

Combating crime together

A national crime prevention programme

Short version of Government Communication 2016/17:126



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The need to develop crime prevention measures

In June 1996, the Government presented a national crime prevention programme entitled *Our Collective Responsibility* (Ds. 1996:59). The programme sought to pave the way for long-term, lasting crime prevention work in every sector of society and was to be very significant in improving crime prevention efforts, especially at local level. It also fostered greater cooperation between the Swedish Police Authority and the municipalities.

Since *Our Collective Responsibility* was presented, society has developed and crime has changed. Sweden still fundamentally remains a safe country with a relatively low level of vulnerability to crime and a high level of trust in the legal system. This is positive and something to bear in mind. Nevertheless, safety, both actual and perceived, and vulnerability to crime are unevenly distributed across society. Women's perceived lack of safety is considerably greater than men's. Certain types of crime appear to be falling, while others are increasing. Criminality has also become increasingly complex, more varied and more likely to cross borders. People and goods now cross borders in different ways compared to the past, making it easier to import arms and drugs. Organised crime has become more widespread and has changed in nature. Crime target-

ing different parts of the welfare system is also a major problem. Digital developments, the internet and social media have many positive effects, but can also have a negative impact on crime. It is also the case that men's violence against women, and honour-related violence and oppression, remain serious social problems.

Crime has severe consequences

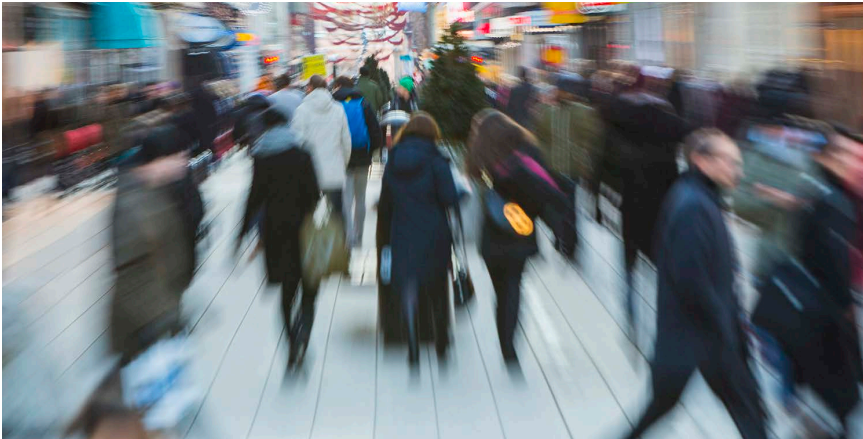
Crime has many negative consequences for victims of crime and for society as a whole. Being the victim of crime is often a traumatic experience that can lead to a greater risk of various forms of physical and mental ill health, in the short and the long term. For society too, the consequences of crime are significant, not least in financial terms. It is not possible to state an exact cost for criminality, but studies show that the cost to society of a young person who falls into a life of crime and exclusion can amount to tens of millions of Swedish kronor. Other studies show that, in addition to the major personal suffering it causes, men's violence against women incurs costs to society in the region of tens of billions of kronor per year.

Crime not only has consequences for its victims. The perpetrators are also affected. For example, physical and mental ill health and

“Effective crime prevention work is needed to reduce crime and increase safety.”

“Criminality has also become increasingly complex, more varied and more likely to cross borders.”

“Crime prevention work must be adapted to developments in society and become more knowledge-based.”



premature death are more common among those who have committed criminal offences.

The need for a crime prevention initiative

Work to increase safety and reduce crime must be conducted on a broad scale. Besides allocating additional resources to the judicial system, increasing the number of police officers and implementing various measures in criminal law, crime prevention work must also be expanded. Ensuring that crimes committed are brought to justice and that responsible authorities carry out their work effectively are fundamental duties of a state under the rule of law. Several national initiatives focusing on individual categories of crime have been carried out and have included explicitly preventive elements, e.g. against men's violence against women, human traffick-

ing, violent extremism and terrorism. The Government has also stepped up work to prevent reoffending by specifically commissioning other actors. In addition to these targeted initiatives, there is a great need to strengthen and develop crime prevention work throughout society, not merely in the judicial system but also among the other actors involved. A more structured and knowledge-based approach needs to be taken. More actors must be involved and the knowledge produced must be applied in practice. Work should be followed up on an ongoing basis and evaluated regularly. Situational prevention focusing on occasions and locations where crimes are committed needs to be developed.

The Swedish National Council for Crime Prevention (Brå) has found that government agencies and mu-

“Criminality entails severe consequences for those affected and society in general.”

“Many actors lack necessary knowledge of crime prevention work.”

“The new crime prevention programme complements other measures.”

municipalities often do not have sufficient knowledge of crime prevention work, which means that these issues are insufficiently prioritised. Therefore, there is a need to expand support nationwide, particularly for municipalities.

A multi-step crime prevention initiative

In 2015, the Government introduced a crime prevention initiative with a number of steps. The initiative includes boosting the Swedish National Council for Crime Prevention and charging the county administrative boards with taking responsibility for co-ordination and support at regional level, for which additional funding is provided. The Government also intends to appoint a national co-ordinator to operate for two years from spring 2017.

A new crime prevention programme

In addition to the measures taken so far within the remit of the initiative, there is also the need for a new national programme that, like Our Collective Responsibility, addresses a broad target group across many sectors of society and can help to ensure that crime prevention issues gain a more prominent place in society. At local level, the municipalities are a key actor in crime prevention work, but many government agencies outside the judicial system can also influence crime rates, nationally and locally.

The role of business also needs to be afforded more attention and reinforced, and the knowledge and experience of civil society organisations must be better exploited. Researchers need to be involved in knowledge-based efforts as a matter of course.

Complementing other measures

The new Combating crime together programme brings together the Government's ambitions and objectives for crime prevention work in its different policy areas. The programme is also to help to increase awareness of crime prevention work and stimulate greater cooperation between the actors involved. Combating crime together is not, however, to be seen as the answer to all the criminal policy challenges faced by society. Many other steps also need to be taken. These include measures in criminal law and ensuring more resources for the judicial system to increase safety and reduce crime. Combating crime together complements these measures and highlights the many opportunities that exist to take preventive action against crime.



Many crimes are committed on public transport but there are also good opportunities to prevent crime.

How society can prevent crime

There are many, often complex, reasons why a person commits crime. Individuals who start to commit crime at a young age often do so due to the lack of a number of necessary protective factors during their upbringing. This may involve shortcomings in the home environment, failed schooling, or the failure of society's safety net in some respect. Mental illness, addiction, unemployment or other circumstances resulting in financial insecurity can also be contributory factors to people committing crime.

Welfare policy is fundamental to combating the causes of crime...

Combating the fundamental causes of crime is largely about creating good welfare for all. This is partly a question of financial security, but also about fairly distributing chances in life and ensuring that people are able to choose their path at different phases of life on equal terms. The right to a safe childhood and a safe upbringing without drugs and violence is possibly the most pivotal factor. Later in life, the key issue is the right to education and work, and opportunities to develop and progress at work. A good residential environment, which is safe and secure, is also important. An unequal society with major social and economic injustices may form a breeding ground for crime. In



Both general welfare policy and targeted measures are needed to prevent crime.

this sense, the majority of all welfare initiatives can be said to have crime prevention impacts to some extent, however usually in a more indirect manner.

...but general welfare policy cannot prevent all types of crime

Including the entire welfare policy in a crime prevention initiative, however, would risk drawing the focus away from all the concrete steps that can be taken with the direct aim of preventing crime. Nor can general welfare policy prevent all types of crime. Far from all people who commit crime do so due to problems during their upbringing. People commit crime for many different reasons and

crimes are often committed due to temporary circumstances or situations, e.g. being drunk or being affected by one's surroundings in a particular situation. Crimes are also committed by people who have not grown up in Sweden or lived here for a long time. In such cases, initiatives as part of welfare policy will have a limited impact. In parallel with work to develop welfare, criminality must therefore be tackled by initiatives targeted both towards individuals who risk committing or who have committed crime and towards the circumstances, locations and situations in which there is a risk that crime may be committed.



Neighbourhood watch is a type of situational crime prevention that reduces the risk of crime.

Gender equality, children's rights and youth perspectives

There are several perspectives to take into account in crime prevention work. Different groups of people commit and are the victims of different types of crime and the experience of safety is unequally distributed across the population. This is particularly true of women and men. It is therefore important that a gender equality perspective is incorporated in crime prevention work. Children and young people also commit and are the victims of crime. Children's rights and youth perspectives are therefore also important elements of knowledge-based crime prevention work.

Preventive work focused on criminality

There are several different models and approaches describing how crime arises and how it can be prevented. Some assume that initiatives should be targeted against a perpetrator or an occasion when a crime is committed; others revolve around the groups or individuals that are the target of preventive initiatives. The reason why crime occurs can also be explained in terms of the conditions required for crime to take place. These can then be used to narrow down and define the preventive measures.

Social and situational crime prevention

A division into social and situational crime prevention is a common starting point for crime prevention work.

Social crime prevention

Seeks to prevent individuals starting to commit crime at a young age or to combat reoffending once a sentence has been served. This encompasses everything from initiatives at school to initiatives in relation to risk groups or individuals running a high risk of committing or who have committed crime.

Situational crime prevention

Geared towards the occasion, place or context in which crime is committed, and towards objects of crime. This may involve increasing the risk of detection through control or surveillance of a site or object, or reducing access to the object of crime, e.g. by means of locks and alarms. The key issue in situational prevention is that the focus is not on the motivation of the individual to commit crime but on the object, the victim, the location or the conditions in general surrounding the crime itself.

Preventive work addressing risk groups

Another approach is to divide crime prevention work into prevention levels. Here, the starting point is the individual or group towards whom the initiatives are targeted. This is usually termed primary, secondary and tertiary prevention. These terms originate from the health care sector and can also be termed universal, selective and indicative prevention. Primary prevention affects all inhabitants and refers to general crime prevention initiatives, e.g. a police presence or everyone having a lock on their front door. Secondary prevention concerns risk groups/individuals or locations where crime is particularly prevalent. A risk group may be young people behaving aggressively or violently at school, for example. Places where crime is particularly prevalent may be bars and other public places, especially where large amounts of alcohol are available. Risk objects may be goods or services attractive to thieves, such as electronic payment systems, that risk being used for criminal purposes. Tertiary prevention is geared towards people who have previously committed or been the victims of crime. It may also concern places or businesses that have previously been exposed to crime.

Preventive work to counteract circumstances that enable crime to be committed

Another starting point for crime prevention work is to target the circumstances that need to be in place for a crime to be committed, described in what is known as the routine activity theory. This is based on three main factors having to be met for a crime to be able to take place:

- **A motivated offender**
- **A suitable target or victim of the criminal act**
- **The lack of formal or informal control, e.g. a low risk of discovery or weak social ties**

If any of the three conditions are lacking, the likelihood of a crime being committed decreases. This can be translated into preventive measures by either:

- 1) reducing the motivation of a person to commit crime,
- 2) strengthening formal and informal control, i.e. increasing the risk of discovery or strengthening other factors that increase informal control, or
- 3) limiting access to or strengthening protection of suitable targets or victims of crime.

It is important that the actors facing a jointly identified problem with crime are aware that criminality may often need to be tack-

led by applying different kinds of initiatives in parallel. For example, there may be a need for both social preventive measures of a more general nature and targeted situational measures at a specific location. Awareness of the different theories above can help in identifying one's own role and responsibilities and those of the collaborating actors, so easing collaboration.

Crime prevention work is often carried out with the aim of creating a sense of safety. However, this work on safety and crime prevention work are not always the same thing. It does not necessarily follow that people's perception of safety goes hand in hand with their actual risk of becoming a victim of crime. An individual person's sense of a lack of safety in a location may reflect the actual risk, but situations and locations may also be experienced as being unsafe despite their having a low risk of crime. Here, there may be considerable variation between different groups, such as women and men, or younger and older people. In crime prevention work, not least in collaboration between several actors, it is therefore important to clearly set out how the concept of safety is being applied and which measures are to be seen as preventing crime and which as creating safety respectively, i.e. the purpose and goal of the methods concerned.

Many actors contribute towards crime prevention work

There are many actors in society, in the public and private sectors, capable of helping to prevent crime. For some of them, crime prevention work is an integrated part of their core operations. The work of other actors may have different main purposes but they can still make an active contribution to crime prevention work. To illustrate the wide range of bodies capable of contributing towards crime prevention work, some of the actors whose activities are important for society's capacity to prevent crime in various ways are described below.

Agencies within the judicial system with a crime prevention remit

The Swedish National Council for Crime Prevention (Brå) has a mandate to expand knowledge in the judicial system and in the field of criminal policy and to encourage crime prevention. The Swedish National Council for Crime Prevention supports local crime prevention efforts by producing different publications and handbooks, running conferences and providing financial support. From 2016 onwards, the Government has reinforced the Swedish National Council for Crime Prevention's role as a national crime prevention actor.

The Swedish Police Authority helps to reduce crime and increase people's safety across Sweden. Preventing crime is a key task of the Swedish Police Authority and this work must be knowledge based with a long-term focus. The Swedish Police Authority works closely with many different actors in the field of crime prevention. Restructuring of the Swedish Police Authority in 2015 introduced two new functions: local police officers and municipal police officers. The task of local police officers is to take a long-term approach towards creating contacts, preventing crime and creating safety on the basis of local problem scenarios. Every local police area must also contain a coordination function, the municipal police. The municipal police are tasked with safeguarding continuity in interaction with the municipalities and other local actors, as needed. Their main task is to carry out and provide impetus for the police's work in preventing crime and creating safety.

The Swedish Prison and Probation Service is an important actor in crime prevention work through its mandate to prevent reoffending. The Swedish Prison and Probation Service works with different types of motivational initiatives and runs a number of treatment programmes. Where clients are serving custodial sen-

tences, there are also a number of measures to prepare them for release, e.g. leaves of absence, special measures such as halfway houses, education/training, work and self-sufficiency. Work to prevent reoffending often demands more, long-term initiatives in cooperation with other actors in society.

The Swedish Economic Crime Authority is tasked with preventing economic crime. This is done through active lobbying in partnership with agencies, companies and different organisations. Its mandate also includes providing information on economic crime to other agencies and to municipalities, business, organisations and the general public.

The Swedish Security Service carries out preventive work in areas such as counter-subversion, counter-espionage, dignitary protection and protective security. The service also works to prevent illegal dissemination of weapons of mass destruction. The Swedish Security Service also plays a strategically important role in work to prevent, obstruct and thwart terrorism.

The Swedish Crime Victim Compensation and Support Authority asserts the rights of victims of crime and helps to prevent repeated exposure to crime. The Authority has also been commis-

sioned jointly with the Swedish National Courts Administration to work to ensure that witness support is available at all district courts and courts of appeal in Sweden.

Government agencies outside the judicial system with special crime prevention mandates

There are a large number of agencies outside the judicial system with mandates in the field of crime prevention. **The Swedish Tax Agency, Swedish Customs and the Swedish Enforcement Authority** contribute towards a well-functioning society for citizens and businesses, and are tasked with preventing and combating crime. **The Swedish Coast Guard**, like the agencies above, has its own responsibility for combating crime in its area of operation. The Coast Guard is also to assist other agencies, e.g. the Swedish Police Authority and Swedish Customs. **The Swedish National Board of Institutional Care** provides individually tailored compulsory care for girls and boys at special residential homes for young people due to addiction, criminality or socially destructive behaviour. The Board is also responsible for providing secure youth care.

Other government agencies that can contribute towards crime prevention

In addition to the agencies listed above, a number of others are of great importance for developing effective crime prevention work without having an equally clearly defined responsibility. Examples of these are:

- The Ombudsman for Children
- The Swedish Companies Registration Office
- The National Board of Housing, Building and Planning
- The Social Insurance Agency
- The Swedish Migration Agency
- The Family Law and Parental Support Authority
- The Swedish Agency for Youth and Civil Society
- The National Board of Health and Welfare
- The Swedish Media Council
- The National Agency for Education
- The Swedish Schools Inspectorate

Municipalities and county councils

The municipalities have excellent opportunities to contribute towards a reduction in crime, as many of the most central preventive tools at strategic level and at individual level are found within municipal operations. The majority of municipalities also have a local crime prevention council and an agreement with the Swedish Police Authority on how the

police and the municipality can work together to prevent crime and create a sense of safety. Each municipality is responsible for **social services** within their area and bears ultimate responsibility for ensuring that individuals receive the support and help that they need. Social services are responsible for contributing to community planning and running outreach activities. Social services have a particular responsibility for children and young people and a mandate to prevent them being ill treated. For example, social services are responsible for investigating needs and planning initiatives for young people who have committed crimes or who demonstrate antisocial behaviour. Social services are also responsible for giving advice, support and other assistance to families and individuals who need it.

Not all Swedish **schools** are municipally run, but the majority of pupils in Sweden attend a municipal school. Schools play a significant role in crime prevention, not least through their work on values, with a mission to pass on and embed respect for human rights and fundamental democratic values among their students. Ensuring that students feel safe at school and leave school successfully equipped with knowledge and skills can reduce the risk of crime and exclusion. Schools can also

take a more targeted approach towards crime prevention and fostering a sense of safety by teaching children and young people about crime, and by combating bullying or taking action to increase safety in the educational setting.

There are several other areas within the remit of the municipalities where initiatives can have an impact on reducing crime. For example, the municipalities have responsibility for protecting citizens from accidents and for contingency planning, as well as for planning, designing and developing the physical environment. Residential areas or parks can be designed so as to minimise the risk of crime by the way lighting is positioned, by planning pedestrian routes or other methods that help to improve safety and reduce the risk of crime being committed. The municipalities are also responsible for physical safety in many public spaces, and for local regulations on public order, alcohol control and many other aspects that may affect the crime rate.

The county councils play a significant role in preventing crime through their responsibility for health and medical care and for public transport. The various organisations of the health and medical services may draw attention to violence or other vulnerability and must take action to ensure

that victims of violence are offered care or referred to support and aid provided by other bodies. Furthermore, there are major gains to be achieved from adopting a crime prevention perspective in work to develop public transport and infrastructure in the counties. Crime prevention initiatives can reduce violence, graffiti and criminal damage on public transport.

The Swedish Association of Local Authorities and Regions (SALAR) is an employer and stakeholder organisation with an active role in crime prevention. SALAR supports the municipalities in taking a knowledge-based approach founded on local problem scenarios. SALAR also works closely with the Swedish National Council for Crime Prevention and the Swedish Police Authority.

Other actors

The **business sector** suffers crime but can also help to prevent it. Some companies manufacture or sell goods that are attractive to thieves. Others provide services or conduct activities associated with a high risk of crime. Companies can also be used as tools in financial and organised crime. At the same time, there are companies that provide products and services that protect people from crime. The business community and its industry organisations are thus important in crime prevention.

Universities and higher education institutions, as well as other research and knowledge centres, play an important role in ensuring that knowledge-based crime prevention work develops in the right direction. Several of Sweden's universities and higher education institutions are conducting research into the causes of crime, types of crime and crime trends, and these can be of great benefit in local crime prevention efforts.

Civil society actors are hugely important in strengthening social capacity and combating exclusion and thus also in preventing crime. This area encompasses a wide range of actors, from sports groups and other clubs and societies often geared towards children and young people to organisations that support people seeking to escape a life of crime or initiatives providing various forms of support to victims. Civil society also includes organisations whose main operations are in the field of crime prevention. This may involve changing hearts and minds, carrying out analysis work or providing support and guidance to other actors in society.

Strengthened support and coordination at national and regional level

The Government has put a national and regional support and coordination structure in place with the aim of increasing the level of expertise and improving conditions for collaboration between the actors involved. This is a long-term initiative aimed at creating a lasting structure to foster more knowledge-based and efficient work on crime prevention.

A stronger role for the Swedish National Council for Crime Prevention at national level

The Swedish National Council for Crime Prevention's responsibility for coordination and support at national level has been strengthened. This expanded mandate includes setting up a national network structure with the agencies involved to facilitate greater collaboration on crime prevention. The Swedish National Council for Crime Prevention is also to expand the actual support provided to crime prevention actors at national, regional and local level. These initiatives will see the Swedish National Council for Crime Prevention helping to link research with practice, and give relevant actors tools to improve knowledge-based crime prevention work. The Swedish National Council for Crime Prevention is also to provide relevant training to help to increase the level of expertise in the field of crime prevention. The Council is to develop,

spread and administer basic training to help to raise the level of expertise and facilitate coordination among municipal coordinators and municipal police officers, as well as other crime prevention actors at local, regional and national level.

County administrative boards are responsible for coordination and support at regional level

From 2017 onwards, the county administrative boards have been tasked with supporting and contributing to the regional coordination of crime prevention. The county administrative boards are an important link between national and local level and are able to provide practical support to municipalities and other actors at regional and local level. It is important that the knowledge that the Swedish National Council for Crime Prevention and other agencies produces reaches and is applied by agencies concerned at local level. The county administrative boards should also help to improve collaboration and the exchange of experiences. Furthermore, the county administrative boards are to support skills development and joint training initiatives in the field of crime prevention. The county administrative boards are also to work on initiatives that cross municipal boundaries, such as needs-based meas-



ures in the event of geographically specific crime phenomena, which small municipalities in particular may find it hard to provide on their own

Annual reports

The Swedish National Council for Crime Prevention is to submit annual reports on how crime prevention has been carried out and developed. Each year the county administrative boards are to submit a report to the Swedish National Council for Crime Prevention on the work carried out within the respective county. The reports from the county administrative boards will provide the Swedish National Council for Crime Prevention with important data when drawing up the annual reports to the Government on developments in crime prevention efforts.

The Government's crime prevention objectives

The objective of criminal policy is to reduce crime and increase people's safety. Crime prevention is an important element in achieving this objective. The Government's purpose behind a new crime prevention programme is to create the conditions for structured and long-term crime prevention work in the whole of society. Achieving this demands well-evolved working processes among the actors involved. The work also needs to be carried out in a structured manner with regard to the relevant problem scenario.

The Government has identified two overarching target areas, the first of which seeks to address the most important factors of the working process required to carry out effective crime prevention work – knowledge and collaboration. The second target area addresses the focus of the work and contains sub-objectives for the different crime prevention measures that may be taken, geared towards either individuals or situations. The programme draws on this model in structuring objectives and facilitating follow-up.

The sections below describe the Government's objectives for each respective part of this process. Each section is followed by a summarised description of how the Government intends to ensure that the objectives are met. Often the Government works in different ways to improve conditions so that other actors involved are able to take the measures required to meet the objectives.

Objectives of the work process



Objectives for the focus of the work

Reduce the motivation to commit crime



Local problem scenario



Limit access to potential objects of crime



Increase formal and informal control

Objectives for greater knowledge

- Ensure that a more knowledge-based approach is taken to crime prevention work and that it is constantly followed up and evaluated.
- Reinforce the link between research and practice.
- Ensure that more actors have expertise on crime and help to prevent crime.
- Increase awareness at national and local level of the political decisions that may have an impact on crime.

Knowledge-based work with continuous follow-up and evaluation

The most fundamental criterion in carrying out effective crime prevention work is to ensure that it is knowledge-based to the greatest possible extent. A good structure for knowledge-based work is described in the book *Samverkan i lokalt brottsförebyggande arbete* (Cooperation on local crime prevention work) produced by the Swedish National Council for Crime Prevention, the Swedish Police Authority and the Swedish Association of Local Authorities and Regions (SALAR). Knowledge-based work involves surveying and analysing current circumstances and conditions in a structured and systematic way, including problems, risks and opportunities. Identifying crime problems, vulnerable areas or groups may require statistics, expertise, surveys of perceived safety and exposure to crime, and other studies. Relevant measures should be identified, prioritised and decided on the basis of a survey and causal analysis. The measures should then be followed up and evaluated on an ongoing basis. It is also important that work is documented and that the results of



follow-up and evaluation are used in continued development work.

Research and greater knowledge are important

Research in the field of crime prevention is important for gaining scientifically based data and methodological support. Research has been conducted on effective crime prevention methods, but this knowledge is not always translated into practice. Therefore, more actors need to expand their cooperation with universities and higher education institutions. It is also important that local practitioners actively contact universities and higher education institutions to request research that can contrib-

ute knowledge that will benefit their work.

More actors than is currently the case need to be aware of how their work can help to prevent crime and how to adopt a knowledge-based approach. It is also necessary that those already working with or affected by crime prevention issues have sufficient knowledge and expertise. This applies in all organisations working on crime prevention and includes businesses and civil society organisations. The issue concerns both a fundamental level of expertise and additional training for those already working in the field.

Greater awareness of the effect of political reform on crime

Because crime is affected by decisions and changes in a number of policy areas, it is essential that an analysis is always carried out of the consequences for crime when suggestions for new legislation or other reforms are being drawn up. Every Government inquiry must state any consequences for crime and crime prevention.

Such impact analyses should also be carried out in other contexts. If a suggestion is judged to lead to an increase in crime, measures may need to be considered to counteract this negative impact. Municipalities are also responsible for many activities that may have an impact on crime trends in various ways. Therefore, it is important that the consequences for crime are also considered in municipal decision-making.

The Government is to work to ensure

- that knowledge-based crime prevention work is developed further in municipalities and by other actors,
- that capacity to regularly follow up the measures introduced is increased,
- that awareness of effective crime prevention work is translated into practice by improving the link between research and practice, and
- that analyses of the impact on crime are improved in political decision-making and when introducing reforms.

Objectives for improved collaboration

- Develop collaboration between affected actors at local, regional and national level with a focus on preventing crime.
- Ensure that collaboration is based to a greater extent on identified local needs.
- Involve more actors in collaboration on crime prevention issues.
- Ensure that collaboration encompasses social and situational crime prevention work.

Collaboration with a focus on crime

One crucial factor in effective and lasting crime prevention work is that it is run in close collaboration between the Swedish Police Authority and other actors concerned. The focus of this collaboration should be on preventing crime. If the purpose becomes too broad, there is a risk that the crime prevention aspects will be afforded lower priority in favour of other issues. It is also important that crime prevention work is given an independent status in local cooperation to ensure a long-term perspective and structure.

Developing local crime prevention councils or similar

Most municipalities have some form of strategic collaborative organisation that goes by various names, such as local crime prevention council, safety council, public health council, etc. In principle, the Swedish Police Authority is always part of these collaborative bodies. This is a good collaborative model that needs to exist in some form in every municipality. The council and its members should have a mandate from the

respective organisation to pursue and extend crime prevention work at local level such that this leads to tangible crime prevention activities.

The Swedish National Council for Crime Prevention has stated that work within the remit of the councils needs to be developed. Based on the local needs that have been identified, the work should be able to be broadened to encompass situational aspects of crime prevention work to a greater extent, for example. More actors also need to be involved to make sure that the work is effective, e.g. other departments within the municipalities as well as researchers. Civil society organisations and business could also be involved to a greater extent.

The importance of a function to maintain momentum in the municipalities

Effective collaboration requires a function that keeps hold of the reins and provides momentum for local work. Within the Swedish Police Authority, municipal police officers have a mission to drive and act as impetus in the work to prevent crime and create safety

carried out by the police, e.g. by ensuring continuity in partnership with municipalities and other local actors. Another crucial factor for effective local crime prevention work is that the municipality appoints an equivalent function in the form of a crime prevention coordinator with a clear mandate from the municipal management, and that this function is given sufficient resources to be a driving force in the municipal organisation.

Collaboration agreements and pledges to citizens

At the moment, almost 90 per cent of Sweden's municipalities have collaboration agreements with the Swedish Police Authority. The Swedish National Council for Crime Prevention has found that there is great potential to develop these agreements. The Swedish Police Authority and the municipalities need to take a more knowledge-based approach and carry out a proper analysis of the causes of the problems of crime. It is also important that the agreements lead to tangible crime prevention activities, and that proper follow up is conducted. Together with the municipalities, the Swed-



Close collaboration between the Swedish Police Authority and civil society is important for crime prevention work.

ish Police Authority has also made pledges to citizens in almost all of Sweden's municipalities. These help to increase police backing in the local community and are founded in citizen dialogues where the local community is given an opportunity to describe the problems they see as necessary to tackle. Citizen dialogues also help to engage and involve civil society in crime prevention work.

Cooperation against organised crime

Cooperation between agencies and other actors is essential to combating organised crime. An agency-wide initiative against organised crime has been running since 2009 and includes 12 agencies within and outside the legal system. This partnership has been judged to be successful but a need has been identified to develop

the initiative to involve cooperation with agencies at local level to a greater extent. It should also be better coordinated with other crime prevention work currently taking place among the police, municipalities and other actors at local level. The special problems found in particularly vulnerable areas must be afforded special focus.

The Government is to work to ensure

- that cooperation between the agencies affected in the field of crime prevention is deepened,
- that more actors in society actively contribute to effective crime prevention work,
- that cooperation in the local crime prevention councils or equivalent also covers situational crime prevention work to a greater extent,
- that the collaboration agreements are developed and draw on local needs to a greater extent, and
- that cooperation against organised crime is developed further.

Objectives for reducing the motivation to commit crime

- Target urgent and coordinated initiatives towards children and young people judged to be at risk of falling into crime.
- Provide sufficient support for

- people wishing to leave a life of crime.
- Reduce the risk of those who have committed a crime reoffending after serving their sentence.

- Develop effective preventive methods for dealing with violent offenders.

Early initiatives for children and young people who risk falling into crime.

Early initiatives to counteract youth criminality are worthwhile in many ways. If children and young people who infringe social norms and rules receive support as early as possible, there is less of a risk of serious problems or a criminal career later in life. Parenting support and preventive work in maternity and child health care, preschool and schools means that risk factors can be discovered at an early stage. Measures that seek to identify risks of or the existence, for example, of violence or addiction, are also important aspects of crime prevention work.

The role of social services

Social services have an important role to play in identifying and offering protection and support to children and young people. Many municipalities also have field assistants who carry out outreach activities among young people on the streets, in schools, at after school clubs and on the internet. They can play an important role by creating relationships with young people that other agency actors may find it difficult to establish.

The role of parents in children's development is naturally crucial. Parenting support is offered by a large number of operations, such as preschools, social services, maternity care provided by the health and medical services, child health care, and child and youth psychiatric services. Parenting support can effectively reduce the behavioural problems of children and young people and support parents who have more extensive parenting problems.

The role of schools

Schools are an important actor in crime prevention efforts. For example, there is a link between bullying and serious violence in schools, where milder violence, threats and other forms of abuse increase the risk of serious violence taking place. The Swedish National Agency for Education provides support for schools and education providers in work to increase safety at school and in preventive work against discrimination and other abusive behaviour in the form of bullying and violence.

To supplement the general work on values, schools can also work on situational crime prevention

work, i.e. work to counteract situations and locations in the school environment where there is a risk of crime taking place. Adapting the physical design of schools, e.g. creating open spaces offering a good view of the entire space and improved lighting, can increase safety and security.

Young people who commit crime must be given the necessary support to be able to turn their lives around

Society must act forcefully when a young person is on the path towards criminality. There are different ways of supporting young people, the most important of which is to start from the young person's needs in each individual case, with the actors involved working together, focused on the individual. Examples of local forms of collaboration in which social services, the police and schools work together to provide coherent support for young people who have fallen into a life of crime or risk doing so are social intervention groups and SSP (social services, schools, police). This type of collaboration is often characterised by social services coordinating initiatives for the young

person concerned and the specific interventions themselves being tailored to the young person's needs. Other actors in addition to the police, schools and social services are also involved where necessary in collaboration concerning the young person, including after-school and holiday activities.

Mediation in the event of crime

In mediation, a perpetrator and a victim meet with a mediator to talk about the crime and its consequences. The aim should be to reduce the negative consequences of crime. Mediation is voluntary for both parties. It is the role of the municipalities to ensure that mediation can be offered if a crime has been committed by someone under the age of 21. Mediation is a measure that can have a positive effect for victims of crime and perpetrators alike. This means it is important that the actors involved take responsibility for ensuring that mediation is provided where circumstances allow.

Reduce access to alcohol or drugs

There is a clear link between criminality, particularly violent crime, and the abuse of alcohol and drugs or use of doping substances. The Government has agreed on a cohesive strategy for alcohol, drugs, doping and tobacco policy for the period 2016–2020. The objectives of the strategy include reducing access to

drugs, doping substances, alcohol and tobacco. The objectives and measures aimed at reducing access to these substances thus often coincide with crime prevention work. Therefore, it is important to work together at national, regional and local level to ensure that a good foundation is laid for effective preventive work across the board.

Support for people wishing to leave criminal groups

Offering people with links to criminal or extremist groups support and help to leave the group and their criminal lifestyle is an important aspect of crime prevention. Support is currently available to such people from public sector bodies, such as the Swedish Police Authority, social services and the Swedish Prison and Probation Service, and from specific units run by civil society organisations to aid those seeking to turn their lives around. In 2016, the Swedish Police Authority decided on a national model for how the authority's work with those wishing to leave criminal or extremist groups is to be run across Sweden and a national coordination function has been set up. There is also a need to develop support for those looking to leave violent extremist movements. The municipalities play a central role, but organisations and faith communities with expertise on these issues are also important actors.

Initiatives against criminal groups in socially vulnerable areas

Initiatives carried out by the police can become more effective if they are backed by other initiatives, mainly of a more social nature. One method judged promising by international researchers is "pulling levers". The method involves the resources of several actors being focused on a group to encourage them to cease their behaviour while constantly providing the group with information on what is happening and the steps being taken. As far as the judicial system is concerned, this involves making it clear what steps can be expected to be taken against the whole group if the criminal activities continue. This creates internal pressure within the group to refrain from serious violence or other crimes.

Reduce the risk of reoffending

People who repeatedly commit crime account for a relatively large proportion of total crime in society. Measures to prevent reoffending are therefore a central aspect of crime prevention. Successful work to pilot those who have served a custodial sentence towards a life on the outside is thus a key issue for the Government.

The Government has charged the Swedish Prison and Probation Service with stepping up its work on

the transition between prison and the community, and an inquiry has been commissioned to submit proposals for a model for collaboration on initiatives to prevent reoffending with a clear focus on the individual, known as transition groups. As far as young people are concerned, the Swedish National Board of Institutional Care's work with young people in the transition phase plays an important role, in which collaboration with social services and other actors is vital.

Preventive measures for dealing with perpetrators of violence

Social services and other functions deliver a range of initiatives for perpetrators of violence. Initiatives targeting violent men are an important element in work to prevent and tackle men's violence against women. Social services have a responsibility to ensure that the whole family receives the help and support that each person needs. The health and medical services, including psychiatry, are a central actor in this respect. For example, it is essential that knowledge-based and more cohesive methods and approaches are developed that can be used in initiatives for dealing with perpetrators of violence. Support and aid initiatives geared towards parents who expose or risk exposing their children to crime also need to be developed and reinforced.

The Government is to work to ensure

- that parents and other adults who are important to children and young people at risk of falling into crime are involved and receive support and help within the remit of the work of identified crime prevention actors,
- that schools and education providers develop their preventive work against bullying, discrimination and other abusive behaviour and on creating safe school environments,
- that social intervention groups or equivalent collaboration targeted towards the individual are developed to support young people who have committed a crime,
- that work to reduce access to alcohol and drugs continues to be afforded high priority,
- that initiatives to encourage individuals to leave criminal or extremist groups are expanded,
- that more initiatives are developed to address perpetrators of violence at national and local level, and
- that initiatives to prevent reoffending are developed and reinforced.

Polis
volontär

Skydda din bil

2012 sammanväxte 8000 brott i Malmö och Burlöv kommuner gällande stöld, inbrott och skadegörelse av motorfordon.

Det finns flera sätt att skydda sig. Med rätt försiktighet och tekniska åtgärder kommer man kunna öka sitt trygghetsindex. För bilen själv är det att ha i kollarbatterier.

Tygt och råd:

- Lämna aldrig nyckelringar i bilen. Även en vana tjuv eller kassasjåförare kan lockas av dem.
- Se till att bilens dörr har en kod eller låsning. Inomhus ska man alltid låsa bilen.



Med hjälp av SSP (Säkerhetsplanerings- och Skyddsplanerings) kan man göra bilen mer säker och effektivt skyddad. Man ska alltid ha en plan för vad man ska göra om något oönskat händer i bilen genom att öppna i en busskänslig plats. Detta ska vara i luckorna eller på bakre delen av bilen. Detta ska vara i luckorna och var man alltid ska ha planerat hänsyn.

Objectives to increase formal and informal control

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|---|--|---|
| <ul style="list-style-type: none"> • Develop the work of the judicial system to increase the risk of detection. • Ensure that agencies outside the legal system contribute more | <p>towards strengthening control functions in society.</p> <ul style="list-style-type: none"> • Expand the contribution made by business to increasing the risk of detection. | <ul style="list-style-type: none"> • Give more people an opportunity to contribute to crime prevention work on an individual level |
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Control and increased risk of detection

The risk of detection can have a greater deterrent effect than the potential consequence. Therefore, increasing controls at potential crime scenes is an important preventive measure. Controls may be informal in nature, e.g. parents, teachers or neighbours. They may also be formal in nature in the form of police officers, security guards or others tasked with intervening should various forms of inappropriate or criminal behaviour arise. One of the most important starting points in the reorganisation of the police service is improving accessibility and increasing presence on the ground. There must be more resources in areas with the greatest need and the particularly vulnerable areas must be afforded the greatest priority.

Increased protection for the welfare system

When reforms were introduced in the welfare sector, it became evident that there was a lack of sufficient control and supervisory mechanisms to suppress abuse of the system. Increasingly organised and systematic criminality can be linked to fake companies in which

the company is used as a tool for crime in order to siphon off funding from the public sector under false pretences, e.g. in the form of assistance benefits, wage guarantees in the case of bankruptcy or various forms of employment support. For this reason, it is essential to identify risks in the welfare system and other related tax-funded or tax-subsidised systems so as to effectively prevent and prosecute this type of crime.

Administrative crime prevention measures

Within the remit of handling administrative cases, it is possible to achieve crime prevention effects, e.g. regarding supervisory measures in areas such as fire, environment/health and various permit processes in a number of sectors. The central actors here are often outside the judicial system, e.g. municipalities, county administrative boards and other agencies. The administrative measures have unexploited potential, particularly at local level with the municipalities where there are several tools within the ordinary supervisory and permit system that can also be used to prevent crime.

Camera surveillance and other technological means of increasing the risk of detection

Camera surveillance can supplement other crime prevention measures in locations particularly vulnerable to crime and for certain types of crime. Technology can also make it easier to reveal crime in progress and can prove important in subsequent investigations. However, camera surveillance is not always appropriate, e.g. for reasons of privacy. It should therefore not be the first technological solution that is considered. In some cases, the risk of detection can be increased by means of other technological systems, e.g. those that sense heat or movement. In some cases, as simple a solution as improved outdoor lighting at a location that is at an increased risk of crime can have an effect.

Business can contribute towards greater controls and an improved risk of detection

Alongside the Swedish Police Authority, the security sector is a major actor in crime prevention work. Security guards and guards in public environments are a growing industry, not only in

shopping centres and similar but also for patrolling outdoor areas in city centres or areas with a large number of bars and restaurants. However, the main responsibility for maintaining order still rests with the police, although security guards and guards can help to increase the risk of detecting crime and can thus supplement crime prevention work in a valuable way.

Many actors in the business sector also work with technical measures such as locks, alarms and other technical installations that can contribute both to a greater risk of discovery and to limited access to potential crime targets. Good collaboration between these and the public actors that work on crime prevention issues is therefore of the utmost importance.

Other examples of the contribution made by business to preventing crime are found in the retail sector. In addition to industry organisations such as the Swedish Trade Federation, individual business owners actively work at local level to prevent crime, e.g. by minimising cash or improving visibility and lighting in and outside the shop. In some locations, there is established cooperation with the police and other actors. There are examples of how business can carry out crime prevention work in the construction industry too. Here, for example, the issues concern preventing illegal labour and

other irresponsible activities that can distort competition and jeopardise quality and safety.

The contribution of individuals to crime prevention work

In addition to the crime prevention effect found in the social and informal control exercised throughout our society – in families, at school and in public settings – individuals can contribute to crime prevention work in more tangible ways. Examples of this are neighbourhood watch schemes to combat burglary, or joining the municipality and the Swedish Police Authority to survey an area on foot and identify unsafe locations. Other examples are night patrols in which adults patrol the city centre during evenings or weekends or patrol festivals, concerts and similar. Night patrols can act as a valuable supplement to the work to increase safety and prevent crime carried out by public actors, especially if the two work hand in hand.

The Swedish Police Authority also draws on the commitment of individuals through their volunteers. Volunteers are individuals who contribute towards the work of the police service in increasing safety and preventing crime in their own free time by assisting at major events, spreading information and participating in night patrols and other initiatives to increase safety.

The Government is to work to ensure

- that the police presence increases where it is needed most,
- that camera surveillance and other technological measures are used where appropriate and justified for preventing and combating crime while guaranteeing stronger protection for personal privacy,
- that society's control functions, including coordination between them, are developed to combat crime targeted towards the welfare system,
- that guards and security guards are used appropriately to increase the risk of detection, and
- that administrative measures are used to a greater extent as a tool against organised crime.

Objectives for limiting access to potential objects of crime

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| <ul style="list-style-type: none">• Increase awareness among the actors who in various ways manufacture, sell, own or are otherwise responsible for goods that are attractive to thieves of how they can help to reduce the risk of crime. | <ul style="list-style-type: none">• Take more action to counter demand for stolen goods.• Make those who are responsible for a business, service or location in which there is a risk of crime being committed aware of the | <ul style="list-style-type: none">importance of preventive measures.• Take crime prevention aspects into account in planning the physical environment as well as when building or redeveloping housing and public space. |
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Opportunity makes the thief limiting access to potential objects of crime is about measures that can help to prevent or make it harder for a crime to be committed, e.g. by protecting the object or making it less attractive. It may also involve making changes to the site, making it less attractive to commit crimes there. There is a risk that certain types of crime will arise elsewhere, but despite this, the effect is often a general reduction in crime. This is because many crimes are committed spontaneously because the opportunity arises, e.g. for young people committing their first crime. Even people with more extensive criminal records are not always sufficiently motivated to change target or location to commit a crime. Making it harder for a certain type of crime to be committed can thus help to reduce crime in general and in the longer term. These situational measures not only target physical objects; they may also involve protecting a potential victim of crime or taking action to reduce the risk of fraud, for example. Measures to reduce provocation that can lead to cri-

me, e.g. queues outside bars and crowded places, are also included.

Actors that handle objects that are attractive to thieves can help to reduce the risk of crime

Large amounts of goods are constantly circulating in our modern society. As soon as a product is in demand on the market, a risk arises that it will also become an object in demand by thieves. A person running a business for profit by manufacturing, selling or otherwise handling goods that are attractive to thieves has various opportunities to take protective measures to prevent crime being committed.

For theft to be an attractive option, it must also be possible to sell the stolen goods. Different types of markings are constantly being developed, e.g. with unique hidden codes. This can help to make it more difficult to sell the goods on. In addition to technological aids that signal that a good is stolen, other measures directed towards people who consciously or unconsciously buy stolen goods may be important. It is essential

that individuals are made more aware of the signs, e.g. in an advert, that an item has been stolen. Here, there are also opportunities for the companies that run websites for second-hand goods to take action.

Preventive measures at events with a high risk of crime

Festivals, concerts, entertainment events held at restaurants and some major sporting events are examples of events with a higher risk of crime. There are many people in a small area at the same time, often with alcohol in their bloodstream. Crimes can range from pickpocketing to sexual harassment and serious violence. While the Swedish Police Authority can contribute a certain amount of support, for example, in the form of patrols, the main responsibility for surveying risks and taking necessary measures to maintain order and safety falls on the organiser.

Crime prevention aspects in physical planning and housing construction

According to forecasts from the National Board of Housing, Building and Planning, there is

a need for more than 700 000 homes to be built by 2025. Therefore, it is important that crime prevention aspects are taken into account to a greater extent in physical planning and housing construction and become a natural part of the construction process. This may involve everything from how residential areas, parks and squares are planned and designed to details of construction technology such as locks, the design of entrances and lighting. Safety and security issues must therefore be a natural part of the construction process. The BoTryggt (Safe Living) concept that has been managed and developed by Stiftelsen Tryggare Sverige (the Safer Sweden Foundation) since 2016 with the aim of creating an updated standard in the area can serve as support in this work. BoTryggt seeks to spread knowledge, founded on current research and tried and tested experience, on how different actors can prevent crime and increase safety in homes and residential areas through the design of the physical space.

Property companies

For many years, property companies have been working on physical measures to increase the safety and security of residents through security doors, burglar-proof storage and electronic locking systems. In recent years, many property owners have focused their efforts on improving the social

environment in residential areas to supplement technical measures. This may also involve supporting neighbourhood watch schemes in apartment blocks, walks to assess local security, night patrols and designing parks and pedestrian routes. This work often involves cooperation with other local actors.

Business Improvement Districts

Business Improvement District (BID) means that property owners, together with residents and public actors, improve an area through initiatives such as investment in public spaces, properties and measures to improve safety. BID-inspired collaboration has gradually emerged in some parts of Sweden. This collaborative model also allows cohesion to be created in larger cities and contributes towards both greater safety and security and attractiveness for companies and a better quality of life in general.

Broken Windows

The broken windows theory means that less serious crime such as graffiti and criminal damage can lead to more serious criminality and a lack of safety in an area if not tackled quickly. One broken window leads to more broken windows in the same way as a wall with graffiti attracts more graffiti. Conversely, this means that a place that is clean and intact helps

to reduce crime. The measures also help to show that the area is characterised by social cohesion and stability and to strengthen the sense that the area is being looked after, with inhabitants who care about each other. Initiatives that take this as a starting point should be part of local crime prevention work. Here, the municipality plays an important role, not least in the capacity of property owner and the body responsible for many public places. For county councils too, in their capacity as providers of public transport, where a large amount of damage and graffiti is seen, this strategy can be of importance

The Government is to work to ensure

- that awareness of situational crime prevention work is spread to more actors,
- that awareness increases among private actors in industries affected by crime on how they can help to prevent crime in their businesses,
- that it is more difficult to sell on stolen goods,
- that crime prevention aspects are taken into account to a greater extent in physical planning and housing construction, and
- that cooperation is increased between private and public actors who want to work together on local safety issues.

Implementation and follow-up

Implementation

In addition to the Swedish National Council for Crime Prevention's additional responsibility for national support and coordination and the county administrative boards' duty to take responsibility for coordination and support at regional level, the Government will also appoint a national crime prevention coordinator. Over two years, the coordinator will stimulate, support and drive development of crime prevention work throughout Sweden and work to ensure that crime prevention issues have a greater impact in public and private sector activities.

One important aspect for the Swedish National Council for Crime Prevention, the county administrative boards and the coordinator is to help to reach people with and work together to implement the Government's crime prevention programme. Together, they will work to ensure that the programme has an impact on all the actors concerned, Sweden-wide.

The Swedish National Council for Crime Prevention is to submit annual reports to the Government

The Swedish National Council for Crime Prevention is to submit a report to the Government every year on how crime prevention work has been conducted. The

report is to describe the Swedish National Council for Crime Prevention's own work, but also provide an overarching depiction of the crime prevention work otherwise carried out at local, regional and national level. The report is to highlight what the initiatives have led to and emphasise the most central development needs. The Swedish National Council for Crime Prevention's report will include how the knowledge-based work and collaboration of the municipalities and other actors has developed. Each year the county administrative boards are to submit a joint report to the Swedish National Council for Crime Prevention on the work carried out locally and regionally within the respective county. This will also make it possible to draw on local knowledge and contribute towards development at national level. This report will provide important data for the Swedish National Council for Crime Prevention's work at national level.

Following up the programme To ensure that the work is carried out in line with the focus set out in the programme, it will be followed up systematically. This will take place partly through reports from agencies involved on how work has been carried out and the measures that have been taken, and partly through the annual feedback from the Swedish National Council for Crime Pre-

vention and the county administrative boards. The programme will mainly be followed up within the remit of the inter-ministerial working group formed at the Government Offices of Sweden. It is essential that all policy areas participate in the follow-up process within the remit of their areas of activity.

In parallel with this, the Ministry of Justice intends to regularly convene a group of researchers to follow developments in the field of criminal policy. The Government also intends to produce a new report once the programme has been up and running for a while to describe developments in crime prevention.

Ministry of Justice

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