

EUROPEAN PARLIAMENT



Presidency
of the
Ireland 1996 European Union



EUROPEAN COMMISSION

SEMINAR ON THE PREVENTION OF URBAN DELINQUENCY LINKED TO DRUGS DEPENDENCE

SUMMARY OF DISCUSSION AND CONCLUSIONS

BRUSSELS

November 21-22 1996



SEMINAR ON THE PREVENTION OF URBAN DELINQUENCY
 LINKED TO DRUGS DEPENDENCE
 BRUSSELS, NOVEMBER 21-22 1996

TABLE OF CONTENTS

FOREWORD BY THE CO-ORGANISERS	3
INTRODUCTION BY THE SEMINAR COORDINATOR	11
SUMMARY OF DISCUSSION	17
PROJECTS	
<i>I. Projects related to primary prevention</i>	
1. Drug related urban delinquency project in Madrid	31
2. The Sundsvall Experience	32
3. The Northumbria Community Safety Strategy Drugs Accord Information Line	35
4. Project "Help Line" in Bratislava	36
<i>II. General youth projects</i>	
1. The Children's town - a European joint project involving the towns of Fano (Italy), Morlaix (France) and Würselen (Germany)	41
2. Youth Centre for Conflict management in Turin	43
3. Causes and correlates of juvenile delinquency in the USA	46
4. Youth prevention project in railway stations in Sofia	50
<i>III. Projects related to high risks groups</i>	
1. Garda Community based projects in Ireland	57
2. Prevention of Urban Delinquency linked to Drugs Addiction in Italy	59

- | | |
|---|----|
| 3. French programme to develop "Points-Ecoute" (Listening Points)
- Interministerial mission to combat drugs and drugs addiction | 61 |
| 4. Operation Jigsaw in Manchester | 64 |
| 5. The Liège project - prevention, security and help | 66 |

IV. Projects related to hard core addicts

- | | |
|---|----|
| 1. The Aachen Drogenhilfeverbund (Drug welfare network) | 71 |
| 2. Euregional Deltaplan in the Meuse-Rhein region | 72 |
| 3. The Sanna project in Göteborg | 74 |
| 4. The Triple Ex programme in The Hague
- ex-detained, ex-addicted, ex-unemployed | 76 |
| 5. Less crime in the cities through heroin prescription?
- preliminary results from the Swiss heroin prescription projects | 80 |

• THE READERS' CONTRIBUTION - A QUESTIONNAIRE 83

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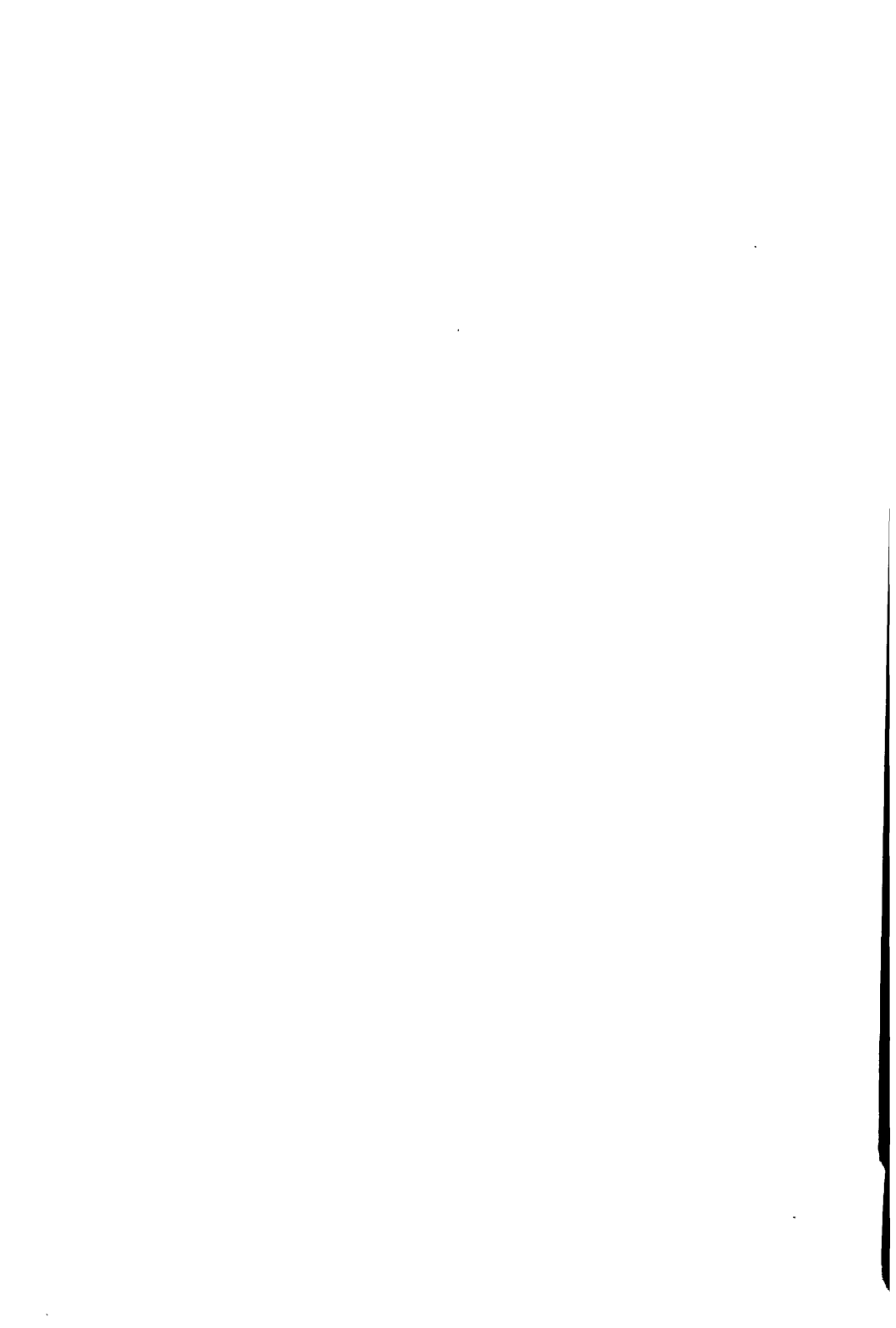

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FOREWORD



Mrs. Anita Gradin, Member of the European Commission

Organised crime and drugs are the first concerns of the European Union's citizens. A recent Eurobarometer showed that citizens want the EU to make these severe problems a main priority. According to another poll one third of the citizens fear crime when walking in their own area after dark.

Big cities are far more hit by crime than smaller communities. And the more urbanized an area is the quicker the growth of crime tends to be. We also know that urban delinquency is to a large degree a matter of youth delinquency. It is obvious that cities are high risk zones for young people to get caught in a web of crime and drugs.

As European Commissioner responsible for justice and home affairs I have made the fight against organised crime and drugs one of my priorities. These issues have been put high on the political agenda of the EU. The European Council in Dublin late 1996 heavily endorsed what has already been achieved in these areas, and now it called for further intensive action.

The fight against urban delinquency must be carried on from different angles. Much effort has been devoted to the creation of Europol, an important tool for criminal intelligence co-operation within the Union. But combating crime and drugs is not just a matter of law enforcement. It takes a comprehensive approach to win this battle. We are therefore committed also to adopt *a preventive strategy*. The EU has recently agreed on a community program against drug dependency. That program will provide the tools for all kinds of preventive work. Focus will be on information and education but also on research.

A great deal of preventive work has in fact already been developed and put into practice in the Member States. Governments cannot impose prevention on people, however. Preventive programs have to be developed locally and adapted to the particular circumstances in which they are to work.

Each community must react with early and clear signals before young offenders establish themselves as full-grown criminals. The responsibility for effectively doing so is shared by various public institutions. The social services and the schools alongside of parents and other elders must join forces with the police and the criminal justice system. Also non-governmental organizations can give highly valuable contributions to this momentous work.

By bringing experts and practitioners together we can gain more knowledge of preventive activities that really work. That was the purpose of the Brussels seminar on drugs related to urban delinquency which was co-organised in November 1996 by the European Commission, the Irish Presidency and the European Parliament. Representatives were invited also from the associated east and central European countries as well as from various non-governmental organizations.

The seminar served its purpose very well. Examples on preventive actions, drug fighting and programs for helping addicts were presented from all over Europe. I am convinced that this kind of information sharing will contribute to a greater commitment by Governments and by the EU to prevent urban delinquency and the spreading of drugs.

Citizens' fear for crime and drugs are justified and have to be met. Therefore more time and more energy must be spent to combat these evils. We have to show the citizens tangible results.

A handwritten signature in cursive script, appearing to read "Anita Luoma". The signature is written in black ink on a white background.

Mrs. Owen, Minister of Justice, Ireland

When the Irish Presidency joined with the European Commission and the European Parliament in organising this seminar it did so as part of Ireland's priority to tackle what is now a global problem affecting each individual life, the trafficking and abuse of drugs. The Irish Presidency developed initiatives spanning all areas of the European Union, focusing in particular on supply and demand reduction. In the former those initiatives included, amongst others, a directory of law enforcement operational skills, training, knowledge and expertise, greater forensic information exchange on chemical profiling including the development by the EDU of a drugs Purity Indicator System, measures on drug tourism, action against the domestic cultivation and production of drugs and in favor of severe custodial sentences for traffickers and financial programme (OISIN) to enhance police cooperation. In the area of demand reduction a 27 million ECU Health Plan was adopted by the Health Council and the European Parliament which will support Member States with their national prevention policies with a focus on young people and vulnerable groups. In the Inter-Governmental Conference Ireland has tabled amongst its proposals a specific reference to the combating of drugs among the matters of common interest in Title VI of the TEU upon which Member States may cooperate.

The Irish Presidency recognised that realistically this very substantial progress must be made relevant to the citizens of Europe, particularly its young citizens and that the experience of exchange of information and expertise at seminars was one of the best methods in the practical application of its work.

This Conference, in particular, provided precisely such a forum in an unique opportunity for discussion and debate on the multiplicity of causes and possible solutions to this menace. It highlighted the very real concerns of European citizens, young and old alike, who in the course of their everyday lives are under threat from the menace of drug dependence and urban delinquency. Experiences reported by participants highlighted the fact that there is no simple solution to this problem. As was evidenced from the reports of personnel dealing with the problems of urban delinquency and drug dependence, a multi-faceted approach must be adopted.

As co-organiser of this conference, my hope would be that the optimism generated at the conference will be channelled towards focused and targeted action to develop such multi faceted solutions and that in doing that communities may be better secured against the threat of urban crime.



Mrs. Hedy d'Ancona, MEP and Sir Jack Stewart-Clark, MEP

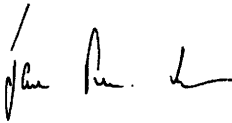
The initiative to hold a conference on urban delinquency linked to drugs dependency came about for two reasons. Firstly, the problem in itself is one of mounting concern. Secondly, it provided an opportunity for the Irish Presidency, the European Parliament and the European Commission to come together with experts from the European Union and Central Europe to discuss the problem jointly.

The reader of the conclusions of the conference will quickly realise that there are a number of extremely positive initiatives taking place in Europe on drugs and urban crime. It is up to us to learn from each other and to put into practice schemes which work. If we are able to compare our practices and learn from them we shall be stronger. In all this, Europol in analysing and providing information about drugs trafficking, and the EMCDDA in analysing the effectiveness of different projects within the EU related to drugs and urban delinquency, will be highly important.

Notwithstanding, these problems will only be solved if national governments along with regional, city and town authorities concert to ensure that our urban areas become safer places. This means the renewal of buildings, better lighting of streets and alleys, the provision of sports, recreation and alternative facilities for young people to prevent them from taking to the streets.

We need on the one hand to make certain that both drugs pushers and those who commit crimes are dealt with by the law, but we cannot for a moment accept that such measures alone will resolve the problems. It is up to citizens to ensure that the authorities take action, but also to recognise that the causes of delinquency and drugs taking so often start in the home. Every opportunity must be taken to strengthen the role and values of the family. Education too of children into the dangers of drugs must be improved.

Only by this multi-facetted approach will we successfully tackle the problem of drugs and urban delinquency.



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INTRODUCTION

by

Prof. J.J. van Dijk

Seminar co-ordinator

Introduction

The problems of crime and public nuisance associated with drugs abuse are amongst the most serious problems experienced by the citizens of European cities today. Drug addicts commit property crimes on a daily basis to sustain their habit. Local businesses and individual households bear the brunt of this criminal behaviour. In addition drug addicts cause problems by openly dealing in drugs, begging and littering streets and parks with needles etc. Many inhabitants of crime-ridden inner-city areas are losing their patience with governmental agencies which fail to tackle these problems effectively. In some instances inhabitants are even threatening to take the law in their own hands.

Within the Union the problem of drugs-related crime is discussed at different levels of government. In Brussels agreements are sought to make legislation and policies more compatible and to improve cooperation in law enforcement. Opinions on the ultimate objectives of drugs policies often diverge. National governments pass detailed legislation and set policy priorities. These policies are often partly shaped by party-political considerations. It is at the level of cities, however, that all drugs policies must be put into practice. Here the concrete, daily problems of citizens must of necessity be addressed with practical measures. At the workfloor it is generally acknowledged that total solutions or quick fixes do not exist. All Western societies are confronted with these problems, regardless of their official ideologies about drugs taking. At the very best the problems can be somewhat contained and be made less virulent. Very often practitioners learn from their mistakes which approaches are successful and which are not. Since the problems at hand are very similar, such hard-gotten knowledge is relevant for practitioners elsewhere. Unfortunately there are few mechanisms within the Union to facilitate the exchange of this type of practical information. In many cities practitioners spent money and energy reinventing wheels which have already been tested elsewhere in the Union and found either promising or disappointing. Time, money and commitment are wasted in the process.

Pleas for a better exchange of information are routinely made in international forums. The organizers of this seminar decided not just to talk about the desirability of a better exchange of information but also try to practice it. The largest part of the seminar was used for the presentation of promising local projects seeking to reduce drugs-related social problems. In the same vein, we will not just call for the collection of better comparative statistics on drugs-related crime, but present the key results of the first Eurobarometer on public safety. After this statistical interlude, a brief explanation will be given of the seminar's programme.

Towards a Eurobarometer of public safety

As part of the Eurobarometer, interviews were made with a sample of 16.000 residents of the Union. Thirty two percent of the residents of the Union do not feel safe walking in their own areas after dark. Feelings of unsafety are the most prevalent in the new Eastern states of the Federal Republic of Germany (60%). Other countries with high levels of fear of street crime are Spain (39%), Ireland (37%), Portugal (34%) and the Western states of the FRG (34%). The lowest rates were found in the three Scandinavian member countries (Denmark: 11%; Finland: 13% and Sweden: 19%), the Netherlands (19%) and Austria (20%). Comparisons with the results of the International Crime Victims Survey indicate that in the associated countries feelings of unsafety are substantially more prevalent than in the Union.

Analyses of the results show that actual contacts with open drugs scenes - seeing people openly dealing drugs or finding syringes in the park - as well as actual victimization by violent crime are important sources of feelings of unsafety in European cities. On average, fourteen percent of the EU residents were in contact with drug-related problems in their own area over the past 12 months.

Feelings of unsafety appeared to be the most prevalent among young women, people living in large cities and the elderly. Such feelings are also more widespread among the lowest income groups and the unemployed. Since feelings of unsafety reduce the quality of life and undermine participation in various social activities, their unequal distribution among the public further increases social inequality and tension.

The results confirm that drugs-related crime is a major concern of large parts of the public in urban areas. The pilot study also showed that the level of conventional crime and fear of crime of the member states and associated states of the Union can be measured successfully through survey research at no great cost. Such statistical information is of great importance for the agenda-setting and monitoring of policies under the third pillar of the Maastricht Treaty. Victimization surveys are an effective tool to gauge the collective experiences and attitudes of the citizens of the Union vis-à-vis drug addiction and crime.

Types of prevention

The subject-matter of the seminar is the prevention of drugs-related delinquency. In many countries preventive approaches of these problems are often combined with activities of law enforcement agencies. The latter activities may themselves have important preventive effects on the criminal activities of

drug addicts. Criminal investigation and sentencing are discussed in other European groups, however, and will not be discussed here.

Preventive measures which seek to reduce the opportunities for (potential) offenders to commit crimes (situational crime prevention measures) such target-hardening and new forms of surveillance, are known to be a very cost-effective means to control crime. Such measures are not specifically geared towards drugs-related crime and will therefore not be given much attention either.

The focus of the seminar is on social measures which seek to prevent the onset of addictions and/or their escalation into more damaging, i.e. criminal forms. The measures at issue resemble those efforts which are known in the literature on drugs policies as *demand reduction*. In the context of this seminar demand reduction is not an end in itself but a means towards another goal: a better control of crime and social disorder and related feelings of insecurity.

Past experience has shown that comprehensive projects which combine a mixture of different measures are most likely to produce lasting results. Successful programmes typically encompass situational measures, activities directed at young people in general as well as measures for drug addicts. The problems of drugs-related crime are too complex and interwoven with other social problems to be curable by just one type of measure. For conceptual reasons, however, a distinction can be made between primary, secondary and tertiary prevention.

Measures of *primary prevention* are directed at the public at large. An attempt is made to increase the threshold for the public to fall victim to these problems. In practice the measures are often targeted at the younger age groups in particular. Important examples are information campaigns about the risks of drugs use among school children.

Other more intensive projects try to tackle the structural, interpersonal or intrapersonal factors known to be at the root of drug addiction. There is growing evidence that the risk factors for drug addiction are largely the same as the known risk factors for chronic offending and other social problems. projects which try to improve the living and learning conditions for children in vulnerable neighbourhoods offer protection against both drugs-related problems and delinquency as well as against other social ills. Such preventive programmes kill many birds with a stone. For this reason such *general youth projects* were given a prominent place in the seminar's programme.

Measures of *secondary prevention* are targeted at groups of drugs taking young people who have already developed a deviant lifestyle and are at risk to

become drug addicts with a criminal lifestyle. These projects are often labelled as forms of damage control or *harm reduction*. The immediate goal of these projects is to increase bonds with the conventional society in order to prevent a further decline into anti-social behaviour. Where possible the projects also provide support for clients who are motivated to kick their habit and try to live a drugs free life.

Finally, *tertiary prevention* measures are directed at hard core criminal addicts. In some countries almost a quarter of all addicts belong to this highly problematic and socially damaging category. Such projects try to change the lifestyle of hard core addicts through treatment, vocational training and employment or the provision of substitute drugs like methadon. In many cases, participation in the programme is a condition for a waiver of the prosecution, a deferred sentence or a conditional release. These projects also primarily aim at reducing the social harm caused by drug addiction but may for some clients also be the coerced starting point of a drugs free existence.

The general objective of the seminar is to create a platform for local practitioners and policymakers to exchange practical ideas and experiences. It was hoped by the organizers that the presentations and ensuing discussions would be illuminating for the participants and wet their appetite for a follow-up. During the closing session proposals were made for a more structural arrangement for such exchanges within the Union. The ultimate goal of the seminar was to encourage the development of a Union wide consensus on how best to address these problems from the bottom up.

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SUMMARY OF DISCUSSION

I. General Introduction

On 21-22 November 1996, a Seminar on the Prevention of Urban Delinquency linked to Drugs Dependence, was held in Brussels. The seminar was jointly organised by the European Commission, the Irish Presidency and the European Parliament. The aim of the seminar was to bring together a wide range of experts with concrete experience of action on local level both in the field of prevention and law enforcement. A number of local and national schemes were to be presented, in order to exchange views and experiences in this matter.

Representatives from all EU Member States, the Committee of the Regions, the Economic and Social Committee, the Central and Eastern European countries as well as from Cyprus, Malta, the United States, Norway and Switzerland, were participating in the seminar. Also a number of organisations attended the meeting; the Europol Drugs Unit, the European Monitoring Centre for Drugs and Drug Addiction (hereinafter EMCDDA), the Pompidou Group, the Forum européen pour la sécurité urbaine (hereinafter European Forum), Eurocities and HEUNI. Professor van Dijk, a professor of criminology at the University of Leiden and an international expert in crime prevention and victim assistance, was the seminar co-ordinator.

II. Opening Session

After an introduction by Mr. J. A. Fortescue the seminar was opened by the Commissioner Mrs. Anita Gradin, Ms. J. Burton, Irish Minister of State at the Department of Justice and Sir Jack Stewart-Clark, Vice-President of the European Parliament.

III. Introduction on the issue of urban delinquency linked to drugs dependence

The seminar co-ordinator, Professor van Dijk, gave an introductory speech on the issue of urban delinquency linked to drugs dependence. He presented the results of the opinion survey on urban security, "Towards a Eurobarometer of public Safety", which was held in the beginning of 1996 and financed by the European Commission. It was the first time that a study on public safety was carried out in all EU Member States. The main finding of the survey is that 1/3 of the European citizens do not feel safe in their own neighbourhood after dark. Analysis of the results show that actual contacts with open drug scenes as well as actual victimisation by violent crime are important sources of feelings of unsafety in Europe. The results also reveal that such feelings are the strongest among the more vulnerable parts of the public (young women, the elderly and the socially marginalised).

Afterwards, Mr. Estievenart presented the results of the pilot study on drug related urban petty crime carried out by EMCDDA. In all Member States there is an enormous interest in exchanging and circulating information on experience in the field of prevention of drug related urban delinquency. The majority of European cities is not in favour of a new formal super-structure, they would rather create a flexible alternative enabling them to exchange information and experience. It is also strongly felt that there is a need to develop analytical tools to examine the relationship between drugs and crime as a basis for developing local strategies.

Professor van Dijk concluded that there is a need for the exchange of practical information but that practitioners at city level are somewhat hesitant to invest too much of their own scarce resources in setting up a mechanism to that end. Therefore there could be room for added value coming from a third party, namely the European Union.

IV. Projects

Four categories of prevention projects were presented:

- (1) primary prevention directed at the whole population,
- (2) general youth projects,
- (3) secondary prevention targeted at high risks groups (young people experimenting with drugs and crime)
- (4) tertiary prevention directed on hard core addicts who have developed a criminal lifestyle (projects aimed to social reintegration).

1. Projects related to primary prevention

a) *"Drug related urban crime", presented by Mr. Perez Larumbe, Spanish Ministry of Interior.*

Mr. Perez Larumbe explained that the police authorities in Madrid, Spain, have set up a "Public Liaison" programme. It is an extensive programme of contacts with the public, involving a variety of socially influential organisations to work together in protecting public safety and fostering professional intervention. The different actors are meeting each other on a regular basis in order to prevent drug problems and to discuss other matters regarding public safety. Mr. Perez Larumbe stressed in particular the importance of the involvement of "ordinary people".

According to Professor van Dijk the police in Madrid has come to the conclusion that it can not act on its own in the fight against drugs related to

urban delinquency, but that it needs active involvement of other agencies and of the community. It is a positive development that the police is not only performing its hard core law enforcement functions in troubled areas, but that it is also acting as an intermediary between the citizens and the other agencies in the city.

b) *The Sundsvall Experience, presented by Nils Gärdegård (expert), Committee of the Regions*

The Swedish project presented by Mr. Gärdegård is related to primary prevention in the work place. The objective of the project is to deal with the employees' drug and alcohol problems before they are forced to leave their jobs. To this end a partnership has been established between the private and the public sector (employers, families, social and treatment institutions, the police and the customs services). Furthermore, former drug addicts, school pupils and students who are the future employees have also been involved. Mr. Gärdegård added that the rules and set of values in working life may influence young people in their choice of lifestyles and habits for the future.

c) *Northumbria Community Safety, presented by Mrs. Stokes White (expert), Committee of the Regions*

In Northumbria a comprehensive strategy was developed to improve the quality of life and safety throughout the region. As part of an overall information strategy, the Drugs Accord Information Line was launched in order to address the growing drugs problem. A free phone number was set up for the general public, with the aim of spreading a variety of drugs prevention material, in particular the Family Fact File.

* * * * *

The presentations were followed by a discussion and an exchange of opinions. An intervention was made by the representative from the HEUNI institute in Finland, a United Nations affiliated organisation which promotes projects in the area of criminal justice and crime prevention. She gave information about the so called ADAM system which is going to be started by the National Institute of Justice in the USA. The ADAM system contains of one national and one international part and the National Institute of Justice in the USA now wants to invite foreign countries to cooperate in this project. The idea is that all countries would have their own National ADAM system on drug abuse, crime and other social issues. These could thereafter be combined into the International ADAM system with the goal to improve international understanding of drug use and be a basis for international research and cooperation. The National Institute of Justice will organise a coordinating meeting late spring next year.

Also the representative from the Slovak Republic made an intervention presenting an initiative in Bratislava. A Help Line has been established, with the aim to help parents and teachers in their fight against the drug problem and to prevent crisis situations. The representative stressed however that there is a lack of money and that further cooperation with international organisations is needed.

Professor van Dijk stated that it is extremely important that information was provided by a country of Central Europe, because crime and fear of crime are even more prevalent in Eastern Europe than in Western Europe.

Alexander Berlin, adviser in the field of public health for the Commission, informed the participants of the existence of a European Federation of help lines which has developed rules on training, quality control and a code of conduct.

2. General Youth projects

a) The Children's town, presented by Mr. Schulz, Member of the European Parliament

This innovative project is an example of the possibility to cooperate with different cities and countries. The project is jointly organised by 3 cities: Fano in Italy, Morlaix in France and Würselen in Germany. It is based on a new concept of the town in which the average citizen is substituted with the child and built on the idea that a town where a child is safe, everyone is safe. The central goal of the new town philosophy is that the children should be able to go out on their own again. Several activities are taken in this direction. Cooperation between the elderly and the children is promoted and the children are pushed to be integrated in the society. Moreover, the children have their own parliament where they can express their views.

b) Youth Centre for Conflict management, presented by Prof. D. Scatolero of the University of Turin

In cooperation with CIPM (first Centre for the Promotion of Mediation in Italy) the town of Turin, Italy, has started a pilot project by setting up the Youth Centre for Conflict Management. The Centre is strongly linked to the neighbourhood and aims to be the place where young people can come and talk about their problems and where support can be given in the search for solutions.

c) *Causes and correlates of juvenile delinquency, presented by Mr. Garcia, U.S. Department of Justice*

Mr. Garcia presented the research findings carried out in the USA which indicate the impact of early intervention projects on delinquency and drug addiction later in life. One programme especially mentioned by Mr. Garcia was "Weed and Seed". This programme aims to weed out bad influence in society and to seed economic and job development. Also parenting and kindergarten programmes have shown surprisingly positive results. Moreover, the results show that it is important to start prevention at an early age and that risk factors as well as positive factors play a great role and should be taken into consideration. According to Mr. Garcia the media and pop culture have an enormous influence on young people and could therefore be used to influence young people in a positive way.

Professor van Dijk pointed out that the policy makers in the USA have come to the interesting conclusion that preventive approaches are not the idealistic alternative for conventional criminal justice interventions but simply the cost effective alternative.

d) *Youth prevention project in railway stations (Bulgaria - Sofia), presented by Mr. Marcus, Forum Européen pour la Sécurité Urbaine*

The Bulgarian project started as a programme only for the children living in the Sofia station, but was later on expanded to the whole city. The main objective is to get the children integrated into society. For this reason a Centre has been set up, where the children can receive help and support in a long term perspective.

3. Projects related to high risks groups

a) *Garda Community based projects, presented by Inspector Joseph Delaney (Ireland)*

Mr. Delaney explained that since the causes of crime are so varied, a police law and order response is not sufficient in itself. Therefore, the Dublin police has taken the initiative of concluding a partnership with the community in order to deal with the complex and demanding drugs problem. The project focuses on crime prevention and is based on a strong community involvement as well as on a multi-disciplinary approach. The Dublin programme has been expanded to eight other areas.

b) *Italian National Initiatives in the context of urban delinquency linked to drug abuse, presented by Mr. Militello, Italian Ministry of Interior*

The aim of this project is to solve the feeling of urban insecurity through an effective control of the territory. The presence of the police forces monitoring the territory is important. It is essential to reduce the time of interventions in case of emergency, to understand the causes of urban insecurity and to obtain a better collaboration between the police force and the citizens.

c) *French programme of "Listening Points", presented by Mr. Devevey, Mission interministérielle de la lutte contre la drogue et la toxicomanie.*

The Ministry of Social Affairs in conjunction with the Ministry for Urban Planning opened the "Listening Points" with the aim to help people getting into the society again. Mr. Devevey indicated the low threshold of the initiative since no conditions are attached to have access to the Listening Points. Moreover, all institutions which can help young people with their drugs problems are involved in the initiative (local authorities, social workers, parents, traders, hospitals, prisons sport organisations and so on).

d) *Operation "Jigsaw", British project, presented by Superintendent Paul Cook (UK)*

In 1992 the Manchester Police force introduced a new drug strategy based on a balanced approach with equal emphasis on enforcement and prevention. The aim is to tackle the drugs problem by awareness raising throughout the whole community. Several organisations, traders and the media are involved in this campaign. Different measures are used to spread the message: videos, cinemas and sporting events. Furthermore, a national help line with a free phone number has been set up.

e) *The Liège project - prevention, security and help, presented by Mr. Marcus, Forum Européen pour la Sécurité Urbaine*

Mr. Marcus presented a project related to fan coaching started in Liège, Belgium, which was subsequently spread to other cities and countries. The project wants to cut back on violence in football games and take advantage of the influence of football to build a bridge to young people.

4. Projects related to hard core addicts

a) *The Aachen Drogenhilfeverbund, presented by Mr. Berger, Member of the Committee of the Regions*

The project consists of a drug welfare network coordinating the activities of four organisations dealing with drug problems. Each of these agencies has its own specific tasks in helping hard core drug addicts. The project has resulted in many positive effects such as minimization of damage and stabilisation of the health condition.

Professor van Dijk pointed out that all the hard core programmes ultimately aim at a drugs free life of the users. However, in order to reach that goal many intermediary steps must be taken. The lesson to draw is that not all services provided to drug users should directly push drug addicts towards total abstinence because that could be counterproductive.

b) Euregional DELTA Plan in relation to addiction, presented by Mrs. H. d'Ancona, Member of the European Parliament

The DELTA project is a cooperation of cities situated in three different countries. Although prevention is a very important tool to handle the drugs problem, the facts call also for a pragmatic approach, according to Mrs. d'Ancona. The project is aimed at taking practical steps to improve the social situation of the drug user and this on a cross country basis.

Professor van Dijk added that in border areas practitioners, rather than politicians, can reach an agreement on how to solve the problem in practice.

c) The Sanna project - Göteborg, presented by Mrs. Olander, Member of the Committee of the Regions

The idea behind the project is to coordinate the work of the different authorities involved in unemployment, alcohol and drug addiction. All the responsible bodies have been brought together in one building, namely the so called "Sanna house". Coordinated rehabilitation of drug and alcohol addicts leads to rationalisation, adequate help and care.

d) Triple Ex programme - The Hague, presented by Mr. C. van der Meer

This project, which is an integrated effort of the ministries of Health and Justice, the community of The Hague and the local addiction services, aims at the social reintegration of hard core drug addicts. The programme involves the provision of housing, vocational training aimed at future employment, and treatment.

V. Discussion

From the discussion that followed it was clear that the media can be a very important and useful instrument to increase people's awareness and knowledge about drugs. The actual impact on people's behaviour is however less clear. The US experience shows that information alone will not change people's behaviour. Information has to be combined with other tools such as education. Moreover, only long term media campaigns will have success.

Mrs. Guillaume, from the Economic and Social Committee, pointed out that it is not only men and football that is important and that the media campaigns should also target women.

Mr. Marcus, from the European Forum, stated that both the medium and the poor classes are involved in taking drugs. Moreover, he said that the last few years too much efforts had been directed at the public at large and that not enough attention had been given to neighbourhood participation.

Professor Killias, from the University of Lausanne, gave information about the impact on crime and public disorder of medical heroin prescription. The project is now halfway and so far there has been a substantial drop in crime, in particular in serious thefts which contributes to harm reduction. Furthermore, there has also been a serious drop in drug trafficking.

The Swedish representative said that it is time to deepen the international cooperation in crime prevention. Sweden has proposed to put crime prevention on the agenda of the third pillar. The Seminar on Crime prevention in Sweden, 13-14 May, 1996, expressed the need for sharing information and experiences throughout Europe in this area. The Swedish representative also mentioned that the Swedish Ministry of Justice, at the next ministerial meeting, will propose to develop a legal instrument in the third pillar area, to lay down the platform for crime prevention within the Union.

Mr. Braouezec, member of the Committee of the Regions, stated that the local level is the best platform to react against drug related urban delinquency. In cities, urban coalitions involving different partners have to be established for the prevention of drug related urban crime. Apart from that, the European Union could encourage the exchange of information between cities and provide support to town networks.

Mr. Hartnoll, from the EMCDDA, repeated that the Centre's study has shown that European cities propose the elaboration of an inventory of best

practice, the establishment of a focal point for collecting and disseminating experience, and the development of reliable instruments to assess the extent of drugs related crime in towns. A new supra-structure is not wanted.

VI. General conclusion

Professor van Dijk pointed out that no formal conclusions will be drawn from the seminar. Nevertheless, he saw the following as the main issues raised:

1. The seminar provided an excellent opportunity for the exchange of information concerning the various approaches to the issue of urban delinquency linked to drugs dependence.
2. It was recognised that the drug related delinquency issue had in the first place to be addressed at the local level which is the nearest to the citizen.
3. It was agreed that the problem has to be tackled on the basis of a multi-agency approach involving both the police and other local organisations.
4. Practitioners at the local level fully agree that there is not one way of solving the problem of drugs related urban delinquency. Several measures have to be taken at the same time in order to tackle this problem.
5. If the problem of drugs and delinquency is to be tackled, the root causes must be addressed. These are linked to social problems and this presents a difficult challenge for Governments.
6. The importance of closely associating the media in the prevention campaigns was particularly stressed. These campaigns should not only target men but also women.
7. In order to share experience and establish best practice, practitioners engaged in local initiatives must be brought together. The participants therefore conveyed their strong wish to ensure the continuity of this type of activity.
8. The participants also acknowledged the necessity for a mechanism to facilitate the exchange on an ongoing basis of information and ideas for tackling urban delinquency linked to drugs addiction. The European Union could actively contribute to facilitate the exchange of information.
9. A group of experts could be brought together in order to lay down common criteria for the evaluation of the various prevention projects. This could be done in conjunction with the EMCDDA.

10. The projects which meet these criteria could be labelled as EU exemplary projects of prevention of drugs related crime. Information about these projects could be circulated throughout the European Union. This would boost the moral of the people working at the local level. Projects of associated countries could also be taken into consideration.

EUROPEAN PARLIAMENT




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EUROPEAN COMMISSION

SEMINAR ON THE PREVENTION OF URBAN DELINQUENCY
LINKED TO DRUGS DEPENDENCE
BRUSSELS, NOVEMBER 21-22 1996

I. PROJECTS RELATED TO PRIMARY PREVENTION

1. Drug-Related Urban Delinquency Project in Madrid

1. Description of the project

a) Basis of project: coordination

- with other police forces
- with public institutions
- with welfare organisations

This project is the result of all the recent efforts to resolve drug-related delinquency problems. To achieve the objective and lay the foundations for the project we have arranged for coordination between the various police forces working and cooperating in the police region in question (national police, local police and civil guard) and with national and local public institutions and welfare organisations concerned with aid and assistance for drug addicts.

b) Planning of joint operations, plans for different objectives: development

We have organised meetings of the Technical Security Committees, Urban Councils and other social organisations in which representatives of neighborhood associations, various professional groups, schools and other institutions have participated. At these meetings we sketched out guidelines for social, health and educational aspects together with preventive plans for police operations to resolve the delinquency problems.

c) Contract with local residents (summary plan)

As a result of a wide-ranging programme of relations and contacts with local residents, the police obtained their participation through various associations (neighborhood, parents, women) who acted as welfare agents within the community with a view to cooperating in urban security.

2. Evaluation

The programme is structured to requirements and collates information by inhabitants on delinquency and drugs and other matters, and presents them to different meetings to formulate plans in line with objectives; neighborhood participation has led to very satisfactory results in eradicating these problems for which the public institutions in general are responsible. After taking the decisions and implementing them, we used the results to produce statistics; they were found to be excellent and have led to a positive evaluation.

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2. The Sundsvall experience

1. Description of the project

The Sundsvall region of Sweden is generally regarded as the centre of the European forestry industry. In parallel with industry, the region's university sector is expanding fast. Over the last ten years, deliberate emphasis has been placed on education. For the last five years, eight of the region's biggest and perhaps most influential public and private employers have been engaged in an experiment in cooperation in the area of alcohol and drugs abuse, resulting in the emergence of a common approach to various types of mind-altering substances, which can be summed up as follows:

Alcohol and so-called benzodiazepines (medical preparations classed as narcotics) may not be consumed where they affect employees' or their fellow employees' working capacity.

The use of illegal narcotic substances and so-called anabolic steroids is totally prohibited in both working time and leisure time. The approach is based mainly on Swedish law and UN agreements signed by Sweden.

The eight employers currently cooperating in "Employers Against Drugs" together have some 15 000 employees and representatives, i.e. half of the region's working population. When employees' families are taken into account, this figure rises to 50 000. Much of the other half of the Sundsvall working population is employed in businesses which are dependent on these eight big enterprises, such as the building or transport industries or the employment agencies.

Thanks to the philosophy applied, i.e. where abuse is discovered, it is the substance which must disappear from the workplace and not the employee, the new approach to drugs and alcohol has gained the support of the staff and the trade unions. The employer demands a change of behaviour and offers help.

A definite structure for dealing with the problem - who does what and why - has been set up at each workplace. Information and training courses have been arranged. At the same time, contacts have been established with community social services and rehabilitation centres. The employers have received considerable assistance from former drug and alcohol users. These are individuals whose working lives have been affected by drug abuse in the past but who are now drug-free.

Most of the eight enterprises now require their dependent firms to adopt their alcohol and drugs policy. Rather like what is happening in the environment field in Europe, the industrial employers have sought cooperation with the regions' schools - based on the view that today's youth are the adults and therefore the employees of tomorrow.

Effects :

Every workplace can simply make a commitment in respect of its own activities. There are various motivations: productivity, quality, economy, humanity and social commitment.

In Sundsvall, the new and lucid approach which employers are taking to drug and alcohol problems is producing effects in other parts of the community in the form of support for schools, social/rehabilitation workers, customs and police and last but not least families. Young people are becoming aware of employers' requirements and expectations early on. As employees, parents receive information and training at work. Employers and the family can work together where an employee has abuse problems. It must be remembered that every active abuser creates problems for four or five other people, who are thus unable to fulfil their full potential, whether at the workplace, at home or as members of the community.

In Sundsvall, the experiment proceeded as follows:

1. One employer began.
2. Other employers followed suit. Cooperation started.
3. Strong policy signals were sent to schools, firms and other active contributors.
4. Population attitudes were shaped.

This is a process which can be started in any European region. For every region has major private and public employers. The Sundsvall experience can serve as inspiration and an example. We are very open to cooperation, learning from others and sharing our own experiences.

2. Evaluation

The Swedish National Institute of Health commissioned research workers at the "Mitthögskola" to assess the work over a three-year period:

***"What did the Sundsvall model entail":
a brief summary of the results, 970110***

The majority of those interviewed in the enterprises concerned felt that commitment regarding abuse problems had changed considerably over the three years that the Employers Against Drugs (AMD - Arbetsplatser mot droger) project had been in effect. Previously, the approach had, if anything, been to tolerate the problems at workplaces rather than highlight and address them. No-one either wanted or was able to deal with the problems when they arose. Neither were there any clear set guidelines regarding the responsibilities, role and tasks of firms and management in the work of preventing or treating abuse problems.

All this has changed in the course of the AMD project and the level of ambition has been raised to the point where dependent firms are now also covered by the policy applied in the big enterprises. The work is now characterised by greater openness and greater resources are invested in information and training for management, trade union representatives and employees. Alcohol and drug-related problems are now also approached more in terms of the general working environment than before. This is based on the realization that drug problems can have major implications for other aspects of the working environment, for example from the point of view of rehabilitation, psycho-social aspects and health and safety questions. Supervisory and managerial staff, former drug users and trade union representatives all show great commitment to tackling alcohol and drug problems. A systematic approach to abuse is also generally accepted amongst the firms' employees."

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3. The Northumbria Community Safety Strategy Drugs Accord Information Line

1. Description of the project

a) *Background*

The Northumbria Community Safety Strategy is a multi-agency strategy covering the Northumbria area, England's most northern region. It aims to improve the quality of life across the region through a range of community safety initiatives, using Local Authorities as the key agencies for service delivery.

The Strategy is managed by a multi-agency Strategy Board and was built on the successful local partnerships established to achieve local regeneration by tackling crime and the fear of Crime.

b) *The Drugs Accord*

The Strategy identified three initial main priorities for actions:

- a reduction in drug misuse and drug related crime
- increased help for victims of crime
- a reduction of fear of crime

Of these the most serious and pressing was the increasing prevalence of drug misuse as many community safety issues are drug related. The Drugs Accord was launched in August 1994 to tackle the first of these priorities drawing upon the experience of the Home Office Drugs Prevention Team (DPT) based in Newcastle. Its purpose is to support the Strategy by reducing the demand for a survey on drugs misuse. Its three key themes are education, prevention/awareness and enforcement.

c) *Drugs Accord Infoline*

The Drugs Accord Information Line (Infoline) is a regional freephone help line with supporting factfiles for parents and governors facilitated by the DPT. It was set up to provide a means of distribution information about drugs as part of an information strategy to increase awareness.

The four key groups targeted by this strategy were:

- parents of 11-16 year olds

- school governors
- recreational drug users
- 13 year olds

The parents and governors factfiles were developed to address the needs of these groups.

A pilot campaign for the Infoline was run in the Newcastle City Area. It proved very successful and was developed as a regional Infoline in Summer 1995. A wide range of information has been provided to all target groups and in its first year all expectations were exceeded.

2. Evaluation

A review of the Infoline was carried out in June 1996. In view of the success of the initiative it was agreed to continue it for a further year until September 1997.

During the first period September 1995 - March 1996, the Infoline received over 4,850 calls (against a target of 2,100 calls) and distributed over 5,000 information packs. 70 % of calls were from the target groups, with the remaining calls from teachers, school governors, professionals etc.

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4. Project "Help Line" in Bratislava

1. Description of the project

a) Introduction - Geographical Zone

Among the five Bratislava districts the most alarming situation is in the Petržalka district. According to statistics, 42 % of drug addicts were recorded in this district (Bratislava V), in Bratislava II, 26 % and in other districts approximately 10 % of drug addicts were recorded in the first half-year of 1996.

b) The project

The inhabitants of this district suffer from various forms of socio-psychological pathology. The psychologists of the Pedagogic and Psychologic Consulting Centre study the increase of children's behaviour disorders which are shown in the form of arising aggression, home escapes and crimes. Besides these "experiments" with drugs or even drug addiction, a high rate of suicides are recorded. There are first of all children and youth who are at risk. It means 47 % of the total children's population in Bratislava. The network of specialized facilities to help children is not sufficient.

The Aid to Children at Risk Foundation was established to contribute solving this situation. The main aim of its activities is primary prevention of drug abuse for children and youth, improvement of specialized and personal competence of teachers and parents at solving high risk situations in schools, families and in the public.

Another sort of activities is the area of emergency and crisis intervention for children, youth and their parents. The project is to be the basis for the future network of workplaces for children and youth at risk who are in the difficult life situation. The "Help Line" is followed by the activity of the Pedagogical and Psychological Consulting Centre and the Social and Psychological Prevention Centre. It is presupposed to build up a workplace with the possibility of short-term hospitalization or asylum crisis centre.

c) Goals of the Project

- Prevention of crisis situations of children and youth.
- Support and consulting communication with parents and public.
- Assistance at solving crisis situations.
- Information on possibilities of further assistance in the Petržalka district and also in other districts.

d) Methods

The "Help Line" provides with the anonymous and confidential dialogues over the phone. Besides the topical phone intervention the workers of the "Help Line" recommend children and adults taking care in the Pedagogic and Psychologic Centre or they recommend the relevant health and social services in the district. In the future it will be possible to spread the network of workplaces following the above-mentioned activity, e.g. to establish the Children's Crisis Centre whose comprehensive services are not provided by any other institution in Bratislava.

e) Personnel

The services are provided by the permanent team of workers-psychologists, social workers and students of the Department of Psychology of the Faculty of Arts and students of the Department of Social Work of the Pedagogical Faculty of Comenius University in Bratislava. Supervisory activity is carried out by experienced psychotherapists and psychologists.

f) Time Schedule

The "Help Line" for children and parents has been working since April 1996 from 12.00 a.m. to 8.00 p.m. every day except weekends. They can contact either a psychologist or a social worker or a pediatrician over the phone.

2. Evaluation

The project was planned to be implemented in one district. Meanwhile it was extended, i.e. people of other districts and even towns and cities have been using the "Help Line". We do not have the statistics of the calls at our disposal. But an interesting fact is that the most frequent calls were those of the grandmothers, sisters and brothers of drug addicts. On 10 January 1997 the "Peer Line" for teenagers with students-volunteers is going to start its activity.

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EUROPEAN COMMISSION

SEMINAR ON THE PREVENTION OF URBAN DELINQUENCY
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III. GENERAL YOUTH
PROJECTS

1. "The children's town"
- a European joint project involving the towns of Fano in Italy, Morlaix in France and Würselen in Germany
-

1. Description of the project

a) The concept

If you can look at a town from a child's perspective, you can make it fit for a child to live in. If a town is safe for a child to live in, it is safe for anyone.

b) The issues

Society is in a state of flux. Small families, one-parent families and families split by divorce are increasingly common and the high unemployment rate across the whole of Europe means that an ever greater section of the population is faced with financial problems.

These changes have a particularly damaging effect on the quality of life for children and young people, as the old networks of secure social and family relationships become increasingly weak and unstable.

In addition to these general social trends, which are hard to influence, the living conditions in our towns and cities also place constraints on children's development. Space to play in is eaten up by new buildings, and ever-busier roads restrict children's freedom to move around safely. Playing with other children becomes increasingly difficult and free time is taken up with the media, computer games and myriad pre-planned, organized activities.

Increasingly, the dangers that face children are forcing their way into the public's consciousness: violence, maltreatment, sexual abuse and the ready availability of all kinds of drugs.

Healthy childhood development requires a healthy, safe and stable environment.

c) The objectives

The towns of Fano, Morlaix and Würselen intend to do something to counter these trends through a joint project. The three towns and indeed the three Member States they are situated in, all face similar problems.

The aim of the project is to find and try out helpful ideas that would apply not just to one country. In particular, the project is about developing strategies:

- to improve the quality of life for children living in the towns;
- to make the towns safer for children;
- to involve the children in the process of raising the level of public awareness;
- through the involvement of children, to make adults, and parents in particular, more aware of what it is like to be a child in today's world;
- through the involvement of both adults and children in projects they have developed together, to increase the level of understanding and solidarity between the generations and thus help counter the general erosion of social solidarity;
- to protect children from harm at play and in their everyday lives, and to provide all-round security;
- to support the relevant institutions (nurseries, schools, leisure groups and facilities) and assist them in organizing their work, and involving children in this process.

The project is based on the realization that we cannot give our children what they deserve if we plan our lifestyles and our cities around the needs of adults and commercial considerations. Planners need to pay more attention to children's needs. Involving children in measures affecting them, taking account of their point of view when decisions are made and making it a requirement that their needs be taken into consideration - these are three pillars on which the project is built.

d) Principles of child participation and co-determination.

Since children are not yet fully developed, they are not capable of effectively defending their interests in the social bargaining process. It is not enough, in view of current trends such as the weakening and diversification of family structures, simply to rely on parents to fight their children's corner. Nor would it be satisfactory to entrust the authorities with task of representing children's interests with regard to official matters. Children must have the opportunity to exert a direct influence on matters affecting them. Participation gives children a chance to gain practical experience of actively shaping their own lives and the environment they live in. This promotes personal development, self-confidence, responsibility and general well-being. Moreover, instilling in children a greater sense of commitment and responsibility towards the common good can only strengthen our democracy.

It is wrong to assume that, once participation is launched, it will automatically grow and blossom. Like anything which is taught, participation

must be cultivated. It is pointless unless it is viewed as a long-term process and unless the political and administrative establishment think and act in a way which is conducive to the creation of a child-friendly environment (and therefore a safe one), as a democratic imperative.

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2. Youth Centre for Conflict Management in Turin

1. Description of the project

The Youth Centre for Conflict Management was opened in November 1995. Its aim is to provide the district in which it is located with a service to listen to stories of conflicts experienced by local residents, in particular the young, and to provide support in seeking a solution.

Conflicts in the family, at school, during community activities, on the streets, are experiences in the life of every young person, which leave profound marks on their future. The impossibility of finding human support to rely on at such moments is often the source of later suffering and much unease.

The Centre is open every day with access direct from the street. All are welcome, regardless of age. It is managed by a team of ten people of different ages who have been trained in mediation according to the methods of the Mediation and Training in Mediation Centre in Paris.

This is a pilot project for mediation in social relations, the first of its kind in Italy. Planning, preparation and management of the project are the fruit of work coordinated with the local authorities and specialized associations in this sector.

As part of conflict management, provision is made for treating fear, that both of actual victims (victims of crime) and of potential victims (those who fear they will be victimized).

This fear affects some categories of "difficult" or marginal people including many drug addicts: their behaviour, their image, their instruments - for instance

syringes - and their dealings can produce a kind of paralysing and diffuse social panic.

While receiving this emotional reaction from citizens and cooperating with those who work on damage reduction, an attempt is made to encourage measures which enable people to live more easily with the phenomenon of drug addiction.

a) Objectives:

1. Encouraging and spreading conflict management culture
2. Building a network for cooperation with institutions and others in the district (social players, teachers, police, juvenile courts, schools associations)
3. Opening of a listening point where the conflict and fear can be freely related and mediation sessions can be arranged between the parties to the conflict
4. Training local residents in conflict management so that they can replace the management of the Centre
5. Establishing a listening and reception area for victims (actual or potential) and for the citizens most affected by social insecurity, fear and rejection by the other.

b) Services

1. **Reception area** for people who bring their conflict or emotional difficulties to two workers. At the request of the person, the Centre contacts the "other"(or "the others", depending on the case) and ask to hear their side of the story. Depending on the situation, the workers determine whether they will send the case to another specialized service or propose mediation to the parties.
2. **Documentation and Information Centre.** The Centre is now an information point for students, research workers, specialists in mediation. At present the Centre has a constantly up-dated multilingual and multinational library of texts, articles and publications on various types of mediation and conflict management.
3. **Awarenessraising in the area.** During the first eight months of activity, the workers have been involved in making its presence known to the associations in the area (cultural, sporting, vocational training associations as well as associations which provide help to fight drug addiction and alcoholism). Both workers and users are targeted.

During this period the Centre is carrying out an important project with all the state schools in the district. The aim of this project is to train groups of student mediators responsible for managing conflicts between students in the school. This also involves raising awareness among parents and teachers.

Funding	District IV in Turin
Planning	Italian Centre for the Promotion of Mediation - NGO
Management	Abele Group - Association - NGO
Technical and specialist cooperation	Conflict management cooperative

2. Evaluation

The spread of conflict management culture and strategies in society does not coincide with the elimination of conflicts (on the contrary) and thus the project cannot be assessed in terms simply of a reduction of conflicts (for example, reduction in reporting and calling in the police).

Initially (3 years) an assessment will be made of visits received by the Centre and of awareness raising among the public, associations, educational establishments and institutions in the area.

During a second stage (5 years) the project will be assessed by reference to the reduction in direct action by the Centre and the increase in the ability of the citizens and their informal organizations to manage conflicts and feelings of insecurity directly.

DETAILS - November 1995 - January 1997

Cases	74
Types of users	
Young people	47.3%
Residents in the district	47.3%
Types of conflicts	
Family	62.16%
including	
18.92% children/parents	
22.97% couples	
20.27% other persons involved	
Neighbourhood	24.32%
Institutions	8.11%
Work	2.7%
Street	1.35%

Sport	1.35%
Contacts with users	200
Knowledge of the Centre	
Press	43.24%
Direct	27.03%
From other social services	10.81%
Police	18.82%
Awarenessraising measures	15

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3. Causes and Correlates of juvenile delinquency in the USA

1. Description of the project

a) *What do we know about delinquency prevention?*

The current state-of-the-art concerning delinquency prevention is:

- The risk-focused prevention strategy, which is built on results from tobacco prevention, mental health and substance abuse field, seems to be the basis for most prevention programs.
- We are seeing more need for protective factors to be consistently available throughout a child's developmental years.
- Effective delinquency preventions are based on prevention programs developed for other purposes, including prevention regarding mental health, substance abuse and child abuse.
- There are some programs that were developed specifically to prevent delinquency. The evaluation findings of that program are mixed.
- Available prevention research (Greenwood et al., 1996) suggests that some approaches to preventing youth from developing criminal careers look promising and are cost-effective when compared with the costs of incarceration. Greenwood reported that crime might be reduced more cost effectively by strategies that keep high-risk youth out of trouble with the law

than by the longer prison sentences that are currently the vogue. Programs that provide parental training and therapy for families whose children have shown aggressive behavior in their early school years avert almost three times as many serious crimes. Efforts to monitor and supervise very young delinquents show encouraging outcomes.

- We know that communities that practice collaboration and see each part of the criminal, juvenile, health and social services systems as part of the greater whole do a better job of making limited resources impact more people. One such example currently being used in the United States is **Weed and Seed**. This is a collaborative among the local law enforcement, health and youth serving agencies. Together, with Community Oriented Policing as a foundation, the sites are "weeding" out gangs and elements that breed gangs, and they are "seeding" into the neighborhood economic development and pro-health activities that encourage community growth.

b) How do we know that delinquency prevention is effective?

Research confirms that delinquency prevention is one of the most effective means of curbing the increase in the number of juveniles becoming involved in violent and other criminal acts¹. OJJDP's Causes and Correlates Study concludes that "Overall, the varied findings continue to suggest the importance of prevention efforts"².

The Causes and Correlates study is a longitudinal study that has been funded since 1986. The goal of the program is to obtain a comprehensive view of the development and course of delinquent careers. This study is broad-gauged and designed to look at a variety of risk and causal factors associated with delinquent behavior.

Findings:

- A small, but substantial proportion of boys and girls are involved in serious violence, even before becoming teenagers. At age 12, 19% of the boys and 15% of the girls report involvement in these behaviors. For some youth, serious violence begins early.
- Chronic violent offenders are a very small percentage of the total population. One of the challenges for Juvenile Justice Research is to determine who these young people are. Policies need to be developed to deal with these young people and ultimately to prevent their involvement in serious violence.

1. D. Huizinga, Rolf Loeber, Terence P. Thornberry, *Recent Findings from the Program of Research on the Causes and Correlates of Delinquency*.(Washington, 1995), unpublished.

2. Ibid, p.80.

Characteristics of chronic violent offenders:

- The onset at young age of anti-social behaviors.
- Commit many types of crime such as property, public disorders, and status offenses.
- Selling of drugs.
- Use alcohol and marijuana.
- The respondents with the youngest ages of onset are most likely to become chronic offenders.
- Chronic violent offenders are quite versatile in the crimes they commit.
- Of the youth arrested, the first arrest occurred well after their violent careers had begun. Thus, the interventions offered by the juvenile justice system may be too late to easily alter the development of these serious, repetitive violent careers, and both early prevention and intervention as well as later treatment for apprehended offenders seem clearly needed.
- High risk youth are defined as having five or more of the following family-based risk factors: low parental education, parental unemployment, family receipt of welfare, the respondent's mother having her first child before the age of 18, the respondent's family moving five or more times before he or she was 12, family members experiencing trouble with drugs, family members experiencing trouble with the law, and official record of child abuse of maltreatment and the respondent being placed in care outside the family.
- Youth with five or more risk factors have a three times as high a prevalence rate as the rate for those youth in the study with none of the risk factors. However, despite the presence of these risk factors, most of the high-risk youth were resilient, that is to say most of them did not engage in serious delinquency.
- Protective factors include intact families, staying in school and a bonding with the educational process, religiosity, peers who do not use drugs, and parents who are clear in giving anti-drug messages.
- There are buffering or protective factors in the environment that counteract the negative influences of the risk factors. Identifying protective factors is important for policy and practice since they suggest fruitful areas for potential intervention.
- Each of these protective factors taken separately had a relatively small impact on resiliency. Taken together, however, these protective factors have a very strong impact on resilience, at least during grades 8 and 9.
- Of the high-risk youth who had been between zero and five of these protective factors, only 22% were resilient. However, as the number of protective factors increases, so too does the level of resilience. Eighty-two percent of the youngsters who have nine or more of these protective factors in their environment are resilient. Only 18% of them engage in serious delinquency. This is an amazing statistic when we consider that we are

dealing ONLY with high-risk youth in this study.

- Children who experience violence within the family are twice as likely to commit violent acts as children in nonviolent families.
- Finally, both as a risk and protective factor, we need to consider the media culture, the pop culture. We have an entertainment culture including video, movies, television, music that can give pro violence messages and pro drug themes

c) *Does drug use cause violence?*

There is a relatively strong concurrent relationship between drug use and delinquency. The prevalence of violence among the drug using groups is more than double the prevalence of violence in the non-using group. This finding holds for both boys and girls. Being involved in drug sales (marijuana and/or other drugs) is also clearly related to involvement in violence. Among male drug sellers, 72% have committed violent offenses as compared to 24% for non-sellers. On the average, the sellers commit about 46 violent offenses per year, compared to only about five violent offenses for non-sellers.

d) *Policy Recommendations*

- Delinquency programs that are specifically targeted to reduce delinquency should be developed, tested, replicated and disseminated. We know that one size does not fit all, and we know that for a prevention program to be effective, it needs to be very specifically designed for the intended target of the intervention.
- All agencies working on prevention issues (drugs, delinquency, school failure) should consider jointly funding projects as the risk factors are very similar. This would reduce turf issues and forge a collaboration of mutual investment.
- We need a multi community research program which would expand society's capacities to understand and to modify community-, individual-, and biological-level processes that influence individuals potentials for violent behavior.
- Start early. The literature, and common sense, tell us that by the time a young person has already come to the attention of the juvenile justice system, that person has already perpetrated many crimes. Successful prevention programming means beginning early.
- Involve the media. Producers of movies, music and other forms of pop culture have a specific choice to make: to be part of the solution or part of the problem. Our experience has been that they are more likely to participate and to self regulate if they are part of the process, and the community holds them accountable for their products.

- Protect the infrastructure of prevention programs and treatment programs. If these programs are the first to be cut every time there is a budget crunch, in many ways our social scientists and researchers need to start over time and time again.

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4. Youth prevention project in railway stations in Sofia

Insecurity does not just mean crime. The insecurity people feel in their daily lives is primarily the result of a sense of being abandoned by society. Europeans feel let down by their institutions, their politicians, their communities, their neighbours; the loneliness they feel is heightened by the precarious employment situation, rundown housing, a lack of public services in the area where they live, and the risks to their health. The increase in suicides, drug abuse, and violence of all kinds are the visible signs of this state of neglect. The lower down the social scale, the more abandoned people feel. What makes matters worse is the poor organization of our cities.

Fighting insecurity means showing a determination to stamp out this sense of abandonment, it means that all the citizens of a single society, a single city, a single country or a single continent can share the same rights and obligations, and have access to the shared boon of security.

As an asset which benefits us all, security must remain under the control of the public authorities democratically elected by the people. Any delegation of authority in this area must be subject to strict controls, and be revocable at any moment.

As a common good, security is defined from the bottom up. It is people and communities who define it. The public authorities and institutions embody this demand from below in practical form and respond to it in appropriate ways. Security means a constant dialogue which buttresses the exercise of local democracy. Towns and cities are the ideal stage.

As a common good, security is the outcome of joint work by many groups and individuals, including the business sector. Producing this joint result involves organization and transparent operating rules, an exercise which towns and cities encourage.

As a common good, security takes its place alongside other public goods and services, such as health, housing or education. None of them is necessarily any more or less important than the others, but it is urgent that we find the points of contact between them so that each public good can achieve its full effect for the benefit of the individual.

The history of insecurity is a chronicle of conflicts, in forms whose brutality varies depending on the place, the situation and the people concerned. From a dispute between a man and a woman to one which pits an individual against an institution or an adolescent against the adult world, conflicts are the expression of an impulse which is everchanging and complex.

What are we to do about insecurity? For years, towns and cities have been working in all kinds of ways to reduce it. Whether long- or short-term, the measures they have taken follow the same principles of partnership, interdependence with other sectors and changes in the ways institutions work.

Here are two examples of projects carried out in two cities, Sofia and Liège. (for the Liège project, see chapter III, Projects related to high risks groups, project nr. 5.)

1. Description of project

a) *Conflict to be resolved*
Use of space

Place of project
Bulgaria, Greater Sofia
(pop. 1.35 million)

b) *Parties to the conflict*

- Homeless children, many of them prostitutes, living in railway stations
- Users of urban transport

c) *Place*

The railway station

d) *Strategy implemented*

- Integration as a response to insecurity: giving the children a home and appropriate education.
- Financing: the City Council (the principal source of finance) and the European Union. Technical assistance from European cities.

2. Evaluation of the project

a) Areas of success

- An initial diagnosis of the situation has been made.
- Formation of coalitions. A central coalition: The Central Committee for the Prevention of Delinquency. And an ad hoc coalition, initiated by the Greater Sofia City Council and set up in 1994. It was very ambitious to bring together on one project the City Council, the Central Committee for the Prevention of Delinquency, the police, the transport company, the Foundations and the associations. Weekly meetings meant that the project was able to develop quickly. Each institution went beyond the limits of its traditional role.
- firm political will: the mayor and his deputy are closely involved in the insecurity and social integration coordination scheme and the mayor is kept fully informed of progress.
- Through networking with other European cities in the European Forum on Urban Security, as part of the ECOS programme, allowing for an exchange of experience the project has been able to develop.

b) Problems and Shortcomings

- There was no precedent for coordination: the partners had never learnt to work together.
- Economic restrictions (unemployment: 21.4%) and Bulgaria's political instability further increased the difficulties which had to be faced when the project was being implemented.

c) Real impact

- Construction of a house to accommodate the young children: the integration of the children is under way.
- Greater knowledge of the children's situation.
- Establishment of a relationship of trust between the children and social workers.

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**SEMINAR ON THE PREVENTION OF URBAN DELINQUENCY
LINKED TO DRUGS DEPENDENCE
BRUSSELS, NOVEMBER 21-22 1996**

**III. PROJECTS RELATED
TO HIGH RISKS GROUPS**

1. Garda Community based Projects in Ireland

1. Description of the project

The Garda Community Relations Specialisation was set up in 1979 and has responsibility for formulating, implementing and evaluating all Crime Prevention Programmes and measures used by An Garda Síochána. The Garda Community Based Projects are an example of one of our Crime Prevention Programmes. It is a Community based, multi-agency partnership programme, targeting a 'high risk' group of people in a defined area with the aim of preventing crime.

Since the launch of our first Community Based Project, G.R.A.F.T. (Give Ronanstown a future today), in Ronanstown, North Clondalkin, Dublin, in July 1991, we now have nine such projects in operation in Ireland. Five of these are based in Dublin, our capital city and the remainder in the larger urban centres outside Dublin.

These Community Based Projects are funded by the Department of Justice and managed by and an advisory committee. Provision is made for the employment of a full time co-ordinator and all funds are administered by the Garda Superintendent for the District where the project is based:

The aims of the projects are:

- To prevent crime.
- To divert young people from conflict with the Law.
- To make a contribution to the quality of life of young people within the target area.
- To provide positive alternatives for them.
- To support Garda Community Relations.

The methodology employed involves the identification of a specific or 'risk' group within a defined geographical area, the evaluation of the needs of this group and the provision of meaningful activities in the area of education, skills and personal development.

One of the outcomes of this crime prevention strategy has been an improvement in Garda/Community Relations.

Garda Community Based Projects are an excellent example of the community and Garda making a partnership approach in dealing with a complex and demanding problem. Through a process of analysis and communication the community and the Gardai identify the type and extent of criminal activity by

young people in an area. A multi-disciplinary committee is formed and the knowledge and skills of state and voluntary workers are supported by public funds and combined in a relevant and flexible manner to deal with young people at risk in the area.

In sharing the problem and sharing responsibility for providing the solution the community and the Gardai work to improve the life chances of at risk young people in a focused and professional manner.

2. Evaluation

While there is no evaluation data available at present, an evaluation is currently being undertaken. The following have been the learning experience gained from our involvement in the Projects:

- From the effectiveness point of view the projects should be Community based with a strong community involvement. Community volunteers should if possible be involved in the design stage of the project: this increases their appreciation of the aims and instills a sense of ownership.

- Training for all personnel involved in the projects should be provided. It is essential that all persons be skilled in dealing with young people. The desired attributes should include good communication and social skills, the ability to deal with groups, to detect behavioural change and to resolve conflict.

- it is essential to identify and link the other related services within the catchment area. This approach serves to complement our efforts and to maximise our resources.

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2. Prevention of Urban Delinquency linked to Drugs Addiction in Italy

1. Description of the project

In Italy, measures relating to urban delinquency connected with drug abuse, which are carried out by the Department of Public Safety in the Ministry of the Interior through the subordinate Central Directorates for Antidrug Services and the Criminal Police are based on two strategies:

- measures to combat drug addiction
 - targeted control on a national scale to optimize activities to combat widespread crime with special attention to the categories and areas where drug addiction is concentrated and is rife by stepping up cooperation between public bodies and the people.
- a) With regard to the first strategy, the Department of Public Safety in the Ministry of the Interior carries out prevention and enforcement activities to combat the spread of drugs and psychotropic substances in Italy primarily by paying special attention to the training of all staff in operational roles in the Police Forces (State Police, the Carabinieri and the Guardia di Finanza).

In order to improve and deepen knowledge of the phenomenon, in 1984 the Ministry of the Interior set up a permanent Centre which provides information on the map of the public health services and social and rehabilitation structures with the relevant characteristics: the number of drug addicts being treated by public and private facilities, their geographical distribution, the professional status, sex and age; drug addicts being cared for by public health services and social and rehabilitation structures during the year; possessors of drugs for personal use; enforcement operations against production, sale and traffic in narcotics; deaths from overdoses where death was attributed to the direct use of drugs, excluding all cases where drugs were only an indirect cause.

Other public departments also produce data and information essential to an understanding of the phenomenon such as the type of substances taken; the types of treatment given and the results obtained by public and private services; diseases linked to the taking of narcotics (hepatitis, HIV, AIDS); services provided in prevention institutes and punishment in barracks; the number and the outcome of criminal procedures in respect of crimes provided for by the law on the production and trafficking in narcotics and

psychotropic substances; the number of persons rehabilitated and reintegrated into working life and the type of occupation pursued in both public and private structures; measures carried out in the provinces relating to information, prevention, treatment and recovery; public funding granted to public and private bodies; trafficking sources and routes.

- b) With regard to targeted control on a national scale, the need to fight crime ever more efficiently led to the setting up in the Central Directorate of the Criminal Police of an office, the "Service for the surveillance of the country and flying squads", with the task of creating a national coordination system and preparing the necessary strategies and measures to increase the effectiveness of the general prevention services of the State Police.

In remote areas, planning of such services has been entrusted to an office which operates within every police headquarters, called the Office for General Prevention and Public Assistance.

Its operational arm is the "Flying Squad" whose main task is to patrol the area, thereby ensuring a constant presence in an organized and flexible form while collecting all the necessary information through contact with the public.

The State Police, through coordinated surveillance of the territory, seeks to respond to the growing public demands for safety.

In order to take appropriate action to fight crimes related to narcotics, it is first and foremost necessary to identify and locate the most sensitive places where those crimes occur such as schools, universities, stadiums and sporting circles.

In addition to the abovementioned "Flying Squads", among the general prevention agencies, the recently created Crime Prevention Units play a special part. As a result of their specially ordered structure, they are highly operational owing to their extreme mobility in the national territory and their marked ability for rapid intervention in emergency situations, in particular, in support of other territorial prevention offices.

The constant and continuous monitoring of the territory by the Units enables the central departmental bodies to prepare and update a map of the areas most at risk from specific delinquent phenomena such as illegal immigration, drug trafficking, robberies, extortion, thefts etc.

In order to supplement nationwide surveillance effectively, in particular, in towns and suburban areas, new operational modules have been set up. They

use campers from where patrols are coordinated and directed to clean up areas seriously affected by microcrimes very often resulting from drug use.

2. Evaluation

The measures described above certainly appear practical and worthwhile as part of the efficient fight against urban delinquency linked to the sale and use of drugs.

Through the combined action of prevention and prosecution in which the subordinate Central Directorates for the Antidrug Services and the Criminal Police are constantly engaged, the Ministry of the Interior succeeds in taking into account the information and protection requirements of the country by containing illegality within reasonable limits and by ensuring the presence of the law in all places at all times.

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3. French programme to develop "Points-Ecoute" (Listening Points) - Interministerial mission to combat drugs and drugs addiction

1. Description of the project

a) General

The number of young people aged between 18 and 25 with a very disturbed social and family background is growing. They lack family and emotional ties and suffer from the absence of fixed relationships, jobs and accommodation.

The use of harmful products, drug abuse, small-time, even big-time delinquency and the gang phenomenon result in the marginalization of some of these young people, who tend to reject available facilities.

In order to prevent these situations and to try to help these young people who are in difficulties and prone to drug abuse, the Directorate for social action of the Ministry for Labour and Social Affairs opened "Points-écoute" for young people in a few departments in 1992 and 1993.

The objectives of these "Points-écoute" for young people are:

- to prevent drug abuse and delinquency;
- to receive and counsel acknowledged young drug addicts and direct them towards specialized services;
- to reintegrate the most serious cases into social and professional life by socioeducational support, rehousing, etc.

b) The example of the " Point- Ecoute" in Le Havre

The example of the "point-écoute" we give here is in the "Mare rouge" district of Le Havre, in the Seine Maritime department. It operates in this district, in the centre of Le Havre and its suburbs.

"Espoir mare rouge", which is managed by a private association, receives young people in difficulties on easy terms, provides information and guidance through specialized networks (health, justice, integration, sport, etc.). A prior appointment is not necessary.

The team consists of a coordinator, a person responsible for coordination and follow-up (seconded from the association for assistance to mothers in need), one employee responsible for reception and integration, one doctor, one mother and one young person from the district.

Local partners take part in preparing and carrying out the measures of the "point écoute". These include local professionals, drug users and former users, local residents (parents, traders.....) and professionals from Le Havre and the Département even beyond.

A user-friendly area enables young people and families to meet over a drink or can be used for events bringing together local residents (birthdays etc.). The "point-écoute" encourages the setting up of specialized networks run by steering groups which meet regularly.

It helps any young person standing trial to prepare a file for the defence lawyer.

With regard to risk reduction and damage to health, it supplies condoms, free hepatitis B vaccination on the spot by a doctor, information on risk reduction,

associated diseases (hepatitis, aids). It takes part in national and European measures (Aids world day ...), organizes evening debates (1 per month). It goes out to meet marginalized drug addicts, in particular, in the squats in the district.

The "point-écoute" organizes weekends away with mainly sporting activities (mountain biking, canoeing) in partnership with socio-medical centres; these measures enable local young people and the poorest families to go on holiday and to experience something different.

The centre has received 2000 visits since the beginning of 1996.

c) *National Outlook*

At the end of 1996 funding was allocated to establish 72 "Points-jeunes" and "Pointsparents", some of which began to operate in 1996.

It is planned to continue developing this programme in the future; the programme is being prepared.

Specialized "Points-écoute" for drug addicts have a mainly preventive role. They are a meeting point for communication and guidance which make direct exchange possible and they contribute to treatment and integration. "Points-santé", "Points-jeunes" are part of the general network of listening structures for young people.

Through these services, the policy relating to the fight against drugs and drug addiction is applied as part of the urban policy to prevent delinquency which is designed to encourage social and economic urban development, to fight insecurity and to restore social cohesion.

On those grounds, specialized "Points-écoute" are located as a matter of priority in districts covered by urban policy and in most cases receive funding from the State and the local authorities. But in view of their effective role in mediating between the public and the specialized services, it is desirable that these facilities or this form of action should be developed throughout the country.

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4. Operation Jigsaw in Manchester

1. Description of the project

a) Historical Overview

In 1992, Greater Manchester Police reviewed the relationship between drugs and crime and developed a new drug strategy based on a balanced approach with equal emphasis on enforcement and prevention. Similarly, the English drug strategy "Tackling Drugs Together" involves a balanced approach to tackling drugs, and a three year programme (1995 - 1998), to be delivered by local Drug Action Teams (DATs). Both the English strategy and Greater Manchester Police drug strategies are underpinned by a statement of purpose which is:

To take effective action by vigorous law enforcement, accessible treatment and a new emphasis on education and prevention to:

- increase the safety of communities from drug related crime;
- reduce the acceptability and availability of drugs to young people; and
- reduce the health risks and other damage related to drug use.

One year into the implementation of the English drug strategy, all agencies within the criminal justice system have drug strategies based on a balanced approach. Her Majesty's Inspector of Constabulary has completed an inspection of forces to check for compatibility and good practice. Running in parallel and recognising drug use as a health problem, an effectiveness review within the Health service has been undertaken to ascertain the service provision for drug users, and make recommendations for enhancement.

b) Operation Jigsaw

Greater Manchester Police (GMP) recognise that the effectiveness of any drug strategy is only as good as its implementation. As such, GMP launched a major programme in April 1996 called "**Operation Jigsaw**".

Operation Jigsaw's primary objective is to promote the force drug misuse strategy to the extent that it makes a difference to every member of staff in the organisation, as well as to all residents within the county. Its aims are:

- to address the demand for drugs through awareness raising throughout the whole community
- and to reduce the supply of drugs through active enforcement

Operation Jigsaw involves three distinct phases:

Phase One = Education Awareness - This is about raising awareness throughout the whole community of the problems associated with drug misuse, and at the same time encouraging diversion into safer pursuits such as sport.

There are different messages for different sections of the community, including:

- for our own staff, awareness of the force drug strategy,
- for parents, teachers and other adults, knowledge of support agencies
- for young people, encouragement to experience real highs through recreation such as sport, rather than short lived artificial highs caused by drugs.

Examples of Phase one activities:

- Jiggo '96 supported by the Football Association, aimed to challenge young people of all ages in Greater Manchester, to try the real highs of sport through a soccer competition. The competition was organised into knock out football matches, and the final was played at Manchester United's football ground, as pre match entertainment during the Euro '96 games.
- "The might of Greater Manchester" was a video made with contributions from international sports personalities, and shown through e.g. television and daily advertising in 68 multiplex cinemas. The video message encouraged people to choose "Real highs" through leisure activities such as sport rather than drugs.
- 999 challenge was for young people aged 16 - 18 years. It was a competition involving the fire, ambulance and police emergency services which challenged groups of 20 young people to learn some of the skills of the services.

Phase Two = Drugs Dump - This phase of the initiative promoted the safe disposal of unwanted drugs, and involved the media canvassing the public to dispose of unwanted drugs in special bins placed at chemist shops and police stations. 3.28 tonnes of drugs were dumped.

Phase Three = Enforcement - This phase focused on reducing the supply of drugs by targeting offenders.

Examples of Phase three activities:

- Co-ordinate enforcement operations into a concentrated period of time for maximum impact. 122 operations were run over 12 weeks.
- The Dealerspotting initiative encouraged the public to ring Crimestoppers the national telephone hotline with any information about local drug dealers or illicit markets. It resulted in the arrest of 1275 people for drug offences, seized substances valued at over £1 million.

2. Evaluation

An academic evaluation of Operation Jigsaw was not undertaken, however a detailed report of activities and results is currently being prepared.

3. Contact person

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5. The Liège project - prevention, security and help

1. Description of project

a) *Conflict to be resolved:*

Use of space/Hooliganism - Place of project: Liège (pop. 202000), Belgium

b) *Parties to the conflict*

- Groups of young hooligans ("siders" or the hard core of fans)
- The city, the football club, the police, the *Fanproject*

c) *Place*

The Standard de Liège football stadium, its surrounding areas and the areas where the fans live.

d) Strategy implemented

- A *Fanproject* with a preventive emphasis, co-managed by the city council and the *Fan Coaching* non-profit association, was set up to escort high risk fans to home or away matches, as a preventive measure, to organize educational cum sporting activities (adventure sport), to reintegrate young fans socially, and to set up a meeting place at the stadium, the "*Maison des supporters*", run by the youth workers' team on the spot. This *Maison des supporters* is run as an experiment in social integration and vocational training for "siders", who built the premises for their meeting-place.
- A scheme was run in the areas where the young people live to set up links with existing bodies which organize young people.
- The highrisk groups were physically supervised by club stewards at home matches and the hard core were escorted to away matches by "spotters" (plainclothes policeman, known as such to the group).
- Financing: the government pays staff salaries (a university psychologist, 3 social workers, 2 educators) and the running and investment costs: BEF 7.2 million, supplemented by a contribution from the Walloon government for specific football ground projects.

2. Evaluation of the project

a) Areas of success

- Formation of a coalition: The *Commission communale de Prévention du Hooliganisme* brings together the city council departments for young people and sport, the Standard de Liège football club, the police (local and national), the judiciary, the Health Ministry, the University of Liège, the *Fan Coaching* association, and the Red Cross.
- An initial diagnosis was carried out by academics on the real composition of groups of hooligans (the majority were young people from comfortable backgrounds but attracted by the excitement, a minority of 14-19-year-olds from disadvantaged backgrounds, and a hard core of 18-24-year-old violent dropouts).
- A follow-up diagnosis is planned: the "hooliganism" aspect is part of the work of the Prevention Observatory set up as part of the Security Contract in 1994.

b) Problems and Shortcomings

- The *Fan Coaching* scheme is constrained by the continual turnover of high-risk fans owing to the long term social problems at the root of the phenomenon.
- *Fan Coaching* cannot replace the educational role of the family or school.
- Primary prevention of hooligan behaviour in high-risk adolescents will require new organizations, "junior fan clubs", to be set up to teach young fans to act responsibly.

c) Real impact

- Project extended to other Liège football clubs and other Belgian clubs (including most notably Antwerp, Ghent, Charleroi and Anderlecht).
- Significant decrease in violence recorded at matches, in both qualitative terms (seriousness of the incidents) and quantitative (number of incidents).
- Educators well integrated into the groups: informal supervision of the young people.

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**IV. PROJECTS RELATED
TO HARD CORE ADDICTS**

1. The Aachen Drogenhilferverbund - drug welfare network

1. Description of the project

According to the 1995 crime statistics dealing with the consumption of hard drugs in the city and district of Aachen, a suspect known to be a user of hard drugs was involved in 2132 of the 24188 recorded cases (8.8%). By way of comparison, the incidence in Germany as a whole is 6.6% while in North-Rhine Westphalia it occurs in 11.2% of recorded cases. Drugs policy is conditioned by the fact that Aachen is close to the Belgian and Dutch borders. As a consequence of the changes made in Dutch drugs policy the drugs scene is growing steadily in the city and district of Aachen, increasingly involving a mixture of different people including vagrants, homeless people, drug addicts and young people at risk. The situation is exacerbated by the influx of drug addicts and users, mainly from Turkey, Albania, Morocco, Iran and Russia. Four independent associations (autonomous organizations) are cooperating on a drug welfare network agreement, the aim of which is to consolidate, improve and extend the existing drug welfare services and to make available new services in the Meuse-Rhine region. The agreement provides for the creation of a drug welfare network and the fostering of links with the authorities and other social services. The organizations involved in the cooperation agreement are *Aidshilfe Aachen e.V.*, *Drogenhilfe Aachen e.V.*, *KRABAT e.V.* (a young people's and drugs advisory centre) and *WABe e.V.*

Drogenhilfe Aachen e.V. runs an accessible contact centre on the Kaiserplatz in Aachen. It revolves around a cafe in the town centre, near the drugs scene and not far from other organizations. The only rules in the contact centre are that no drugs (legal or illegal) may be consumed on the premises and that no dealing, violence, threats of violence or damage to property are allowed. The centre offers low-price soft drinks, warm meals, fruit, and so on, washing and shower facilities, hygiene products, condoms, bandages, laundry facilities, a needle exchange (54000 in 1995), first aid for users who have overdosed and storage facilities for items of personal value. Visitors have the possibility to talk informally to professional staff, to arrange a postal address and to telephone the authorities. The centre also offers help in connection with housing, emergency accommodation, places at detoxification centres and assistance in dealing with the authorities. It is also involved in crisis intervention and advises on methadone substitution.

The methadone substitution policy is being implemented by *Drogenhilfe Aachen e.V.* and *WABe e.V.* On 9 January 1995 the city of Aachen joined the

North-Rhine Westphalia methadone agreement, which formally sets out the medical and legal framework for the prescription and administration of methadone.

2. Evaluation

The experience of accessible contact centres over the last few years has shown that damage and dangerous drug use are minimized and the risk to health is stabilized. Social contacts are built up. Demand for therapy, substitution and detoxification also increases. More users attend rehabilitation centres. In drugs-related emergencies lives can be saved, while the risk of HIV infection is reduced and the mortality rate falls.

Although methadone substitution is not yet well-established, our experience in Aachen has shown that substitution can stabilize health and keep users alive. It offers those involved a chance to get out of the scene. They can reintegrate socially and return to the world of work.

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2. Euregional DELTA Plan in the Meuse-Rhine region

1. Description of the project

a) Background

Since the beginning of the nineties the Euregion Meuse-Rhine has been confronted with a growth in drug tourism. This development involves a number of grave risks for drug addicts. A lot of these users cross borders and move around towns without any knowledge of the local conditions. Often they do not speak the language, nor have any contact with the local services. In situations like these drugs addicts are likely to end up in isolation. As a consequence of this marginalisation and because the wide variety of drug policies in the region, petty crime is increasing. Determined to tackle this situation, a number of Dutch,

German and Belgian cities started in 1996 the Deltaplanproject, among them Maastricht, Heerlen, Hasselt, Liège, and Aachen. These cities arranged to work towards gradually matching up their drug addicts and to diminish petty crime on the street. The Deltaprojectplan is being co-financed by the European Union in the framework of the Interreg-programme.

b) The project

The project works on different levels. First of all there is the level of the street. For a while now streetcorner workers have been working on a regular basis in cities across the border from their home base. To give an example: a German streetcorner worker can take part in activities in Maastricht while a Dutch colleague can work for a while in Liège. The task of the streetcorner workers consists in making contact with support workers, with after care and resettlement organisations and with the legal system. Besides that they inform addicts on safe use and safe sex programmes, and if necessary they can provide users with clean needles and condoms.

Apart from the streetcorner workers, other members of drug support workers are also taking part in the Deltaprojectplan. There are exchanges of information on the treatment of users with special focus on somatic care and the prevention of AIDS. Furthermore, social services departments in the cities concerned are investigating how addicts can opt to return to their home countries.

The Deltaprojectplan also includes consultation and cooperation at the level of local administration, youth workers, the police and the courts.

What are the consequences for the cities in the Euregion if one of them changes its local drugs policy? How is it possible to prevent a negative knock-on effect from a policy change in one of the cities? In what sense will better coordination between local drugs policies lead to an improvement of the social situation of drug addicts in the three countries? These are some of the questions which are being discussed and analysed within special working groups for drug support workers, administrators and politicians.

These working groups will draw up concrete policy initiatives for local, provincial and national authorities. The Deltaprojectplan will run until the end of 1999.

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3. The Sanna project in Göteborg

1. Description of the project

Over the last 50 years officially recorded crime in Sweden has risen by some 500%. As a high proportion of crime is linked to the consumption of alcohol and drugs, great importance is attached to preventing addiction and treating and rehabilitating alcoholics and drug addicts. A number of public agencies and voluntary organizations are working in this field, but it was found that their activities were not being coordinated. To improve matters, various coordination efforts have now been undertaken across the country, one of which is the Sanna Project in Gothenburg.

To understand this complex issue, it is necessary to have an idea of how responsibility for support measures and social benefits is organized in Sweden. Below national level there are 23 regional councils (*Landsting*) and three city councils with the same powers, plus a lower tier of 286 municipalities. The three tiers perform different functions, but all have tax-raising powers. Responsibility for **social benefits** lies with the municipalities, while **public health** falls within the remit of the regions. The **penal system** and **labour policy** are administered centrally by the State. When an individual loses income through unemployment or sickness, the State also steps in to provide national insurance benefits, which are subsidized partly from tax revenues.

The city of Gothenburg forms both a region and a municipality, while the central State authorities also have local branches in the city.

The aim of the Sanna Project is to coordinate the various agencies working to help alcoholics and drug addicts. The addicts themselves are very much at the centre of the project, which takes as its motto, "More networking and fewer rules". It could just as easily be "Unusual problems require unusual remedies".

The project currently operates in only one of the 21 districts of Gothenburg. In Phase II it will be extended to cover a whole section of the city comprising 6

districts. Each district is administered by its own council and has its own budget for, among other things, social benefits. At present the project is open to around 31000 inhabitants. This number should eventually increase to around 110 000, a quarter of the city's total population.

The idea at the heart of the project is that all the agencies which deal with financial matters affecting addicts be dealt with at a onestop office, the "Sanna House", so that the persons concerned do not have to do the rounds of different offices, and a reliable overall assessment can be made of each individual. Anyone seeking help at the Sanna House has to deal with only one official, who can then consult the other persons responsible. At the moment the following agencies are represented:

- the social services;
- the national insurance fund;
- the public health authorities;
- the employment office;
- the authorities responsible for (open) penal measures;
- voluntary organizations.

Up to now five staff have been employed by the agencies taking part in the project.

To qualify for help under the project, individuals must have a fixed abode, be suitable for out-patient care, be unemployed and be prepared to allow all project staff access to their personal data. Before they can take part, they must also have agreed to allow the exchange of information between the different agencies involved. Around 130 people are receiving help in Phase I and this number is expected to rise to around 500 in later phases when the project has been extended to all districts. The age of participants ranges from 20 to 55. 5% of them are women and 40% have a criminal record

2. Evaluation

As the project has been running for a short time (a year or so), it is too early for an evaluation. However, a survey has already been made of the first 50 patients, of whom 28 had alcohol problems, 18 had drug and/or alcohol problems and four suffered from mental illness.

According to the survey, three people had undergone medical rehabilitation treatment, four were in the process of withdrawal, 20 were pursuing various activities and 17 were waiting for a job or training course 75% of whom succeeded in one way or another in integrating into the world of work. Five

people had failed to meet the project conditions and one had completed treatment. The cost of the project is around SEK 10000 per person per month. According to the survey, there is an additional administrative cost of SEK 2000 per person per month. However, these costs will fall when more individuals take part in the project.

It is always difficult to assess a project where there are ethical and practical barriers to setting up and monitoring a parallel control group. Moreover, the definition of criminal behaviour changes over time, as do attitudes to addiction and the social climate. High unemployment is now another significant factor.

However, we can conclude that, on the whole, the coordinated rehabilitation of alcoholics and drug addicts offers a great opportunity to smooth the way for those afflicted to find appropriate treatment, although it is an expensive and time-consuming exercise. For the individuals concerned and society as a whole, the project makes an important contribution to crime prevention and the fight against addiction.

3. Contact person

Further information may be obtained from the project leader,
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4. The Triple-Ex programme in The Hague **- ex-detained, ex-addicted, ex-unemployed**

1. Description of the project

Triple-Ex is an intensive rehabilitation project in The Hague with the following objective:

The rehabilitation of ex-detained drug addicts who have an unfavourable perspective in the regular social resettlement/probation system, addiction care and treatment services, as a result of their disadvantaged position in relation to work and education and/or their general disadvantaged position as a member of an ethnic minority group.

Contra-indications to be eligible for the programme are the following:

- a total lack of motivation/of the willingness to change ones situation;
- having committed a highly violent crime;
- severe psychiatric disturbances, such as psychosis (including suicidal behaviour)

It started in October 1995 with a yearly budget of 800.000 ECU and a capacity of 30 places intensive phase (80 ECU's daily) and 20 places re-entry phase (35 ECU's daily).

a) *The structured programme* consists of three domains, each of which has different phases. The exact length of each phase depends on the individual client. Therefore, the total duration of the programme varies from one year and a half to two years. All domains have their own specific aims:

b) *Housing programme*

The onset of the programme is under conditions of a closed setting: much control and less privileges/freedom. That is to say, housing conditions in this phase being more of a regular country house, security measures are primarily of the so-called soft ware type. This means there is a tight regime of limitations with regard to one's freedom of movement as well as a medical regime: urine analysis, and sanctions put upon rule-breaking. Methadone prescription in this phase still is an (optional) part of the programme.

After three to six months, having complied with the conditions of the first phase, the client switches over to the so-called open setting. There is continued control upon his behaviour, but one's privileges with regard to the freedom of movement have increased.

After another six to nine months, the moving up to the next phase may follow: living one's own under supervision. Social reintegration is the central aim, as well as releasing more and more from the closed aspects of the programme. At the end of this phase, the client has to be capable of living on his own right away. The municipal authorities, partaking in the project, are bound to offer appropriate housing then.

c) *Education/job programme*

After the beginning of the programme, the client starts as soon as possible the so-called education orientation programme. In this phase the development of an educational/job training programme as well as the clients' choice for a vocational training programme is the central aim. The clients get tested, they are offered information and they join in traineeships to get to a balanced vocational choice. However it is, needless to say, that the situation on the job market

determines for a great deal the possibilities that can be offered for the vocational training.

In cooperation with the local Department of Social Affairs and Employment a specific education/job centre has been started in The Hague (in English we would call it 'the Branch").

At this moment, the following vocational training programme can be offered:

- technique
- catering
- health caretaking
- cleaning houses/buildings
- gardening/road working
- individual training

Basic education and vocational training, both practical and theoretical, are central in this phase of the programme. A set of certificates is applied to mark the progress of the individual clients. When sufficient skills have been acquired the client will start his vocational traineeship to get his practical job training. In the course of this, employment finding will set off to get the person into the regular labour market, or else counselling takes place into further education.

d) Treatment programme

From the very beginning of the project, the main treatment instrument of Triple-Ex is to offer a social climate, in which the clients are able to live, learn and work together. In addition, activities and facilities are offered with a therapeutic objective; in this respect, the therapeutic treatment is explicitly meant to capacitate the clients for optimal functioning in the two other programmes (the housing and education/job programme). Of course many clients show repetitive self-destructiveness and/or depressive symptoms. Additional counselling and psychotherapeutic treatment may be part of the programme then. With the help of system therapy or more insight oriented (psycho)therapy, the underlying mental health problems of the participant may be treated.

Furthermore, it is important to complete the described programmes with activities aimed at physical and mental relaxation and recreation. In this respect sport activities are essential. Finally, social and legal counselling is offered if possible or, instead, reference to other counselling agencies is arranged.

e) Schematically

Detention	Orientation Phase	Vocational training	Job training	Job mediation
	Closed phase		Open phase	Halfway house
	Basic treatment groups		Individual treatment	
	< intensive treatment > (n = 30)		< re-entry phase > (n = 20)	

2. Evaluation (i.e. first results after 1 year)

a) Admissiondata

The clients are relatively aged (33yrs.), having a long history of addiction problems (average duration of drug career of 12 yrs.) as well as a long history in the Justice system (average of 4.3 yrs. of total prison detentions). While most convictions were for offences against property (74 %), figures on convictions on charge of violent crime are relatively high too (50 %).

About half of the clients (46 %) came with an actual judicial reference, another 40 % has masked judicial coercion (crimes not yet brought to court or penalties not yet executed).

b) Processdata

Throughout the first year, figures on drop-out from the programme were modest (only 7 persons). That is to say, at this moment 50 % of the clients have only been in the programme for a short period, less than 6 months. Correcting the yearly drop out for this, the figure would come to about 27 %. Two persons were dismissed from the programme temporarily for reasons of (mildly) aggressive behaviour and two other ones suspected of theft. Another person gave false witness in a fraud case; on court order he had to break off and he quitted treatment.

As to their attitude to educational/vocational training and the first job experiences, 63 % of the clients involved show positive outcomes. The longer the clients stay in the programme, the more positive this result will be. Long term effectivity cannot yet be assessed.

3. Contact person

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5. Less crime in the cities through heroin prescription ? *- Preliminary results from the Swiss heroin prescription projects*

1. Description of the project

a) Background

In Switzerland, with its population of approximately 7 million, between 25.000 and 30.000 persons may be addicted to hard drugs, especially heroin. Many addicts who are not reached by conventional treatment concentrated over the years in the so-called needle-parks of several Swiss cities. Due to public order problems, the local and federal authorities decided, in 1992, to close the needle-parks and to approach the addicts through new treatment programs. In this context, about 1.000 most severely addicted drug users have been selected for a programme which includes prescription of heroin and other opiates under strict medical control.

b) How is medical heroin prescription organized ?

The conditions of the programme are regulated by a By-Law to the Swiss Narcotic Act. It is supervised by the Federal Office of Public Health.

The programme is based on small-scale clinics with no more than 150 addicts. The patients have to inject the daily dosage on the spot under supervision; no heroin may be taken home. The clinics offer a large array of social support schemes, including medical and psychiatric care. Only severely dependent addicts are eligible for admission. On average, participants are relatively old (30 years) and have been using heroin for about 10 years. More than half have been incarcerated at least once.

c) *Drug-addiction and street crime*

Data from many cities confirm the considerable importance of drugs in explaining crime (and particularly mugging) rates at the city level. Thus, any reduction of crime in Europe's cities will depend on the successful disentangling of drug dependency and crime.

Although delinquency precedes drug-addiction in the life course of most drug-addicts, research shows also that dependency on hard drugs increases dramatically the seriousness and the frequency of offending. By removing the need to buy drugs at artificially high prices and through illegal earnings, a substantial drop in crime may be obtained.

d) *Methodology of the delinquency study*

The present study, conducted by our Institute as a part of the programme's evaluation, is based on a comparison of delinquency rates before and after admission to the programme. Special attention has been given to measuring changes in prevalence and incidence of offending.

In order to reduce validity problems of several possible measures of delinquent involvement, the present study tries to combine different indicators of delinquency, namely

- a) longitudinal data on self-reported delinquency, measured at admission to the programme and thereafter every six months;
- b) longitudinal data on self-reported victimization, measured at the same intervals,
- c) checks of police records (arrests) and of criminal records (convictions) before and after admission to the programme.

The present data are based on 248 subjects who have completed at least one follow-up interview.

2. Evaluation

a) *Preliminary results*

The results show a substantial reduction in prevalence as well as in individual offending rates. Aggravated forms of theft (including burglary and robbery) and drug trafficking dropped by more than 80 percent (incidence rates).

The change is more important for serious offenses, and/or those which may be "instrumental" in the pursuit of drugs.

Victimization rates show the same (strong) downward trend. Since delinquency and victimization risks are known to be correlated, the lower victimization rates confirm a change from a heavily delinquent to a more "stable" life-style.

The results on delinquency and victimization parallel those on the medical, social and psychiatric parameters.

b) Preliminary conclusions

Keeping the preliminary character of the present findings in mind, we may tentatively conclude that the Swiss heroin prescription programme reduces substantially among heavy users of hard drugs.

Of particularly interest is the reduction by more than 80 percent of drug trafficking among programme participants. Most drug-addicts try to sell drugs to new consumers. Through this cycle, new consumers used to be recruited over the last 20 years. If it became possible to brake the link between drug dependency and recruitment of new consumers, a lot might be gained for the struggle against the spreading of drugs in our societies.

3. Contactperson

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THE READERS' CONTRIBUTION

This is a publication on the Seminar on the Prevention on Urban Delinquency linked to drugs dependence held in Brussels on 21-22 November 1996, jointly organised by the European Commission, the Irish Presidency and the European Parliament. The seminar brought together a wide range of experts in order to exchange views and experience in the field of urban delinquency linked to drugs. A number of local and national projects from various countries were presented. As a contribution to improved information and network on drugs in the European Union we decided to share the experience received at the seminar through publishing a brochure containing a summary of all projects presented at the seminar. We would very much appreciate if you would like to give your comments and advice on future activities in this field. Please help us by completing this questionnaire and returning it by mail to the European Commission, Secretariat General, Task Force Justice and Home Affairs, (SG/TF/2), 200, rue de la Loi, 1049 Brussels or by fax to +32-2-295 01 74.

1. What are your general impressions of a seminar like this?
2. Which projects did you find most interesting?
3. Was anything missing which you would have welcomed or expected to see (please specify)?
4. Please give us here your suggestions for future activities.

I would like to receive further information regarding this subject.

Name:

Address:

Telephone/Fax:

E-mail: