Produce realistic alternatives to violence, constructive interpersonal discussion, responsible behavior, and appropriate boundaries for acceptable behavior; and
- Build social skills of empathy, cooperation, and integrity.

⇒ **Impact**

An evaluation of the impact of these guidelines has not yet been completed.

⇒ **Key Partners and Additional Funding**

- School boards, teachers, students, and social service professionals who work with youth.

⇒ **Further Lessons**

Currently, there are over 3,000 public and private schools throughout the United States which teach conflict resolution and peer mediation to students. These techniques are also popular in classrooms in Canada and many other countries.

Selected Sources

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- Ministry of Education. (1996) Values, Influences, and Peers: Resource Guide, Toronto: Ministry of Education (Ontario) and Ministry of the Solicitor General and Correctional Services (Ontario).

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TRANSPORTATION

INSECURITY ON PUBLIC TRANSPORTATION (FRANCE)

☞ **Challenge**

In 1990, 840 million passengers traveled on the trains of France, 968 acts of violence were committed against them, and 385 of these incidents were committed against passengers in the Greater Paris area. Violence, vandalism, gangs, and homeless people were creating mounting insecurity among travelers.

☞ **Description**

To ensure personal safety on the trains and in the stations of France (approx. population 58 million), the national railway authority - La Société Nationale des Chemins de Fer (SNCF) - undertook surveys which identified pronounced social problems (e.g., unemployment) as the principal cause of crime and disorder on city property. Between 1989 and 1991 the SNCF has targeted its efforts on:

- Increasing Social Control and Surveillance through the addition of 500 new staff members, the introduction of video monitoring in four stations, the launching of an anti-graffiti campaign, and improving communications with call booths for public/staff to alert SNCF personnel about accidents or crimes; and
- Social Development Initiatives aimed at reintegrating homeless persons through cooperative action with social service agencies, and the development of partnerships with government officials, police, educators, and citizens to create initiatives to tackle the social causes of growing delinquency among youth.

☞ **Impact**

☞ **Key Partners and Additional Funding**

- SNCF, elected representatives, police, judicial authorities, educators, representatives from the business community and citizens; and
- The SNCF spent 230 million Francs (\$40 million U.S.) between 1989 and 1991 to improve the safety and security of both people and goods.

☞ **Further Lessons**

Of people surveyed in 1991, 61% noticed the preventive efforts and 75% noticed the increased presence of police officers.

Selected Sources

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SAFER STATIONS (WANDSWORTH, ENGLAND AND WALES)

⇒ **Challenge**

Reduced staffing and security, and deteriorated station environments were identified as problems underlying crime problems and the fear of crime felt by passengers using the 13 Wandsworth train stations.

⇒ **Description**

The Safer Stations Working Group was created in 1992 in the Wandsworth Borough in London (approx. population 6.7 million), and its goals were to improve security, regenerate the environment in train stations, reduce the fear of crime experienced by passengers, and counteract reduced staffing levels. An action plan was prepared which included the following measures aimed at combating personal safety hazards faced by passengers:

- Improved lighting, closed circuit television surveillance, the securing of access points, increased staffing levels, and the installation of public telephones; and
- The introduction of an annual survey to assess crime problems and possible solutions or improvements.

⇒ **Impact**

- 33% reduction in reported crimes at participating stations (from 715 incidents in 1993 to 482 in 1995); and
- 56% decrease in street crimes committed around the stations (from 356 incidents in 1993 to 157 in 1995).

These reductions have not been confirmed by independent scientific evidence.

⇒ **Key Partners and Additional Funding**

- The local municipal council, British

Rail, the police, and the London underground; and

- Funding was provided by the local municipal council, British Rail, the London underground and franchise operators.

⇒ **Further Lessons**

The replication of this initiative in the London Borough of Lambeth demonstrates that the approach taken in Wandsworth provides an effective means to tackle crime and the fear of crime experienced by passengers.

Selected Sources

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SUMMER ACTIVITIES AND DISADVANTAGED YOUTH (FRANCE)

☞ **Challenge**

Youth that are most vulnerable or who develop behaviors putting them at risk are not always admitted into regular recreational structures. The effect of idleness is reinforced during school breaks, increasing the risk of acting out as well as the feeling of insecurity in neighborhoods.

☞ **Description**

Created in 1981 under the name of *anti été chaud* in response to serious incidents of youth violence in the suburbs of Lyon (approx. population 415,000), the program, renamed Ville-Vie-Vacances, was extended to include all school holidays in France (approx. population 58 million).

Focused on youths aged 13-18, the program seeks to engage youth in developing their social and economic integration.

The program includes the funding of various activities: sports (23%), community activities (21%), arts (13%), and cultural and educational activities (17%). The program is offered both during summer holidays (50%) and other school holidays (50%).

☞ **Impact**

- A total of 900,000 days/youth funded in 1998, of which 25% were under 13, 60% between 13-18, and 15% between 18-20;
- 30% of the target population is comprised of girls;
- The program involves local structures in half the cases, of which 37% are provided by community organizations.

☞ **Key Partners and Additional Funding**

- The Ville-Vie-Vacances program is driven, at the national level by an

inter-ministerial committee comprised of 18 ministries. It is implemented in each region by a unit responsible for selection, implementation and follow up of local projects, in close collaboration with les Conseils Communaux de prévention de la délinquance.

- Youth are involved both in development and follow-up of projects.

☞ **Further Lessons**

For 1999, the budget amounted to 92 MF (\$US 15.3 million) of which 50 MF (\$US 8.2 million) came from the Ministère de la Ville which pilots it through the D.I.V. and 63 MF (\$US 1.1 million) is allocated locally as per the communities' needs.

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**THE FORMAL INTERVENTION SYSTEM:
JUSTICE, POLICE**

Given crime rates that have tripled since the 1960's, the insecurity of important segments of the population and the limits of traditional interventions, components of the formal system must develop partnerships and decompartmentalize their action.

Until recently, delinquency, violence and insecurity have been left to the criminal justice system and the police. However, for over twenty years now, in response to the combined pressures of increasing crime and insecurity, particularly in urban areas, the growing costs of crime and its control, shrinking public expenditures, and the limited effectiveness of traditional crime control measures, it became evident that the role of the formal intervention system had to be reviewed. The justice and police systems have had to question their operational modes and organization, adopt more decentralized structures, flatten the hierarchy and move closer to the public.

New approaches have taken shape, focusing on prevention and targeting interventions on better identified risk factors. Notable examples of these transformations include: problem-oriented and community-based policing, hiring public safety assistants, community-based justice houses, drug courts, and diversion and community sentencing measures.

In addition to these new forms of intervention, the various components of the formal justice system are called to work in partnership with each other and with society and its institutions. In order to decompartmentalize their action, they must produce better diagnoses which truly integrate the perspectives and data from other sources, show their willingness to hear their partners and relinquish their ownership over crime issues, and open up to legitimate demands from citizens.

JUSTICE

ACCESS TO JUSTICE IN DIFFICULT NEIGHBORHOODS (FRANCE)

⇒ Challenge

High levels of poverty and cultural diversity in disadvantaged neighborhoods often leads to the social exclusion of residents from mainstream social institutions and access to the justice system in particular.

⇒ Description

In 1990, the Department of Justice created the first of a series of "Maisons de Justice" (Houses of Justice) in the Greater Paris area of France (approx. population 9 million). Currently, there are 38 "Maisons de Justice" operating in disadvantaged and high crime neighborhoods in the 8 priority administrative zones identified in the National Urban Policy. The program offers the following services:

- Improved access to the justice system by linking clients with lawyers and specialized agencies; and
- Resolution of petty crimes through mediation, conciliation, and reparation initiatives conducted by trained judges.

⇒ Impact

The program has not been evaluated.

⇒ Key Partners and Additional Funding

- Judges, mediators, youth protection workers, social workers, lawyers, and psychologists; and
- Funding is provided by the Ministry of Justice and local authorities.

⇒ Further Lessons

There are plans to implement this initiative throughout France as it is considered to be effective in bringing justice closer to the residents of disadvantaged and high crime neighborhoods, and in reducing time delays in traditional judicial processing.

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COMMUNITY-BASED OFFENDER MANAGEMENT (MANITOBA, CANADA)

☞ **Challenge**

Over the past decade, empirical evidence has revealed that contemporary criminal justice sanctions have little impact on deterring reoffending. Those who serve prison terms are often denied the opportunity to make personal reparation, are more likely to reoffend as they self identify with the label of 'criminal', and are exposed to negative criminal influences while being isolated from positive role models.

☞ **Description**

In October 1993, Restorative Resolutions (RR), a demonstration project managed by the Manitoba John Howard Society, was initiated as a community-based diversion program which targets offenders likely to receive a six month custodial sentence. RR's aim is to effectively and safely manage offenders in the community while reducing their chances of reoffending. RR meets this goal by:

- Permitting corrections officials, prosecutors and defense attorneys, judges, community agencies family members and offenders themselves to make referrals to the program;
- Requiring that an offender plead guilty and be motivated to follow a community-based plan prior to acceptance;
- Development of individualized plans incorporating such restorative components as probation, meeting the victim or victims, restitution, community service and written apologies to victims;
- Meeting offenders' needs by making counseling/treatment an integral component of the RR plan (incorporated into 96.7% of plans).

☞ **Impact**

A comparison of RR participants to inmate and probation (matched on restitution and community service) control groups revealed:

- An overall decrease in reoffending rates during the pilot period of 11-22% in all but one analysis. This reduction is higher than the 8% average found in a meta-analysis of 14 restorative-based programs;
- After two years, 11.5% of the RR male offenders were convicted of an offense resulting in a custodial disposition compared to 33% for the inmate control group.

☞ **Key Partners and Additional Funding**

John Howard Society of Manitoba, Solicitor-General Canada.

☞ **Further Lessons**

- Compared to regular probation cases, RR plans were more likely to include restitution (56.6% vs. 24.9%) and community service (96% vs. 13.8%) and is successful in obtaining apologies from offenders to victims.
- There is a significant attrition from referral to RR to the Court's placement of offenders into the program. Of 297 referrals, only 99 cases were eventually accepted by the court.
- RR has been successful in adhering to restorative justice principles of meeting victims needs for healing and restitution.

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DRUGS AND THERAPEUTIC COMMUNITY (MONTREAL, QUEBEC, CANADA)

⇒ **Challenge**

A provincial study estimated that 50% of convicted criminals have substance abuse problems. While the severely addicted (e.g., the 15% of drug abusers in Canada who consume 80% of all hard drugs) commit crimes to support their habit, little funding is directed to residential programs that target their needs.

⇒ **Description**

Based upon the therapeutic community (TC) model developed in New York, the Portage substance abuse rehabilitation center was established in 1970. The TC approach views drug abusing clients as having social deficits that require specialized treatment. Portage operates 268 beds in residential centers across the provinces of Quebec, Ontario and New Brunswick. In 1998 Portage treated 817 residential and 338 outpatient clients. Specialized programs developed by Portage include:

- Six month residential treatment program for drug-addicted adolescents, operating in partnership with local school boards, that allows adolescents to continue their education during treatment;
- Residential program permitting substance abusing women to maintain custody of children while addressing issues of substance abuse, isolation, parenting, health care, and family and relationships;
- Drug addiction counselor on call to police 24 hours, TCs in prison, and running open custody facilities (e.g., 35% of Portage clients are referrals from Corrections);
- Program for mentally ill chemical abusers in collaboration with mental

- health professionals; and
• Outpatient (nonresidential) program and follow-up family services.

⇒ **Impact**

- 50% of participants successfully complete the adult residential program, of whom 85% remain drug free one year later.
- In a U.S. study of TC treatment, 40% of heroin addicts one year later avoided readdiction and major crime, while 28% avoided crime and drug use altogether.

These figures have not been confirmed by independent scientific evidence

⇒ **Key Partners and Additional Funding**

Provincial governments, Correctional Services, Social Services, Health Board, private sector, and community groups.

⇒ **Further Lessons**

Participation in Portage is a legally mandated option available for inclusion in a probation order. Portage has assisted in treatment and training in Italy, Portugal, Bermuda, Honduras and the Philippines and in 1991 hosted a world conference on drug treatment attended by 52 countries.

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PIONEERS IN RESTORATIVE JUSTICE (NEW ZEALAND)

⇒ **Challenge**

In many countries, overburdened criminal justice systems process disproportionate numbers of minority and/or aboriginal offenders. In 1988, justice statistics revealed that while 12% of the population of New Zealand were Maori, 37% of all known offenders and 43% of known juvenile offenders were Maori.

⇒ **Description**

In 1989, New Zealand (approx. population 3.5 million) adopted a new approach to youth justice (ages 10-16) with the enactment of the Children, Young Persons and their Families Act. Family Group Conferences (FGC's) were introduced to empower victims, offenders, and the community to repair the harm of crime and to work together to resolve problems. Conferences provide a forum for:

- Mediation between victims and offenders, negotiation of appropriate penalties between enforcement agents and families, and involvement of families and youth in decision-making;
- A trained social worker/conference mediator to guide participants through the process of having offenders confronted with the harm they have caused to victims, private deliberations by the offender's support group to propose a remedial plan of action, and reaching a consensual decision to address identified problems; and
- The attainment of legal binding

solutions which participants have agreed to.

⇒ **Impact**

- 52% of 211 juveniles who were referred to an FGC did not re-offend within a six month period in a research study of this program in 1990.

⇒ **Key Partners and Additional Funding**

- Youth Justice Coordinator, victims, offenders and their families, police, judiciary, and social service agencies.

⇒ **Further Lessons**

- Agreements on damage reparations, community work, or financial penalties to hold young offenders accountable for their actions were achieved in 83% of FGC's, and 62% of a sample of participating victims indicated that they agreed with the decision reached in their FGC.
- Programs replicating restorative justice principles are evident in communities around the world, including: Wagga Wagga in Australia; Milton Keynes in England and Wales; and the Kwanlin Dun community of Whitehorse in Canada's Yukon Territory.

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POLICE

ALL FEMALE POLICE STATIONS (SAO PAULO, BRAZIL)

☞ **Challenge**

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

☞ **Description**

A response was to create police stations run entirely by women officers to reduce and prevent violence against women by deterring offenders and offering support services to victims. Beginning in 1985 in Sao Paulo (approx. population 15.8 million), the new police stations were empowered to investigate and counter such crimes by:

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

☞ **Impact**

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

These reductions have not been confirmed by independent scientific evidence.

☞ **Key Partners And Additional Funding**

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

☞ **Further Lessons**

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

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CAMERA SURVEILLANCE AND PUBLIC SPACES **(NEWCASTLE, ENGLAND AND WALES)**

☞ **Challenge**

The city center of Newcastle attracts large numbers of people and vehicles which often leads to problems with respect to public order (e.g., vandalism), personal safety (e.g., assaults and robbery), property crime (e.g., commercial/residential break-ins), and traffic congestion.

☞ **Description**

Since 1992, the city of Newcastle (approx. population 200,000) has used closed circuit television cameras (CCTV) to help address crime and disorder problems. This addresses the situational factors which either promote, or fail to deter, the commission of antisocial and/or criminal behavior in public areas. The major benefits of using the camera system includes:

- Discrete surveillance of troublesome areas or incidents;
- Coordination of more rapid and targeted responses made possible by direct radio communication between the civilian monitoring staff and street-level officers; and
- The capacity to produce hard copies (e.g., photos) and record the video surveillance for use in court or to identify potential witnesses.

☞ **Impact**

Crime data for the 26 months before the cameras became fully operational in March 1993 and the 15 months after this date revealed the following average monthly reductions in crime:

- Burglary 56%, thefts from motor vehicles 50%, thefts of motor vehicles 47%, and incidents of criminal damage 34%; and
- Crime was reduced overall by 19.2% in Newcastle over the study period, with little or no evidence of the displacement of crime into

surrounding areas.

Key Partners and Additional Funding

- Local crime prevention partnerships were developed between the police, local government and the private sector; and
- Initial funding for the CCTV system came from the City Centre Partnership Security Initiative (Department of the Environment grant and local private sector funds), and the Northumbria Police Authority.

☞ **Further Lessons**

Although nearly half of all city councils in England and Wales have CCTV systems, there is a need to be cautious about changing the physical environment in city centers to provide clear line of site for the cameras as this may create a situation which reduces the quality of life and keeps citizens away from the downtown core.

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CAR THEFT (NEW SOUTH WALES, AUSTRALIA)

⇒ **Challenge**

The number of motor vehicle thefts in the state of New South Wales had reached an unacceptably high level of nearly 6,000 per month in the early 1990's.

⇒ **Description**

Beginning in 1991, a problem-oriented policing strategy was employed in New South Wales (approx. population 6 million). A systematic analysis of the problem revealed that the motives for motor vehicle theft included: insurance fraud; using cars for spare parts; transportation for criminal, recreational, or general purposes; and "re-birthing" (e.g., cars resold as though they were another vehicle). This initiative enlisted support from:

- The media to educate citizens about the program and practical countermeasures (e.g., steering wheel locks);
- Automobile manufacturers to introduce measures to enhance vehicle security (e.g., component part labelling), repair shops to verify the legitimacy of spare parts, and insurers to report suspected frauds; and
- Local governments and developers to design more secure parking facilities, and the Road Traffic Authority to develop a register of wrecked and "written off" vehicles to enable detection of "re-birthing" incidents.

⇒ **Impact**

- 25% reduction in reported motor vehicle theft achieved by the program between July 1991 and June 1992 which produced an estimated savings of \$50 million in Australian funds (\$39.5 million U.S.).

⇒ **Key Partners and Additional Funding**

- The Premier of New South Wales mobilized the Police Service, who subsequently involved motorists, insurance companies, automobile manufacturers, and repair shops; and
- No additional funding was required - a re-allocation of police funds was sufficient to cover the costs of the initiative.

⇒ **Further Lessons**

This program demonstrates that proactive, problem-oriented policing methods can achieve results far beyond the capacity of traditional reactive police methods.

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CAUTIONING AT-RISK YOUTH (WAGGA WAGGA, NEW SOUTH WALES, AUSTRALIA)

☞ **Challenge**

Police officials in Wagga Wagga were increasingly concerned that traditional responses were not ensuring young offenders understood the effects of their behavior, and victims were neither being recognized by the justice system nor were they being compensated for their suffering.

☞ **Description**

In 1991, a juvenile offender conference cautioning program was introduced in Wagga Wagga (approx. population 56,000). Based on the principles of restorative justice pioneered in New Zealand, police officers participating in the program referred appropriate youths to conferences geared towards resolving specific problematic events and serving community interests by providing:

- Mediation between victims and offenders, and negotiation/consensual decision-making by enforcement officials, victims, offenders, and concerned family members in developing an appropriate resolution to particular problems;
- A coordinator who guides participants through the process of listening to the stories of each of the participants, and directs discussion so that offenders acknowledge the effects of their behavior and victims clearly establish the harm they have suffered; and
- The opportunity for conference participants to indicate the outcome they would like to see, and, if a consensual decision is reached, the coordinator closes the conference by formalizing the agreement and deciding upon follow-up measures to ensure adherence to the agreement.

☞ **Impact**

- 74% drop in the number of reported offenses committed by juveniles (444 in 1989-1990 vs. 115 in 1991-1992).

These reductions have not been confirmed by independent scientific evidence.

☞ **Key Partners and Additional Funding**

- Police, victims, offenders, concerned family members, conference coordinators, and social service agencies.

☞ **Further Lessons**

Numbers of juvenile offenders who received cautions rose to 72% of 133 offenders in 1991-1992 compared with 23% of 98 offenders in 1989-1990, and there was an 84% decrease in the number of juveniles charged and placed before a court (327 in 1989-1990 vs. 53 in 1991-1992). The average rate of victim participation in cautioning conferences is 95%, and victim satisfaction is very high.

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DOMESTIC VIOLENCE (WEST YORKSHIRE, ENGLAND AND WALES)

⇒ **Challenge**

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

⇒ **Description**

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

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

police watch increased, a third official warning issued and stricter criminal measures undertaken.

⇒ **Impact**

- 83% of offenders (312 of 377) who entered level one did not require further intervention.
- 11% reduction in the proportion of level 3 entries (from 44 of 329 to 4 of 220 post-project from April-June 1997).

⇒ **Key Partners and Additional Funding**

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

⇒ **Further Lessons**

- Graded response is a proactive approach because the risk of victimization escalates with each incident. Thus, policing efforts are focused where the need is greatest and it is most likely to be effective.
- While intervention by the criminal justice system can be sufficient to reduce repeat incidents, some offenders require intervention from other agencies, such as the mental health sector.

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DOMESTIC VIOLENCE: POLICE AND SOCIAL WORKERS (LONDON, ONTARIO, CANADA)

☞ **Challenge**

While police officers can restore calm and enforce the law in cases of family violence, they cannot provide lasting solutions to such problems. Social service agencies can promote lasting solutions to family violence, but only if the case is referred to them and if the particular family wants help.

☞ **Description**

The Family Consultant Service has been a specialized part of the police service in London (approx. population 382,000) since 1973. The objective of this service was to provide mental health personnel to support police efforts to resolve family crises and domestic disputes on a 24 hour basis. The support offered by Family Consultants included:

- Providing immediate assessment and intervention in crisis situations, offering information and referrals, and preventing serious social and/or emotional dysfunction through early detection and intervention;
- Increasing public awareness of the social role of the police force, and offering police officers in-service and field training in effective crisis intervention strategies; and
- Promoting enhanced cooperation between mental health services and law enforcement professionals.

☞ **Impact**

A 1979-80 comparison between 31 families

who received the police/Family Consultant intervention in 1976-77 and 32 families who received police intervention only in 1976-77, revealed that:

- Participating families showed significant improvements in their adjustment and functioning (e.g., fewer problems with their children and fewer family disputes), and less reported physical and verbal violence;
- Juveniles of participating families showed dramatic decreases in delinquency and emotional problems; and
- There has been a consistent generalized decrease in the number of repeat calls and police visits to London families in crisis since the inception of the program.

☞ **Key Partners and Additional Funding**

- Police and social workers;
- This specialized civilian branch of the force is solely funded at the municipal level, although research funds were provided by the Solicitor General of Canada.

☞ **Further Lessons**

- Research has shown that 91% of London police officers used the service and 97% indicated that the Family Consultants were available when required. The importance of police use of the Family Consultant service is underlined by interview data from abused women which has shown a strong relationship between repeat calls for police service by

families and an increasing likelihood of family violence.

- In 1993, this model was replicated in Islington, England, achieving a response within 24 hours in 90% of cases. Effective inter-agency links were developed and repeat calls from the same individual were reduced. While 22% of victims made repeat calls over a six month pre-project period, only 33% made repeat calls during the three year pilot, suggesting that project interventions are more likely to lead to a resolution, rather than a temporary respite.

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GRAFFITI: PUBLIC INFORMATION AND RESPONSIBILITY (LAVAL, CANADA)

⇒ **Challenge**

Graffiti are a growing problem in Laval (approximate population: 350,000) and the costs of consequent damages are estimated at approximately \$58,000 Can. (\$39,470 US)

⇒ **Description**

The Laval Police Service has initiated various actions to clean graffiti and identify authors:

- A study to identify authors and their motivations revealed that they are generally boys between 11 and 18 from all social classes. Graffiti are a way to seek recognition, to express in a rebellious mode and to defy authority;
- A public information and communication action (schools, public institutions, shops) is attempting to encourage reporting to police;
- Diversion and alternative sentences encourage cleaning of the damages by youth;
- Improved police surveillance;
- Residents and other members of the affected community are also cleaning the buildings (private shops, municipal services, public transportation system...).

HOT SPOTS: ANALYSIS AND PROBLEM SOLVING (EDMONTON, ALBERTA, CANADA)

⇒ **Challenge**

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

⇒ **Results**

- 55% reduction in number of graffiti in areas which have been cleaned (4055 graffiti in January 1997 compared to 1,825 in October 1997);
- In the same period, an 87% reduction of the number of buses to be cleaned daily (from 15 to 2).

⇒ **Key Partners and Additional Funding**

⇒ Among the key partners are the Laval Police Service, the School Board, schools, Youth Centers, merchants, Laval residents, the Public Transport System and the Department of Public Security.

- The Public Safety Department contributed \$26,000 Can (\$17,700 U.S.) to the project and the private sector contributed \$6,000 (\$4,080 U.S.).

⇒ **Further Lessons**

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effectiveness of police services.

⇒ **Description**

In 1988, the police service began to introduce a series of problem-oriented strategies to address crime problems in Edmonton (approx. population 840,000). Constables continued to respond to calls for service, but they also engaged in proactive police work involving citizens in the identification of local problems and enlisting their support in preventing crime and

creating a better community.

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

⇒ **Impact**

- 41% drop in the total number of criminal offenses (from 121,278 incidents in 1991 to 71,595 in 1995) which was the largest reduction of any major Canadian city; and
- 31% decrease in violent crime between 1991 and 1995.

These reductions have not been confirmed by independent scientific evidence

⇒ **Key Partners and Additional Funding**

- Edmonton Police Service, social service agencies, volunteers, and community residents; and
- The total operating budget for the police service increased by only 8% from \$95,942 (\$68, 530 U.S.) in

1991 to \$103,641 (\$74,029 U.S.) in 1996.

⇒ **Further Lessons**

It has been estimated that the implementation of community-based policing in Edmonton saved the police service from the necessity of creating an additional 112 positions, and an increase of \$18.6 million (\$13.3 million U.S.) in operating and capital budgets. Additionally, there was a 60% drop in insurance claims for thefts (from 2,948 in 1990 to 1,194 in 1994) and a 38% decrease in such claims for residential burglaries (from 4,858 in 1990 to 2,994 in 1994).

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POLICING A PROBLEM HOUSING ESTATE

(MEADOW WELL ESTATE OF NEWCASTLE ON TYNE, ENGLAND AND WALES)

⇒ **Challenge**

As one of the poor inner city/outer housing estates which experience the highest crime rates in England and Wales, the Meadow Well Estate rose to prominence following serious public riots in September 1991. The riots were thought to have primarily resulted from deteriorated police/public relations.

⇒ **Description**

In 1991, a dedicated Community Policing Unit of 13 officers was assigned to the Meadow Well Estate northeast of the city of Newcastle (approx. population 200,000). In adopting a problem-oriented approach, the unit aimed to prevent future public riots and crime by:

- Identifying problems on the estate through proactive, frequent, and non-confrontational contact and communication with neighborhood residents of all ages;
- Reducing crime through the identification and targeting of offenders and offenses, and the vigorous investigation and prosecution of offenses;
- Providing intensive and directed uniformed patrols in the most troublesome areas; and
- Improving the quality of life for residents by reducing the fear of crime and disorder, enhancing public confidence in the police, and improving police/public relations.

⇒ **Impact**

- 48% reduction in burglaries (from 423 incidents in 1991 to 221 in 1994);
- 27% drop in incidents of criminal damage (from 224 in 1991 to 164 in 1994); and
- 13% decrease in thefts of vehicles

(from 89 incidents in 1991 to 77 in 1994).

⇒ **Key Partners and Additional Funding**

- The Newcastle Community Policing Unit and Meadow Well Estate residents; and
- Funding for this initiative was derived primarily from the existing budget of the Community Policing Unit, and additional resources were provided by the Department of the Environment.

⇒ **Further Lessons**

The community-based and problem-oriented policing strategy employed on the Meadow Well Estate not only substantially reduced crime, but also reversed extremely negative resident views about the police to the point where residents perceived the police as being prepared to meet neighborhood needs and to work with residents to reduce crime.

Selected Sources

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REPEAT RACIAL VICTIMIZATION (LONDON, ENGLAND AND WALES)

☞ **Challenge**

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

☞ **Description**

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

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

interpreting services.

☞ **Impact**

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

☞ **Key Partners and Additional Funding**

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

☞ **Further Lessons**

- Inter-agency animosity, negative statutory agency /victim relations, and the failure of agencies to acknowledge the extent of victimization are key impediments to tackling repeat racial victimization.
- A sharp rise in post-project incidents resulted from the termination of the revictimisation prevention worker, safety action plans, issuance of personal alarms, and language and streetwise classes.

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REPEAT RESIDENTIAL BURGLARY (THE KIRKHOLT ESTATE OF ROCHDALE, ENGLAND AND WALES)

⇒ **Challenge**

In 1985, it was discovered that 25% of homes on the Kirkholt estate had been burgled; a rate which was more than double that of all the high-risk areas identified in the 1984 British Crime Survey.

⇒ **Description**

Beginning in 1986, a project team - which included members of the probation service, police, municipal government, and Manchester University - undertook to develop an accurate diagnosis of the nature and causes of burglary problems on the Kirkholt housing estate of Rochdale (approx. population 97,000).

Police statistics as well as interviews with local offenders, burglary victims, and neighbours of victims revealed that the chance of a repeat burglary was four times that of a first burglary, and that the greatest risk of repeat victimization was within six weeks of the first incident. The following remedial measures were introduced:

- Target hardening by upgrading home security with improved locks and bolts on vulnerable points of entry, and marking valuable property;
- A "cocoon" neighborhood watch program in which six or more residents surrounding a victimized dwelling were asked to participate by

watching and reporting anything suspicious to prevent repeat victimizations;

- A group work program led by the local Probation Service which aimed to remedy offender behavior and their social problems such as drug and alcohol abuse, and unemployment and debt; and
- Target removal through the replacement of coin-operated electric and gas meters (a key focus for burglars) with the use of tokens and other payment schemes.
- A monitoring and evaluation system was also implemented and an information coordinator was appointed to receive and computerize incoming information.

⇒ **Impact**

- 58% decrease in burglaries in one year (from 526 in 1986/87 to 223 in 1987/88);
- 80.5% drop in repeat victimizations (from 41 households between September 1986 and March 1987 to 8 households between March and September 1987); and
- 75% reduction in burglaries over four years (from 526 in 1986/87 to 132 in 1989/90).

⇒ **Key Partners and Additional Funding**

- Greater Manchester Police and Probation services, Kirkholt local authority and its residents, electric

- service boards, and the Home Office Crime Prevention Unit, and Manchester University; and
- Funding was provided by the Research and Development Section of the Home Office Crime Prevention Unit.

⇒ **Further Lessons**

- The program produced a 504% return on investment (1985/86 - 1989/90) with over £1.5 million (\$2.5 million U.S.) in conservatively estimated savings to police, probation, and property owners compared with the £298,398 (\$497,330 U.S.) costs of implementing the program including salaries, and security upgrading.
- The Kirkholt model was replicated at several sites in Montréal (Québec) Canada in 1994, and a 41% reduction in burglaries was achieved in the St. Henri area (from 302 incidents in 1994 to 177 in 1995).

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**REPEAT VICTIMIZATION
PERFORMANCE INDICATORS
(ENGLAND AND WALES)**

⇒ **Challenge**

Analyses from the British Crime Survey show that 4% of victims account for 38-44% of all reported crime. Patterns of repeat victimization (RV) have been found for a wide range of offenses including residential and commercial burglary, car crime, armed robbery, domestic violence, racial attacks, bullying, assaults, and criminal damage.

Tackling crime problems by focusing on RV

offers a targeted and effective method for reducing crime. A number of pilot projects have shown that RV-focused initiatives offer targeted and effective methods for reducing crime. National implementation of a program to focus prevention efforts on RV holds considerable potential to significantly reduce crime and citizen insecurity.

⇒ **Description**

A substantial program of research and development in England and Wales (approx. population 51.6 million) has shown the potential for reducing crime by targeting preventive efforts on victims. Repeat Victimization shows us where to focus

resources (e.g., risk of victimization is heightened for first-time victims and especially for repeat victims), and when to intervene (e.g., incidents of repeat victimization occur quickly after an initial incident and then the heightened risk period declines quickly over time). Steps taken toward a national strategy on collaborative local efforts against RV include:

- A series of national conferences to diffuse RV ideas to senior police officers and other relevant agencies;
- Home Office creation of a Repeat Victimization Task Force to encourage and support implementation of working projects;
- Introduction of a national Key Performance Indicator associated with the Home Secretary's Key Objectives for policing which has resulted in each police force now having a strategy to tackle repeat victimization; and
- Ongoing research and development, including efforts to extend the range of offenses tackled.

⇒ **Impact**

A national evaluation of the impact of this initiative has not yet been conducted.

⇒ **Key Partners and Additional Funding**

- The Home Office, Police Forces, Metropolitan Councils, victim support agencies, and citizens working to prevent repeat victimizations, and the Repeat Victimization Task Force; and
- Additional funding for repeat victimization prevention projects has been provided by the Home Office and Metropolitan Councils, and police and citizens who have contributed both human and financial resources.

⇒ **Further Lessons**

Programs focused on RV offer a strategic method for effectively reducing crime by

focusing local efforts on at-risk places and individuals. Insights from the experiences in England and Wales should prove useful in replicating effective RV programs in other jurisdictions as many countries face similar repeat victimization problems.

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**REPEAT VICTIMIZATION AND
CRIME MAPPING
(MERSEYSIDE, ENGLAND AND
WALES)**

☞ **Challenge**

A high crime rate - which included 146,375 reported incidents of crime in 1993 and 20,516 burglaries in 1995 - generated mounting insecurity among Merseyside residents.

☞ **Description**

In 1994, an initiative was undertaken in Merseyside (approx. population 1.5 million) to tackle repeat victimizations. The police developed a system of mapping where crimes occurred and this information was used to mobilize schools, housing authorities, and social service agencies to reduce the physical opportunities for crime, and to alleviate the social, economic and environmental causes of crime by:

- Enhancing the security of domestic dwellings (e.g., locks, lighting, and alarms), improving safety in high-crime neighborhoods and on public transportation, and the creation of a fund to reduce the vulnerability of public buildings and car parks as sites for criminal behavior (e.g., with improved lighting);
- Tackling domestic violence, creating alternatives to drug use, providing detached youth workers to offer positive alternatives to young people in high crime areas (e.g., with sport and cultural activities), job training workshops for offenders, and a grants program for small businesses; and
- Monitoring and evaluation to ensure the sound implementation of programs and accurate assessment of their achievements in reducing and preventing crime and antisocial behavior.

☞ **Impact**

- Although a comprehensive evaluation of this initiative has not yet been completed, a recent evaluation of the Youth Action Programme - offering positive sport and recreational activities to young people in high crime areas - revealed a 20% reduction in calls for police service in some areas.

These reductions have not been confirmed by independent scientific evidence.

☞ **Key Partners and Additional Funding**

- Various local Merseyside authorities, including the police, probation service, travel service, the Racial Equality Council, and voluntary and community organizations in the private sector; and
- Funding is derived from £4.6 million (\$7.7 million U.S.) provided by the Home Office's single regeneration budget for the period 1995-2001, and a recently announced additional £5.5 million (\$9.2 million U.S.) for the period 1997-2004.

☞ **Further Lessons**

The mapping of crime provides an important way of involving various agencies in cooperatively addressing the causes of crime.

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RESIDENTIAL BURGLARY AND THE ELDERLY (NOTTINGHAMSHIRE, ENGLAND AND WALES)

☞ **Challenge**

Home Office research has shown that a burgled house is four times as likely to be burgled again, and that 50% of repeats occur within seven days of the first burglary. Single and low-income elderly persons are particularly vulnerable to burglary incidents, and they often lack the resources to prevent initial or repeat victimizations.

☞ **Description**

In 1993, the Security and Advice for the Elderly (SAFE) project was created in Nottinghamshire (approx. population 273,000) to provide low-income elderly burglary victims with the opportunity to have the physical protection of their homes reinforced free of charge. Devised by the Community Affairs Department of the local police, this project aims to prevent the traumatic experience of a second burglary incident by providing:

- A project coordinator employed by the police to meet the victims immediately after a burglary and offer them assistance under the program; and
- If the victims accept, a police carpenter who performs a security audit on the victimized dwelling, repairs the damage done by the intruders, installs reinforced protection (e.g., stronger locks), and gives victims advice on precautionary measures to take to avoid being burgled.

☞ **Impact**

- Over a 93% decrease in repeat residential burglaries among the 1,000 homes provided with upgraded security and protection

between 1993 and 1994 (4 repeat incidents compared with an estimated 60 which would have otherwise occurred); and

- 21 homes protected under the program withstood an attempted repeat burglary.

These reductions have not been confirmed by independent scientific evidence.

☞ **Key Partners and Additional Funding**

- The Community Affairs Department of the local police mobilized local authorities, representatives from Trent University of Nottingham, social workers, victim support groups, and private individuals; and
- The program is financed by local authorities and private sponsors.

☞ **Further Lessons**

Selected Sources

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***SPECIFIC TARGET: ANALYSIS
AND PROBLEM-SOLVING
(NEWPORT NEWS, VIRGINIA, UNITED
STATES)***

⇒ **Challenge**

Crime rates rose rapidly from the 1960's to the 1980's in the U.S.A. during a period when police resources were increased and allocated to respond to "911" calls for service and investigations.

⇒ **Description**

In the mid-1980's in Newport News (approx. population 170,000), the Chief of Police appointed 12 officers to a task force charged with the responsibility of analyzing the nature and causes of the most pervasive crime problems reported to the police service. The problem-oriented strategy they employed to address the problems of burglary, thefts from vehicles, and personal robberies consisted of the following:

- Scanning and grouping individual related incidents and defining them as part of a pattern of problems;
- Analysis of information collected from a variety of public and private sources to identify the underlying nature of the problems, their causes, and possible solutions;
- Responses aimed at working with citizens, businesses, and public and private agencies to tailor a program of coordinated action suitable to the characteristics of the problem; and
- Assessment of the impact of the program.

⇒ **Impact**

- 35% reduction in household burglaries (from 104 in 1984 to 68 in 1986);
- 53% drop in thefts from automobiles (i.e., from an average of 59 incidents per month in April 1985 to 24 incidents per month in October 1986); and a
- 39% decrease in personal robberies.

⇒ **Key Partners and Additional Funding**

- The Newport News Police Department mobilized apartment managers, tenants, city agencies, the Shipyard security force, Shipyard workers, parking lot and bar owners, and the Alcoholic Beverage Control Board; and
- Funding was provided through a re-allocation of the existing human and financial resources of the Newport News Police Department.

⇒ **Further Lessons**

By better understanding specific local problems, and by using a number of different neighborhood resources, police services can increase the effectiveness of their operations.

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STREET ROBBERY AND INTELLIGENCE-LED POLICING (LONDON, ENGLAND AND WALES)

⇒ **Challenge**

In London (approx. population 7 million), street robberies doubled from 1984 to 1994 and increased a further 12.5% between 1993/94 and 1994/95 (from 28,000 to 32,000). A 1994 Metropolitan Police Service (MPS) survey revealed that, next to burglary, street robbery was the crime that Londoners feared most.

⇒ **Description**

In 1993, the MPS formed a Steering Group to prepare a corporate strategy for tackling street robbery. In 1995, the recommendations led to the initiation of Operation Eagle Eye, a proactive intelligence-led strategy in cooperation with the British Transport Police (BTP). The program incorporated improved investigations and resource concentration, and the following specific measures:

- Enhancing intelligence and proactivity through the deployment of robbery squads and divisional intelligence units, and the provision of overtime funding and technical/surveillance equipment; Improved investigations and identifications and enhanced quality of service to victims/witnesses (eg., automatic referrals to Victim Support, advising of investigation developments, pseudonym adoption);
- Establishing links with relevant community groups and local agencies and widened support among criminal justice actors; and
- Public education, diversion, target hardening and high profile policing aimed to prevent street robbery.

⇒ **Impact**

- 5% reduction in recorded street

robberies (from approx. 22,500 in 1994-95 to 21,375 in 1995-96). Non EE divisions recorded a 7% increase (from approx. 14,000 in 1994-95 to 14,980 in 1995-96).

- 13% reduction in snatch thefts and 2% decrease in robberies of personal property in 1995-96

⇒ **Key Partners and Additional Funding**

- Regional police departments, Home Office, and relevant community groups and local agencies; and
- Additional funding amounted to £4.8 million (\$7.69 million U.S.) for vehicles, technology and training (1996-97) and £17.1 million (\$27.41 million U.S.) in Division and area personnel (some of these resources would have been allocated to street robbery notwithstanding EE). The total MPS expenditure in 1996-97 exceeded £1.9 billion.

⇒ **Further Lessons**

- Despite initial decreases in recorded street robbery offenses and increased clearup rates, these gains began to wane in 1996. While this may be attributable to a relaxation of EE, it may also be evidence of street robbers' adaptability to changing policing strategies.

Selected Sources

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VANDALISM AND RESPONSIBILITY (THE NETHERLANDS)

⇒ **Challenge**

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

⇒ **Description**

In 1981, in consultation with judicial and police authorities, a HALT project was created in Rotterdam (approx. population 599,000) to reduce and prevent vandalism and its associated repair costs. Young people age 12-18 caught for the first or second time committing an act of vandalism were offered the opportunity to avoid a formal prosecution by participating in the HALT program which provides:

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

⇒ **Impact**

An evaluation of the HALT program in Rotterdam (approx. population 599,000), Eindhoven (approx. population 197,000),

and Dordrecht (approx. population 114,000) revealed that:

- 63% of youths participating in the program ceased or decreased their vandalism compared to 25% of a group of non-participating youths who only decreased their vandalism; and
- 83% of participating youths who had committed 11 or more acts of vandalism prior to involvement in the program had stopped or decreased their offending compared to 68% of youths who had committed 3-10 acts of vandalism, and 44% of youths who had committed no more than two acts of vandalism.

⇒ **Key Partners and Additional Funding**

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

⇒ **Further Lessons**

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

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GUIDES

GUIDELINES FOR POLICE-COMMUNITY PARTNERSHIPS

⇒ **Challenge**

Over the last 50 years, England's recorded crime figures have increased nearly tenfold. Research literature indicates that effective solutions will require more than an increase in traditional policing responses, yet crime prevention has been consistently under-stressed in police strategies.

⇒ **Description**

Issued in 1997, "Getting the Grease to Squeak" formed part of a series of crime prevention developments in England, including passage of the Crime and Disorder Bill, the Audit Commission study of crime prevention and community safety practice, and the HMIC thematic inspection on crime prevention. The report sets out guidelines for developing effective crime prevention strategies in local policing policy. Current practices and achievements are summarized, successes highlighted, and scope for further improvement examined. Specific strategies include:

- Developing police-agency partnerships by identifying obstacles to and guidelines for achieving viable multi-agency groups;
- Adopting problem-solving approaches to crime prevention through a four-stage model consisting of routine data scanning and analysis, strategy formulation, implementation, and monitoring and evaluation;
- Enhanced utilization of information in analysis of crime and related problems through improved collection, access, and sharing in addition to adequate computer hardware and software packages (e.g., GIS systems);
- Focusing on well-identified problems, formulating strategies based on knowledge of evaluated past practices and established principles, tailoring to local

conditions, proper implementation, monitoring and evaluation.

⇒ **Key Partners and Additional Funding**

Local police forces including Basic Command Unit (BCU) commanders, sector commanders, crime prevention officers, crime analysts, permanent beat officers, schools/juvenile liaison officers, uniformed patrols and their managers, some CID and crime management work; local authorities, health authorities, probation and other agencies.

⇒ **Further Lessons**

Some of the lessons learned from "Getting the Grease to Squeak" have been applied to police conduct of local safety audits in England.

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BUSINESS SECTOR

BARS AND ALCOHOL-RELATED VIOLENCE (GOLD COAST CITY, QUEENSLAND, AUSTRALIA)

⇒ **Challenge**

In Australia, the majority of assaults outside the home occur in or around licensed premises (e.g., bars).

⇒ **Description**

Beginning in 1993 in the "Surfers Paradise" area of Gold Coast City (approx. population 345,000), a multi-faceted neighborhood-based response was implemented to reduce alcohol-related violence and disorder in the major nightclub and entertainment areas. The initiative aimed to reduce the fear of victimization felt by patrons, tourists, and local businesses, and key elements of the program included:

- The creation of a Neighborhood Forum and Task Groups to clearly identify problems via a safety audit;
- The use of risk assessments and a Code of Practice designed by nightclub managers (with neighborhood input) to discourage binge drinking and to promote responsible house policies and patron care; and
- Improved enforcement regulation of licensed premises focused on preventing assaults and ensuring compliance with the Liquor Act.

⇒ **Impact**

- 52% drop in assaults from 1993-1994;
- A clear trend towards lower rates of drinking and drunkenness in 1994; and
- Strong evidence of a decline in violence and street offenses in security and police data.

⇒ **Key Partners and Additional Funding**

- Gold Coast City Council,

Queensland Department of Health, nightclub owners and managers, and enforcement officers; and

- Funding was provided by Gold Coast City Council.

⇒ **Further Lessons**

- Between 1993 and 1996 the overall drop in assaults for the Surfer's Paradise area was 15%. The decay in program effects following 1994 has been attributed to bar licensees ignoring the Code of Practice provisions to secure short-term profits along with inadequate enforcement of errant operators, and increased drug problems associated with "rave parties".
- The Surfer's Paradise Safety Action Project has been replicated in three North Queensland Cities — Cairns, Townsville, and Mackay — and each of the cities recorded a 75% drop in assaults in targeted areas between 1994 and 1996.

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COMMERCIAL ROBBERY (THE NETHERLANDS)

⇒ **Challenge**

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

⇒ **Description**

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

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

⇒ **Impact**

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

⇒ **Key Partners and Additional Funding**

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

⇒ **Further Lessons**

A combined effort by businesses, police agencies, banks and local government using law enforcement, situational prevention, and offender-oriented prevention techniques can effectively reduce the number of commercial robberies.

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COMMERCIAL ROBBERY AND ENVIRONMENTAL DESIGN (UNITED STATES)

⇒ **Challenge**

In the United States, convenience store robberies increased by 28% between 1985 and 1989 (from 28,464 to 36,434 incidents).

⇒ **Description**

Research has demonstrated a clear link between convenience store vulnerability to robbery and environmental influences which do not adequately deter such offenses. Collaboration between police departments, municipal councils and the convenience store industry resulted in the introduction of a variety of voluntary and legislated (state laws and city ordinances) preventive strategies, including the following key measures:

- Improving employee and natural surveillance by having two or more clerks on duty, improving lighting, and removing window obstructions so that passers-by may see into stores;
- Target removal through good cash handling techniques (e.g., limiting the amount of cash in the register, posting signs indicating limited cash, and using time release or drop safes);
- Upgrading access control through the use of fences and walls to slow the escape of robbers, and removal of obstacles which robbers could hide behind; and
- Enhancing formal surveillance through the use of alarm and video camera systems, and encouraging police visits to stores.

⇒ **Impact**

Evaluations of the impact of introducing environmental prevention strategies in the

state of Florida revealed that convenience store robberies had been reduced by:

- 81% in Gainesville (from 97 to 18 incidents) between 1986 and 1990; and
- 51% in Jacksonville (from 863 to 422 incidents) between 1987 and 1990.

⇒ **Key Partners and Additional Funding**

Police departments, state and municipal legislators, and the convenience store industry and its employees.

⇒ **Further Lessons**

Preventing crime through environmental design provides an effective strategy to reduce convenience store robberies, protect employees and customers, and improve public relations.

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CREDIT CARD FRAUD (ENGLAND AND WALES)

☞ **Challenge**

Between 1988 and 1990, the cost of cheque and credit card fraud rose dramatically, from £ 69.3 million (\$113 million U.S.) to £150.3 million (\$244 million U.S.). Plastic card fraud causes losses to card-holders, issuers and retailers, injures public perceptions of the integrity of the system and reduces the acceptability of automated banking systems.

☞ **Description**

In 1991, the Home Office commissioned a review on how to reduce the incidence of credit card and chequing fraud. As a result of its findings, a series of recommendations were made which were adopted by the credit and cheque card industry. These initiatives focused on cost effectiveness and increased cooperation among card issuers, merchant acquirers and retailers. Specific anti-fraud measures include:

- Card Issuance: reducing fraudulent applications through identity checking and matching with known previous frauds, and secure card delivery to identified high risk areas;
- Card Production/Distribution: Improved physical security devices (e.g., laser engraved photos/signatures) to dissuade counterfeiting;
- Retail Card-Use: Lowering the maximum allowed without authorization, introducing electronic authorization/'hot card' files to

transmit lost and stolen card data to retailers; and monitoring customer transaction patterns to identify fraudulent use before cards are reported stolen;

- Policing: increased fraud intelligence and public-private policing cooperation to attain international prosecutions of counterfeiters.

☞ **Impact**

- 41% decrease in plastic fraud losses (from £165.6 million to £ 97.1 million, or \$266.6 million US to \$156.3 million US) between 1991 and 1996.
- Decrease from 0.38% to 0.09% in the ratio of fraud to turnover on sales of goods.
- A total savings of £748.6 million (or \$ 1,205.1 million US) over the five year period.

☞ **Key Partners and Additional Funding**

Major card issuers, merchant acquirers, retailers, card holders, police.

☞ **Further Lessons**

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DELINQUENCY IN A SHOPPING CENTER **(TORONTO, ONTARIO, CANADA)**

☞ **Challenge**

During the first two weeks of October 1991, employees and shoppers at Dufferin Mall suffered the experience of two armed robberies, an attempted rape, an incident of murder, and associated insecurity. Drug trafficking was considered to be associated with much of the crime and disorder problems.

☞ **Description**

In April of 1992, the management of Dufferin Mall introduced a new program to work with local partners and the Dufferin community (approx. population 196,000) in developing creative solutions to delinquency and insecurity problems. With the aim of creating a sense of community ownership and promoting self-policing of the mall, the program employed the following key elements:

- Environmental Design: altering the mall layout to discourage youth from congregating in large numbers (e.g., turning long rows of benches in the Food Court into seating arranged for groups of four only);
- Security and Policing: beginning with a zero tolerance policy and then promoting behavioral change and self-policing;
- Youth Programs: creation of the Dufferin Mall Youth Services (DMYS) involving 11 social service agencies

to offer storefront counselling and community support services to youth aged 12-24 and their families, and offering cultural and sporting activities targeted to at-risk youth; and

- "We Are Your Community" Marketing Program: to let the community know that Dufferin Mall had once again become a safe place to be, and overcome fear and insecurity among visitors.

☞ **Impact**

- 35% drop in the total number of offenses (from 1,213 in 1991 to 794 in 1996).

These reductions have not been confirmed by independent scientific evidence.

☞ **Key Partners and Additional Funding**

- Dufferin Mall administration and security staff, City of Toronto Department of Parks and Recreation, Department of Health, Department of Public Works and the Environment, Metropolitan Toronto Police, 31 social service agencies, and various other partners; and
- Each program is self-sufficient - relying on small grants provided to several initiatives by the management of Dufferin Mall.

☞ **Further Lessons**

The management of Dufferin Mall estimated that shoplifting decreased by \$4 million

(\$2.9 million U.S.) between 1991 and 1995. Elements of this program have been replicated at Square One in Mississauga, Place d'Orleans in Ottawa, and Stoneroad Mall in Guelph.

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DRUGS AND NIGHT CLUBS (ENGLAND AND WALES)

⇒ Challenge

A 1997 survey in London revealed that 90% of people arriving at dance venues – large warehouses, night-clubs, pubs or bars – had taken or planned to take an illegal drug that particular evening. This is twice the level of drug use for 16-29 year olds revealed by the 1996 British Crime Survey. The concentration of young people at dance venues makes them attractive and potentially highly profitable sites for drug dealers.

⇒ Description

In the mid-1980's, England and Wales (approx. population 51.6 million) experienced the emergence of a youth culture "dance drug" scene (e.g., raves, etc.). Dance venues were recognized as a prime site for the consumption and distribution of illicit drugs (e.g., ecstasy, amphetamines, cannabis, and LSD). The Home Office produced the following guidelines for an integrated approach to tackle such drug misuse:

- **Police Operations:** should integrate intelligence with operational practice aimed at identifying key players in providing drugs as well as links between door supervision

(e.g., bouncer services) and dealing, and awareness of floor dealing methods;

- **Agency Liaison:** involving local registration programs for door supervision providers, multi-agency venue regulation (police and local authority departments), liaison between the police and venues, and training relating to evidence requirements and arrest procedures; and
- **Venue Measures:** including the use of registered door supervisors and split teams (local and external members), management stance against drug dealing and appropriate management training, thorough searches upon entry and active patrolling of premises, and citizen's arrests with drug seizures returned to the police (large seizures, more than for personal use, resulting in prosecution).

⇒ Impact

Though the impact of such measures on reducing drug use has not yet been assessed, one major dance club in London (for the period June, 1995 through November 1996) achieved the following operational results:

- Seizure of over 761 ecstasy drug tablets, 1 bag of white powder and

7 bags of suspected cannabis. A total of 67 arrests were effected, and of those 8 were trafficking in pairs and 2 were participating in "teams" consisting of two or more organized dealers.

⇒ **Key Partners and Additional Funding**

- Police (operations and intelligence), local authority agencies (health, liquor licensing), dance venue management, door supervision companies, and the Home Office; and
- No additional funding was provided.

⇒ **Further Lessons**

- Organized crime infiltration of security firms providing door supervision, combined with subsequent intimidation of legitimate firms, underscores the need for further integration of enhanced intelligence, police investigation, and local action by police and door supervisors.

- The government of the United Kingdom is consulting on how the private security industry might be regulated to (among other issues) better protect young people from drug misuse in dance venues.

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IMPAIRED DRIVING AND SERVER INTERVENTION (CANADA)

⇒ **Challenge**

In Canada, three times as many lives are lost to impaired driving as to murder, and licensed establishments have been successfully sued for millions of dollars in cases where intoxicated patrons have driven while impaired and caused harm to themselves or others.

⇒ **Description**

In 1986, the Addiction Research Foundation introduced an extensive server intervention program (SIP) to prevent drinking and driving and other alcohol-related problems in licensed establishments in Canada

(approx. population 29.9 million). The program consists of a half-day workshop for servers and a longer session for owners and managers, with specific topics including:

- Alcohol, the law, civil liabilities, the effects of alcohol and the factors which influence impairment;
- How to prevent intoxication by recognizing it, diplomatically ceasing alcohol service, and managing intoxicated patrons, including safe transportation strategies; and
- Owners and managers receive more detailed examinations of many issues focused on the development of house policies aimed at preventing problems in their establishments.

⇒ **Impact**

A 1988 evaluation of the impact of the program - using professional actors posing as patrons engaging in risky drinking behavior - conducted in eight taverns (four of which had received SIP staff training) in Thunder Bay, Ontario (population 113,000) revealed that:

- Participants in the program had improved their knowledge and attitudes about the importance of server training by more than 25%; and
- Participants were observed to be much more likely to intervene to prevent intoxication and to properly manage underage or intoxicated patrons.

⇒ **Key Partners and Additional Funding**

- The Addiction Research Foundation of Ontario, owners, managers, and servers in participating licensed establishments, and various hospitality organizations; and
- Addiction Research Foundation provides the program manuals and materials, trains delivery service organizations, and conducts periodic inspections of delivery organizations. The training itself is provided by the hospitality industry, community colleges, and private educational specialists.

⇒ **Further Lessons**

Between 1986 and 1995, the SIP program was used to train 78,000 managers and staff of licensed establishments in responsible alcohol serving practices.

In 1995, the SIP program was replaced by the "Smart Serve" program delivered by the Hospitality Industry Training Organization of Ontario (HITOO). Smart Serve was developed in consultation with ARF, the Liquor Licence Board of Ontario, the Insurance Board of Canada, as well as industry representatives.

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VIOLENCE AND THE MEDIA (CANADA)

⇒ **Challenge**

Reducing the effects of media violence - particularly among young people at-risk - is important as studies indicate that vulnerable groups are more likely to imitate what they

watch on television and to engage in violent offenses in the future.

⇒ **Description**

Launched in 1993, the federal Media Violence Strategy called upon broadcasters and viewers to work together to regulate access to, and the impact of, media depictions of violence in Canada (approx.

population 29.9 million). This collaborative strategy aims to:

- Reduce media portrayals of violence via regulatory and self-regulatory measures (e.g., the Canadian Association of Broadcasters voluntary code of ethics);
- Use the media as a positive force to change permissive attitudes and behavior over the long-term by reducing public tolerance of aggressive, racist and sexist behavior, and violent programming; and
- Support viewer control through innovation measures such as the implementation of "V-Chip" technology which allows parents to program their televisions to block-out programming which they feel are inappropriate for their children.

⇒ **Impact**

An evaluation of this initiative has yet to be conducted.

⇒ **Key Partners and Additional Funding**

- The Canadian Radio-Television and Telecommunications Commission, Department of Canadian Heritage, Justice Canada, Royal Canadian Mounted Police, National Defense, Human Resources Development Canada, Health Canada, Canadian Association of Broadcasters, Media Awareness Network, Media Watch Canada, Concerned Children's Advertisers, and the Alliance for Children and Television.

⇒ **Further Lessons**

A long-term strategy will require the support of all sectors of government (municipal, provincial or state, federal, as well as international cooperation) and of the media both domestically and internationally. Both South Africa and Sweden have promoted non-violent television programming and indicators suggest that such programming contributed to lower amounts of violence among viewers.

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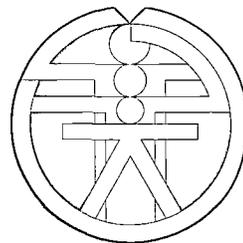
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