

***Prevention connects!
The Twinning-light Project ‘Strengthening Capacities of the
Ministry of Interior for Crime Prevention***

Frank Buchheit

From: Marc Coester and Erich Marks (Eds.):
International Perspectives of Crime Prevention 7
Contributions from the 8th Annual International Forum 2014
within the German Congress on Crime Prevention
Forum Verlag Godesberg GmbH 2015

978-3-942865-38-8 (Printausgabe)

978-3-942865-39-5 (eBook)

Frank Buchheit, Ruža Karlović

Prevention connects! The Twinning-light Project ‘Strengthening Capacities of the Ministry of Interior for Crime Prevention’ (Croatia – Baden-Württemberg)

This contribution to the miscellany elucidates the Twinning-light project IPA 2008 which was a cooperation of the Police of the German state Baden-Württemberg and Croatia during a nine-month period in 2012/2013. The article¹ follows the presentation at the 8th International Forum on the 19. German Congress on Crime Prevention but reflects also some later developments – because the cooperation between Croatia and Baden-Württemberg in the field of Crime Prevention continues.

The purpose of the project was (just) to strengthen the capacities of the Ministry of Interior for Crime Prevention. But the purpose is broader than its goals. From the Croatian point of view it was e.g. a big success to implement a large amount of recommendations made by the mixed team of German prevention experts and their Croatian colleagues. Furthermore the development of a Crime Prevention manual was a big step forward, as was the update of the Crime Prevention curriculum for police development and education. Finally changes into the education of police officers at all levels were proposed. But Crime Prevention isn't only a police issue. The claim „Prevention connects“ was chosen because prevention improves the quality of life for each individual within the community and it links formal and informal mechanisms of social control. Prevention also connects all levels of the community and fosters its continual evaluation and improvement.

First we would like to introduce the two partners with their structures and recent changes in policing general and police (crime) prevention in particular, then present the components of the project – some only at a glance, some a little broader – and then draw a conclusion on the outcomes of the project.

The first partner: Croatia

It should be stated what Crime Prevention means from a police aspect. In Croatia there is no national strategy for Crime Prevention. There are national strategies and programs in which the Ministry of the Interior participates as the leader or sub-leader in the implementation of measures and activities, based on which the Prevention Department within the General Police Directorate has been undertaking prevention activities. Namely, there is a National strategy for protection against domestic violence, National Road Safety Program, the National Roma inclusion strategy, National Strategy for the Prevention of Drug Abuse etc.

¹ The Authors would like to thank Christiane Honer for her support on the preparation of this written version.

As Croatia had a major transition of the political system it is important to prehend a brief overview of the development of modern Croatian police. The most important moment of democratisation within the Croatian police was the passing of the Law on Police in 2000. It made the Croatian police forces step out of the old political regime into a new, democratic one. Another important event came to practice in 2003. The beginning of a formal development within this system began by implementing the community policing approach.

In 2004 community police officers were introduced to police organisations, to be more precise there were added two positions to the police work force i.e. the “community police officer” and “police officer for prevention”. This affected the way and methodology of work within the territorial sector. In 2009 a Law on Police Duties and Powers has come into force. This law, in addition to the Law on Police and the Croatian constitution, became the basic legal framework for preventive policing.

In 2011 a new Law on Police came to force and has significantly enforced the democratisation within the police in the direction of transparent police career development and introductions of new competition for employing officers to executive positions via public tender.

The history of Croatian Crime Prevention as a symbol for the democratisation process is linked with Baden-Württemberg for a long time. This ranges from the top-management level with the mixed Croatian-Baden-Württemberg government committee to pragmatic solutions on a regional level in Croatia. The Twinning-light project also included the work of prevention information centers. The German partners in the project had equipped centers for Crime Prevention in: Zagreb, Varaždin, Bjelovar and Karlovac and were involved in the opening of centers in the recent years. In the meantime two more Informative Preventive Centers were opened in Osijek last year and Rijeka this year. They were also involved in an analysis of the service rendered as part of the continual development for a better efficiency.

General Police Directorate and Police Administrations		Police Officers for Prevention
General Police Directorate	1 (Department)	5
Bjelovarsko - Bilogorska	/	2
Brodsko Posavska	/	2
Dubrovačko-Neretvanska	/	2
Istarska	1 (Division)	4
Karlovačka	/	2
Korivničko-Križevačka	/	2
Krapinsko-Zagorska	/	2
Ličko-Senjska	/	2
Međimurska	/	2
Osječko-Baranjska	1 (Division)	4
Požešk-Slavonska	/	2
Primorsko-Goranska	1 (Division)	4
Sisačko-Moslovčka	/	2
Splitsko-Dalmatinska	1 (Division)	4
Šibensko-Kninska	/	2
Varaždinska	/	2
Virovitičko-Podravska	/	2
Vukovarsko-Srijemska	/	2
Zadarska	/	2
Zagrebačka	1 (Department)	7
total	6	58

The chart shows the organisational structure for Crime Prevention within the Ministry of Interior, which plays a leading role in Crime Prevention. Within the General Police Directorate there's a Prevention Department that employs five police officers for prevention. Also in the biggest, Zagrebačka County police Administration, there's a Prevention Department. Prevention divisions were founded in the police administrations of the second category (the police administration is divided into four categories). Meaning that on the Croatian territory there are six organisational Crime Prevention units that employ 58 police officers for prevention within the police administration.

These administrations are Zagreb, Rijeka, Osijek, Split and Pula county police administrations, while within the other 15 police administrations there are no Crime Prevention units, but prevention police officers are organisationally linked to the head of Police Administration Office.

Depending on the category of police administration there was founded a Department, Division or Section of Public order under which the work of Crime Prevention is being done by prevention officers who are also coordinators for community police officers at the level of police administrations. As such on the national level there are 692 community police officers (uniformed officers), and 21 community police officers coordinators.

The developed support of the prevention system is the merit of community police. In other words, community police and police prevention officers in other police stations unite their work efforts with the work of the organisational prevention units within the police administrations, and are under the superintendence of the Directorate police administration.

With the purpose of sustainability of the prevention system, Croatian and German police have continued cooperation through the mixed committee. It is however important to mention that Croatia already had a productive cooperation with the Austrian police department and the UNDP. The topics of these cooperations were problematic local areas and the EUCPN accession process. Actually Police Crime Prevention in Croatia is focused on early prevention and situational oriented Crime Prevention with an emphasis on property crimes. Crime Prevention in the Croatian police is strategically evaluated, for this is the key planning criteria of the police work on a national, regional or local level. The process is developed on the basis of security assessment, i.e. the evaluation of probability for an event to cause harm.

The second partner: Baden-Württemberg

The second partner within the project is Baden-Württemberg. It makes little sense to describe the structure of the police in Baden-Württemberg and the prevention landscape already at the beginning of the project. On January 1st, in 2014, the new police structure came into effect. As for a start: In 2012 Baden-Württemberg was divided into 38 police departments.

Meanwhile, Baden-Württemberg is divided into only 12 police departments. As part of the reform has been set, the nearly 500 officers, or more specific “full-time equivalents” are available to work for the field of prevention. The heads of prevention belong organisationally to the headmaster’s office and so even the structure shows that prevention has a top priority!

With this organisation, the tradition of prevention should be continued seamlessly. It started in the 1980s, in the 1990s followed the focus of Crime Prevention at commu-

nity level. From 2000 onwards the Baden-Württemberg prevention-officers spread their knowledge and experience throughout south-eastern Europe. Not least because of migratory movements and the flow of „Gastarbeiter“, Croatia was also long before the EU accession process a perceived neighbour-country to Baden-Württemberg. The cooperation with Croatia started already 10 years before the Twinning-light project. Particularly the leader of the German delegation, Joe Schneider, had many close and personal contacts.

So it is not surprising to read in the Baden-Württemberg proposal responding to the Croatian Project Fiche:

„The federal Republic of Germany is particularly interested in supporting the Croatian partner when it comes to strengthening the capacities of public administration. An enhanced administrative and policy making system in Croatia is a precondition for efficiently and effectively transposing and implementing the Acquis Communautaire and the accession to the European Union.“

The further expectation was, of course, to continue to benefit from the experience of the international exchange.

Just to give an example: The structured approach to the design of preventive projects using the “Beccaria-Standards” was presented at many missions in Croatia, Romania, Bulgaria, Moldova and further as a useful way. With the promotion to the outside, the procedure developed internally as an exemplary practice and relevant help for project management in the field of Crime Prevention. The basic idea of learning from each other and the systematic development of the existing practice was the general approach of the project. The participating Short-term Experts from Baden-Württemberg have never considered themselves as those who know how prevention in Croatia works. Prevention officers in Croatia are the most distinguished experts of their practice – the German officers could only make a contribution to develop their know-how further. According to this idea the „claim“ for the Twinning-light project was selected: „Prevenција spaja! Prevention connects!“ It was the conviction of all colleagues that the emergent outcome of the project may be more than the sum of its parts.

Components of the Twinning-light project

To illustrate this, the components of the project shall now be presented. They have evolved from the Croatian Project Fiche and the Baden-Württemberg proposal. To give an overview they will be introduced first in coarse steps and later on a bit more subtle.

The „Component 0“ included the management and control tasks as well as the measures for ensuring the visibility of the project. The aim of „Component 1“ was to analyze the existing system of Crime Prevention - in theory and practice - and to develop recommendations for the further development. A similar starting point had

the „Component 2“, which developed a handbook together with Croatian prevention officers. „Component 3“ referred to the education & training system to create with competent teachers curricula and teaching materials for Crime Prevention. Finally, it was the task of the „Component 4“ to make the created approaches, materials and aids widely known in order to increase the sustainability of the project. The approach of the project was thus both „top-down“ and „bottom-up“.

It was the idea to promote the second part with an additional measure even further: to obtain a current picture of the orientation of the Crime Prevention in Croatia, a questionnaire was created by the Baden-Württemberg side, which was distributed to all prevention officers and the deputy head of the police headquarters, who are responsible for Crime Prevention on a regional level. The openness of the Ministry of Interior for this step - the data were analyzed in Baden-Württemberg and reported back only in aggregated ways - deserves a special honorable mention! In addition to the hard facts of education & training and the practice of Crime Prevention in Croatia, questions were asked about attitudes and opinions of the Crime Prevention officers - and also answered in a very open way. The aim was both to have a broad and current data base that could be fed as soon as possible in the sub-projects. In addition, the Crime Prevention on base-level should be given a voice and thus their participation will be fostered to the process.

The enumeration of the single measures and activities carried out are presented here only at a glance - some activities shall be explained closer. In activity 1.2, different officers of the Croatian police of different hierarchical levels discussed in a two-day workshop on Crime Prevention in Croatia - including the use of a SWOT analysis. The comparative analysis of Crime Prevention in Belgium, Croatia and Baden-Württemberg provided the insight that there can't be one best system. The relevant context - of civil society actors, from scientific to political support and national prevention councils - is extremely different and requires appropriate solutions. The manual created in activity 2.4 is therefore less on individual model projects, but rather to the structured design of preventive approaches. Fostering Crime Prevention to the state of evaluability is a big step forward to foster effectiveness and efficiency.

Before the Twinning-light project there existed an education for police officers within the basic and advanced degree education. As such from 2005 the Police College has added Crime Prevention into its curriculum. It is still an elective course at the bachelor level and the graduate level. However, the plan is to make it obligatory starting next term, according to German expert recommendation. The will to implement this change was there for a longer time but the hands of the police were tied in deciding the curriculum as these matters are specifically entrusted to the Croatian Ministry of Science, Education and Sports. In the program of basic education there was developed a module in the area of prevention lasting 27 school hours. In the field of police employee specialization, prevention is added into the program for all police officers. Also, there were adopted five new seminars for prevention and community police officers consistent with the recommendations, for example: New technologies, cyber-

crime, prevention against violence towards children and youth, prevention of drug abuse, and technical security and protection that was verified by the general police director. In the end a program of in-service training which is aimed at police officers in the police stations up until the level of shift supervisor was achieved, and was organized in several modules. One of the modules talks about prevention and during this module uniform, traffic and riot police officers will have a chance to informatively listen about prevention. The lecturers will be prevention police officers that are pedagogically trained.

In publications there were found materials developed by the Croatian police which have preceded the bilateral agreement. The Publishing Department within the PA regularly publishes the journal "The Police and Security" with articles dealing with Crime Prevention. Once the whole publishing was devoted to Crime Prevention².

Three years ago, the same Department published the course book: Situational Crime Prevention-from theory to Practice-based evidence. But as a result of the cooperation the new Crime Prevention handbook and a lot of other educational material for police officers at all levels were released.

Prevention Department at the General Police Directorate has deepened the international police cooperation. As a new EU member, Croatia has become an active and rightful member of EUCPN and it is to mention that Croatia has applied to a preventive project and received the European Crime Prevention award. The project is titled "Living life without violence" and it won within the early prevention category last year in Lithuania. Croatian police representatives were a part of the EFUS conference in 2012 in Paris. The Croatian city of Solin is a member of EFUS and is currently the only one in Croatia.

As a result of this Twinning-light project the Beccaria standards were implemented. These have been accepted as guidelines for quality assurance. Preventive projects that are being applied on the national level have been built and transformed with the binding Beccaria standard, while the police administrative projects are being seen and condoned from the side of the Prevention Department. As a result of the stated team work, the General Police Directorate developed a strategic document called "Guidelines for Crime Prevention." This document defines directions for preventive policing; it also defines the leaders of preventive work, their responsibilities, financial assets, international police cooperation and several more topics. This document has been forwarded for implementation and action to all belonging units last year.

Regarding the financing of police preventive work, it is common practice for Prevention programs to be financed with the support of partners outside the Ministry of the Interior, i.e. the UNDP that had been financing most of the preventive police activity.

² cf.: Ruža Karlović / Frank Buchheit (2013): Stavovi policijskih službenika o modelu koncepcijske određenosti uloge i organizacije policije. In: Policija i Sigurnost, 1-2013, ISSN: 1848-428X. Available online: www.mup.hr/mobile/default.aspx?id=161858.

There is also a way of financing activities with the help of local councils for Crime Prevention. However, in line with the recommendations, in the future we will practice financing through resources from the budget of the Ministry of Interior and we will encourage the formation of trusts through the work of the council for Crime Prevention of the local government for a more transparent way of financing. Last year there was developed one trust in Međimurska County by the police administration.

Putting the prevention units at a high level within police hierarchy gives importance to police prevention and aids its implementation. As a conclusion it is to state that prevention of crime is the priority task of managers.

A recommendation that has not yet been implemented has to do with the establishment of the National Coordination Group for Prevention of Crime. However, this coordination group within Croatia is formed according to specific project thematics, meaning that if a project is recognized as useful on a national level; interests and duties of local and regional prevention upholders are being followed through the work of this national coordination group. Stronghold of action for this group is the ministerial decisions of cooperations. An example of that would be the project called "High five healthy life" where four ministries were involved with their representatives who overlooked the joint project on a national level.

When, comparing the two pictures, i.e. before and after bilateral cooperation we can notice an apparent growth in duties and the last implementation element, which is evaluation, seems to connect the steps in a nice project systematic. Exchange of relevant data and monitoring of preventive activities is currently executed through the OZI base. OZI is a public map within the system which is connected to all organisational units for prevention within the police. Currently a database inspired by the German model is to be developed. It'll be used as a checklist to monitor prevention officers a more objectively. The performance of each employee is assessed once a year.

As part of the „Component 4“ the four regional workshops should be mentioned, in which the results of the efforts were presented. They experienced a very positive feedback from colleagues. According to the motto „Prevencija spaja!“ there are certainly many photographic proofs of this alignment. Beside the official „family photos“ the support of administration and politics deserves a particular and thankful mention. Both the kick-off and closing event experienced brisk attention of the Croatian Ministry of the Interior and afterwards from the official representatives as well as by the press. On the final „family photo“ also representatives of science are mapped so that the theme of the 19th “German Congress on Crime Prevention” has already been anticipated: prevention needs practice, science and policy!“

The closing event was accompanied by the police inspector of the riot police of the German countries, Mr. Wolfgang Lohmann, the President of the Police of Baden-Würt-

temberg, Mr. Gerhard Klotter, next to Mr. Erich Marks, whom you may have heard at the opening of the congress. From all the parties, the conclusion was drawn that after the „hot phase“ of the Twinning-light project the good cooperation should be continued steadily. The everyday life in the project consisted of countless conversations, conferences, workshops and informal talks - sometimes even late in the night in our non-official representation: a Pub in the heart of Zagreb. The pictures point out, what „Prevenčija spaja!“ means: The joint development of results on a level playing field with the Croatian colleagues.

Conclusion

The Twinning-light project consisted – to mention some hard facts – of additional 200,000 euros, it had been implemented within eleven months, in five components, 18 activities and 25 measures as well as 152 working days. Eleven colleagues were called as Short-term Experts for the Twinning-light project, eight of them were actively involved in the project activities. The vast majority was able to hark back to years of experience in ISEC missions in Croatia and other countries in Southeast Europe. It would be appropriate to name here all project participants and to mention their contributions with praise. However, since there are at least 43 names, it’s easier to refer to the mentioning in the manual on page 75. You will find the participants involved in alphabetical order of their first names - what is to be regarded as an expression of the close cooperation of colleagues.

But it wouldn’t be possible to run this project with only these resources. Both partners brought in staff and resources, which are not included on this list. Based on the Baden-Württemberg experience, presumably there was for every business day in Croatia at least two at home. Finally the immense efforts of the Croatian partners should be mentioned here.

In the original plan, the components were organized in a clear sequence as logical structure. The real implementation ran for several reasons somewhat less clearly structured. On the one hand, the holidays had to be put into consideration. The complete month of August needed to be excluded from project activities, as the Croatian police was busy with other tasks (specially with tourism-related tasks on the Mediterranean coast). The same was to be pointed out for the Christmas period, in which all participants had to recharge from the first half of the project – and were celebrating Christmas with their families.

Another challenge was the Croatia police-reform-induced change of the Croatian project manager - from Mato Blažanović to Sandra Veber. Although there were no substantial breakages, many agreements already achieved had to be re-discussed and clarified. The fact that the handover of the baton went so smoothly was a performance of the entire project, but especially the Croatian and German project management, which had to carry a lot of conversations during those days.

There's a question with a good cause to an only eleven month project, which wanted to change a lot – was there a sustainable change realized? We have observed that the process of Crime Prevention is of the goals noted in the main document indicating the strategic plan of the Ministry of Interior and other institutions whose responsibilities encompass the work of preservation within public security. Within this strategic plan, the first goal is to reduce the risk of criminal behavior as well as to improve the prevention of crime. The ways of implementation can be recognized in the same way as the results of this project. These ways are, as previously noted: project development and implementation, strengthening networks of councils for Crime Prevention (Croatia holds 216 councils) and adoption of good practices of other nations in Crime Prevention. In other words, the results of this project can even be recognized in this strategic document. It is visible that both sides have profited from this project.

We are very satisfied with all the project outcomes and want to thank our partners for their effort and cooperation in making this project a success. We are looking forward to further cooperation. As someone said teamwork divides the task and multiplies the success, we can truly see the result of that within this project and all of our presentations. We would like to put an emphasis on the outcome, as the effect beyond the project itself, is specially to be seen in the common learning and the associated harmonization and further development of the prevention of both partner countries. This was reflected in a, to use a little exaggerated formulation, “jealous” remark of a Baden-Württemberg colleague, not involved in the project: „If you make all these cool things in Croatia - what do you actually offer to us?“ This wasn't only jealousy, but also the desire for a more structured development of preventive approaches (think of the Beccaria standards), the professional implementation of projects (for example with the help of project management measures) and ultimately the focus on effective and thus resource-saving, efficient approaches in Crime Prevention. With this knowledge the colleague told: “Hey, I also want these cool tools that you were presenting in Croatia!”

To put this a little more sophisticated: the project showed that procedures and methods of evidence-oriented Crime Prevention can be implemented in the daily routines of Police Crime Prevention. The positive example can lead to the desire of non-participants to go this route as well. We are not yet at the end of this road, rather at the beginning, but we are together in this way: Prevention connects! *Prevenција spaja!*

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