

Action 5

Prevention Pyramid Theory & Manual

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1 INTRODUCTION

1.1 Acknowledgements

This manual is the result of good cooperation. First of all, we want to thank the Technical Secretariat of Ecorys for facilitating this whole process, by supporting in writing this manual, by finding an expert, by helping us to find cities that wanted to work with us and by disseminating the results.

Great support also came from Markus Pausch, who assisted us as an expert in finalizing this manual by asking critical questions, looking up additional information, and guiding the workshops with the participating cities.

Finally, we would also like to thank the participating cities. The City of Cologne, City of Leuven, City of Munich and Madrid Police have used this manual to do this Prevention Pyramid exercise for their organization. These exercises are attached as an appendix, and makes the manual even stronger with 4 good examples. Their feedback, as well as the feedback of Markus Pausch, will be further taken into account in the final report of Action 5.

1.2 Objectives of Action 5

There is a broader support within the Partnership for the idea that social cohesion measures should be part of an integrated urban security policy. Aspects of inclusion, social capital, social mobility, citizen participation, empowerment, etc. can help to create safer environments or as safe perceived environments.

The challenge is to provide local policy makers and security managers with a method that enables them to build secure, safe and resilient local communities. In such communities, objective threats are under control, people feel comfortable in the public domain and feel safe to express their views and opinions, and can discuss them freely. They rely on and relate to their fellow citizens and the community as a whole.

What does it mean for policy makers and local security managers? How can they create more social cohesion and how can they, by doing so, have an impact on urban security? There is no common framework to translate those vague concepts into concrete local security policies. By consequence, the results and the social impact of social cohesion initiatives and inclusion efforts or non-problem-oriented approaches are extremely difficult to show.

The focus of this sub-Action is on (the feelings of) insecurity in order to make visible to local decision makers (council members) what already is “good value for money”. To do so, the local situation has to be mapped and structured using



the prevention pyramid. After mapping, concrete measures for impact evaluation can be selected.

This manual is the first outcome of Action 5, and aims at mapping the existing local policy regarding the reduction of feelings of insecurity.

1.3 Objectives of the manual

To achieve the first objective of action 5, the prevention pyramid (Johan Deklerck) is used. The prevention pyramid is a scientific instrument for an integral and positive prevention, which aims to avoid a one-sided approach of insecurity. The main idea is to integrate crime-related social problem dimensions into prevention policy. The pyramid is reference framework for developing prevention policies and practices aiming at a combination of general and specific measures within an integrated approach. The pyramid can in this way help to frame the (often negatively perceived) topic of security as a positive achievement, because the focus is on high social cohesion. The pyramid focuses on strengthening the positive (social cohesion) instead of diminishing the negative (ic crime).

In this manual we want to further explain the prevention pyramid to give local authorities the tools to evaluate their prevention policy according this pyramid. It starts with a theoretical chapter, because it is necessary to understand this theory and each level thoroughly. The model is further explained with general examples, a detailed example from Mechelen and the result of the exercises from the participating cities (see 1.2).

1.4 Definitions

“Social cohesion is the capacity of a society to ensure the well-being of all its members, minimising disparities and avoiding marginalisation.”

(Report of the High Level Task Force on Social Cohesion in the 21st century)

Because some concepts seem vague, and we want to speak the same language throughout the project, we describe the most important aspects on social cohesion in this chapter. Inspiration is also found in the United Nations system-wide guidelines on safer cities and human settlements. These guidelines are used to enhance the role of cities and local governments in leading measurable improvements on the safety of citizens worldwide.

Social cohesion

The elements that bring and hold people together in a society; the sum of positive externalities that promote mutual trust and equity in the distribution of opportunities among individuals.

Social cohesion¹ is an elusive concept - easier to recognize by its absence than by any definition. A lack of social cohesion results in increased social tension, violent crime, targeting of minorities, human rights violations, and, ultimately, violent conflict. Social cohesion is about tolerance of, and respect for, diversity (in terms of religion, ethnicity, economic situation, political preferences, sexuality, gender and age) - both institutionally and individually.

There are two principal dimensions to it:

- The reduction of disparities, inequalities and social exclusion.
- The strengthening of social relations, interactions and ties.

It is important to consider both dimensions in order to get a comprehensive picture of the social cohesion of a society.

The first dimension requires developing strategies for engaging excluded groups. Exclusion can take different forms – political, economic, social and cultural. Promoting social inclusion involves tackling power relations and confronting the social groups or institutions responsible for the exclusion. Its objective is to ensure that people from different backgrounds have similar life opportunities. There is a strong link between social exclusion and insecurity. Minorities will become more insecure if they are being victimized because of their ethnicity, gender, culture or religion. This group insecurity can then lead to wider societal insecurity if a marginalized group decides to use violent means to claim their rights and redress inequalities. Group differences are not enough in themselves to cause conflict, but social exclusion and horizontal inequalities provide fertile ground for violent mobilization. People who have been excluded often feel they have little to lose by taking violent action.

The second dimension of social cohesion requires developing social capital in all its forms. This is the invisible glue that keeps a society together even in difficult, stressful times. Strengthening social capital can include:

- Supporting social networks that connect groups together.
- Developing a common sense of belonging, a shared future vision and a focus on what different social groups have in common.
- Encouraging participation and active engagement by people from different backgrounds.
- Building trust – people trusting one another and trusting local institutions to act fairly.
- Fostering respect – developing an understanding of others and recognition of the value of diversity.
- Increasing the responsiveness of a state to its citizenry.

¹ Community Security and Social Cohesion Towards a UNDP Approach, Copyright ©2009 United Nations Development Programme

Urban safety and security

This concept can be understood in many different ways that change from one language to the other, and from one region or country to another. In Latin America, it is commonly referred to as “citizens security”; in Europe, it is commonly referred to as “urban security”; in Africa, it is commonly referred to as “urban safety”; and in Asia, the concept is integrated into the broader concept of “human security”. However, common to all is that it is citizen-centred and distinct from “national security” or “public security”, which refer to the role of the State.

In UN-Habitat’s working definition, urban safety and security is considered to be “a public good that results from the dynamic interplay between risk and resilience factors, the equitable enjoyment of which can be improved as a result of changes in protective action and the broader urban context. It takes into consideration how to enhance a person’s individual rights and well-being, in terms of their physical, social and psychological integrity, in addition to addressing the prevention of crime and violence, emphasizing the role of all urban inhabitants – regardless of socioeconomic status, gender, race, ethnicity or religion – to be able to fully participate in the social, economic and political opportunities that cities have to offer, in particular at all levels of planning and decision-making, in the development and implementation of policies contributing to the realization of safety and security in cities.”

2 Theory of the prevention pyramid

2.1 Introduction

The figure below shows the prevention pyramid of Johan Deklerck. This pyramid is a scientific instrument that places a problem-oriented prevention in a broader perspective of general well-being. It takes the broader society into account in its political and ecological dimension and puts the emphasis on structural measures. In short, this very manageable model has 3 main functions. The first function is to make an inventory of the preventive measures. Secondly, the pyramid makes the connection between all these preventive measures visible. Finally, it serves to broaden your view and guide future choices.

At this stage we mainly focus on the first goal: making an inventory. Within Action 5 of Urban Agenda we aim to analyse these exercises to be able to make use of the other functions of the pyramid.

All actions, initiatives or other measures in the prevention policy will be given a place in this pyramid. This provides a clear overview of what is already happening within the city, and offers local policymakers the opportunity to frame their own prevention model and to situate it within the broader social context. In this way, attention and work points are exposed, which makes it possible to work on a more integrated security policy.

The prevention pyramid consists of five levels. As we progress from level zero to level four, attention for specific prevention (focused on a specific phenomenon) measures continues to increase, and attention for general quality of life continues to decline.

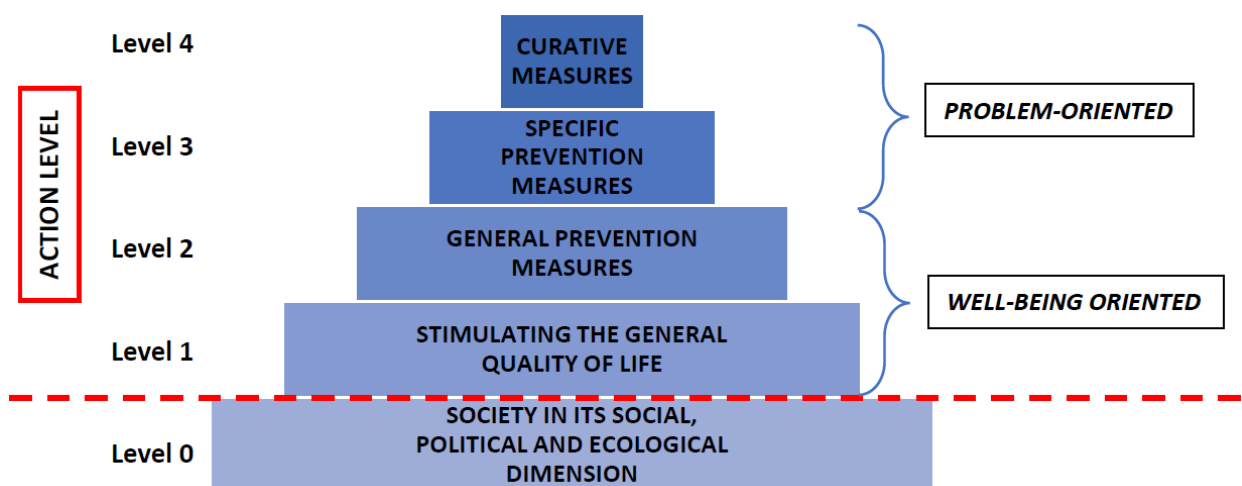


Figure 1: Prevention Pyramid Johan Deklerck

The pyramid shape refers to building an integrated security policy. A good prevention policy starts with a good quality of life, while the higher levels only come into action when the underlying fail. The ultimate goal, general quality of life, lies in level 1. An integral approach means that several or all levels can take action, always looking to strengthen the pyramid downwards.

The basis (level 1 & 2) of an effective and stable security policy is a general quality of life enhancing policy, these measures are well-being oriented. The top (level 3 & 4) are problem-oriented and shouldn't dominate the substructure. A too one-sided problem-oriented prevention approach (security, problem approach, mitigation of risks...) is counterproductive and will increase fear and feelings of insecurity. In other words, acceptance and effectiveness of tougher security and control measures depend on the strength of a local community. Moreover, specific prevention practices are considered as part of improving the quality of life. Or to put it the other way round: prevention policies and practices should not disrupt or deteriorate this quality of life. With a good prevention policy, all levels are represented in the measures.

It is not a phased or tiered approach of prevention. It does not involve the idea of a cascading sequence of prevention efforts in time, but starts from a analysis and leads to appropriate actions on the different levels, without counterproductive effects of some measures on other measures/levels.

2.2 Level 4: Curative measures

This level is the top stage in the pyramid, and the most problem oriented. The crime must stop as soon as possible, be limited and it must be prevented from repeating itself. Actions and measures are aimed at preventing escalation and damage. Damage has to be limited and/or repaired and aftercare has to be provided. Here prevention comes too late.

The measures aim recovery/redress, punishment, assistance, compensation and guidance, victim care, to reduce the harm that has been done. At the same time, these measures can have dissuasive effects on potential offenders, and thus work preventive as well.

Examples of recovery and compensations

- Conflict resolution
- Mediation
- Damage recovery, insurance and compensation of damage
- Community service
- Victim support

Because of the fact that these measures are meant to be executed after an infringement, we put these in level 4. Some of these measures can also be offered to citizens as a voluntarily service, which places them at level 2 (cfr infra).

Examples of sanctions and punishments

- Fines
- Imprisonment
- License withdrawals
- Access bans

Examples of assistance and guidance

- Parenting support
- Addiction treatment
- Trainings (aggression control, resilience...)
- Victim support

Certain measures often have multiple effects. For example, a restraining order is seen as a punishment by the offenders, but also ensures that this person can no longer commit the crime there. Another example is compensation for the damage suffered, a restorative measure, which will often be regarded as a punishment.

In other words, punishment has multiple preventive goals:

- Specific and general deterrence: the risk of punishment will refrain the public from committing a crime, and the offender of committing new crimes
- Incapacitation: making it difficult or impossible for the perpetrator to repeat the offense
- Rehabilitation: re-educating and retraining offenders, altering the behaviour
- Restitution: compensation for damages or loss

From a preventive approach, it is best to focus on those penalties and measures that have the greatest preventive effect, depending on the concrete crime, without being extremely harsh or inconsistent with human rights. The effects of measures at this level on the general sense of security must also be taken into account. For example, a restorative approach will usually ensure that relationships are strengthened, trust is restored, and the community is experienced as a safe, just environment, without guaranteeing that the perpetrator will reoffend, as is the case with a prison sentence.

2.3 Level 3: Specific prevention measures

Level 3 measures respond directly to a specific problem that needs to be prevented or limited. We want to reduce the risk by responding directly to risk factors. This is based on the problem that has been identified, e.g. theft in a bicycle shed: to reduce the risk of theft, place locks and cameras (problem oriented answers). It should be taken in account that the visibility and presence of these measures impair the quality of life of the inhabitants, and can generate

fear and feelings of insecurity. Measures at this level can be of technological nature (e.g. camera surveillance), organizational nature (e.g. drawing up a safety plan) or targeted intervention in the infrastructure.

Such measures are called situational crime prevention. Crimes are prevented by limiting the opportunities for committing a crime, increasing the risks of arrest and minimizing its benefits. The 25 techniques of situational crime prevention presented in the study of Derek B. Cornish and Ronald V. Clarke (2003) can be used as a guideline. These 25 techniques are divided in 5 categories:

1. Increasing the effort the offender must make to carry out the crime.
2. Increasing the risks the offender must face in completing the crime.
3. Reducing the rewards or benefits the offender expects to obtain from the crime.
4. Removing excuses that offenders may use to “rationalize” or justify their actions.
5. Reducing or avoiding provocations that may tempt or incite offenders into criminal acts.

25 TECHNIQUES OF SITUATIONAL CRIME PREVENTION				
Increase the effort	Increase the risks	Reduce the rewards	Reduce provocations	Remove excuses
1. Target hardening - Steering column locks and immobilisers - Anti-robbery screens - Tamper-proof packaging	6. Extend guardianship - Take routine precautions: go out in group at night, leave signs of occupancy, carry phone - “Cocoon” neighborhood watch	11. Conceal targets - Off-street parking - Gender-neutral phone directories - Unmarked bullion trucks	16. Reduce frustrations and stress - Efficient queues and polite service - Expanded seating - Soothing music/muted lights	21. Set rules - Rental agreements - Harassment codes - Hotel registration
2. Control access to facilities - Entry phones - Electronic card access - Baggage screening	7. Assist natural surveillance - Improved street lightning - Defensible space design - Support whistleblowers	12. Remove targets - Removable car radio - Women’s refuges - Pre-paid cards for pay phones	17. Avoid disputes - Separate enclosures for rival soccer fans - Reduce crowding in pubs - Fixed cab fares	22. Post instructions - “No parking” - “Private property” - “Extinguish camp fires”
3. Screen exits - Ticket needed for exit - Export documents - Electronic merchandise tags	8. Reduce anonymity - Taxi driver IDs - “How’s my driving?” decals - School uniforms	13. Identify property - Property marking - Vehicle licensing and parts marking - Cattle branding	18. Reduce emotional arousal - Controls on violent pornography - Enforce good behavior on soccer field - Prohibit racial slurs	23. Alert conscience - Roadside speed display boards - Signatures for customs declarations - “Shoplifting is stealing”
4. Deflect offenders - Street closures - Separate bathrooms for women - Disperse pubs	9. Utilize place managers - CCTV for double deck buses - Two clerks for convenience stores - Reward vigilance	14. Disrupt markets - Monitor pawn shops - Control on classified ads - License street vendors	19. Neutralize peer pressure - “Idiots drink and drive” - “It’s OK to say NO” - Disperse troublemakers at school	24. Assist compliance - Easy library checkout - Public lavatories - Litter bins
5. Control tools/weapons - Smart guns - Disabling stolen cell phones - Restrict spray paint sales to juveniles	10. Strengthen formal surveillance - Red light cameras - Burglar alarms - Security guards	15. Deny benefits - Ink merchandise tags - Graffiti cleaning - Speed bumps	20. Discourage imitation - Rapid repair of vandalism - V-chips in TV’s - Censor details of modus operandi	25. Control drugs and alcohol - Breathalyzers in pubs - Server intervention - Alcohol-free events

2.4 Level 2: General prevention measures

Level 2 measures also try to respond immediately to a security problem, but is well-being oriented. It is necessary to have in mind an environment where criminal behaviour is made impossible or less common, but in a way where the the well-being of the citizens is the starting point, and not the specific problem. In other words, attempts are made to formulate positive answers, to engage in early intervention through social development.

Crime prevention through social development includes a range of social, educational, health and training programs. Prevention programs of this type promote the well-being of people and encourage pro-social behaviour through social, economic, health and educational measures, with a particular emphasis on children and youth, and focus on the risk and protective factors associated with crime and victimization. The strategies provided by the manual 'Crime prevention guidelines' (UNODC, 2010) are used here.

For social development these strategies are:

1. Initiatives using educational and awareness-raising strategies to foster a culture of lawfulness and tolerance, and participation
E.g.: educational projects on social skills training
2. Activities that combat marginalization and exclusion
E.g.: interesting leisure activities or creating special employment for youth at risk, youth activities
3. Activities to promote positive conflict resolution
E.g.: training in non-violent conflict resolution, neighbour mediation
4. Activities to promote protective factors through social and economic development programs, including health, education, housing and employment
E.g.: neighbourhood revaluation

2.5 Level 1: Stimulating the general quality of life

Level 1 does not focus on prevention, but stands for how a neighbourhood, a city, an institution organises itself. Actions are preventive, but designed to improve the quality of life, because we simply find it important, and not only to prevent problems. The relationship between problematic behaviour and these actions are indirect. Imposing actions can have a preventive effect on problematic behaviour, but this is not the primary goal. In other words, the measure isn't aimed at a problem group or situation, but at the broader social framework (neighbourhood, community, society). This level is essential for thinking about what went wrong and how we can rethink our life style, social and political organization of society from a more fundamental preventative perspective.

At this level a list can be used based on the quality for life policy areas cited in the study by Lowe et al (2013), where we added a few examples. The examples are categorized according life domains.

1. Crime and safety

This is a hard one to fill in, because the globality of the action actually focuses on this. But we can think about global measures the city takes to decrease the feelings of insecurity, and thus a achieve a good quality of life here:

- *sufficient street lighting*
- *be sufficiently accessible to citizens (city and police force)*
- *communication about crime rates in the city*

2. Housing

Quality of life in this policy area can be reached by sufficient, affordable housing for every citizen, in nice neighbourhoods. E.g.:

- *implantation of residential areas, in a way that different ages and (ethnic) backgrounds can live together well and strengthens the social cohesion*
- *sufficient (social) housing: by supporting organisations, by allocating them to the families with the greatest need*
- *increase the affordability: rental subsidies, mandatory price-quality ratio*

3. Education

Quality of life in this policy area can be reached by sufficient, accessible and high-quality education. E.g.:

- *Free education for minors*
- *free wifi for students*
- *spread plan for schools*
- *fair registration system*

4. Employment and income

Quality of life in this policy area can be reached when citizens do not have to worry about their jobs or income. E.g.:

- *create employment by attracting companies to the city*
- *guarantee a basic income*
- *free retraining*

5. Health and social services

Sufficient and affordable social services as well as a good health will increase quality of life in this policy area. E.g.:

- *childcare organized by the city, where people pay according to income*
- *elderly care facilities, subsidized by the city*
- *Easy access to care by starting up a multidisciplinary neighbourhood health centre*

6. Transport

By providing sufficient means of safe transport and ensuring easy access to work, school and shops, quality of life is guaranteed. E.g.:

- *Providing a sharing system for bicycles, steps and cars*
- *Making parts of the city car-free*
- *Sufficient public transport capacity*

7. Public open space

Better access to and a good quality of public open space can promote physical activity and have a positive effect on mental health, which improves the quality of life. E.g.:

- *implantation of residential areas, with sufficient public space, aimed at different target groups (playgrounds, benches...)*
- *keeping public spaces well maintained and safe: waste bins, garden maintenance, cleaning crews...*

8. Social cohesion and local democracy

Social cohesion and ability to influence local environments are key determinants of quality of life. The city can provide this in various ways, e.g.:

- *organizing local (binding) referendums*
- *promoting neighbourhood activities (subsidy, practical support...)*
- *create local meeting places (community centre, playground...)*

9. Leisure and culture

Quality of life will increase with a wide range of cultural activities, opportunities to participate in entertainment, leisure and recreation activities. E.g.:

- *Organizing sport activities for different target groups (children, elderly...) on location*
- *Support local artists (subsidy, free exposition space, free podium)*
- *Music and art academy*

10. Food and other local goods

Access to different types of food and other shops, as well as food prices, food security and other retail activity has a good influence on the quality of life. E.g.:

- *implantation of residential areas, with sufficient space for food and health shops*
- *promoting local shopping: weekly food market, city coupons to be used in local shops*

11. Natural environment

A good natural environment, like sufficient water quantity and conservation, air and water quality, biodiversity, sufficient energy contributes to the quality of life. E.g.:

- *improve air quality by introducing a low emission zone in the city*
- *regular waste collection*
- *joint purchase of solar panels for citizens*

2.6 Level 0: Society in its social, political and ecological dimension

Level 0 represents the broader social, political and ecological context of the action levels 1 to 4. It is about what transcends an organisation, a neighbourhood: a larger policy, broader sociological developments.

This context determines the possibilities for pursuing a prevention policy, it has an impact on the measures in level 1 to 4. Which opportunities and difficulties does it offer to create a prevention policy? Some examples here are the subsidy policy of the government, the will, possibility and competence to cooperate from the citizen, technological developments etc. With these resources and limitations preventive actions will have to be set up, a prevention policy has to be developed.

At this level is located:

- political and economic policy
- natural and cultural resources
- the prevailing views on morals and ethics
- the degree of institutionalization
- etc.

Preventive measures at a higher level will be of little benefit if serious problems occur at this level. In other words, policymakers will have to pursue a policy that supports these targeted prevention measures. Conversely, the preventive measures have to connect with this societal context, if we want them to work.

2.7 Overview

To be able to categorize the different measures in a city, it is necessary to have a good overview of the prevention pyramid. The table below briefly shows the characteristics of the different levels.

Level	Measures	Content	Problem analysis	Response/ approach
4	Curative measures	Indirect prevention	Problem oriented	Problem oriented
3	Specific prevention measures	Direct prevention	Problem oriented	Problem oriented
2	General prevention measures	Direct prevention	Problem oriented	Well-being oriented/ Not problem oriented
1	Stimulating the general quality of life	Indirect prevention	Well-being oriented/ Not problem oriented	Well-being oriented/ Not problem oriented
0	Society in its social, political and ecological context (means and limitations)			

As said, it's not a choice between the different levels, it is an and-and story, and all measures are interdependent. This means that some measures have effects on more than one level, whereby it is necessary to beware of counterproductive effects. For example, many (situational) preventive measures have a negative effect on the quality of life of inhabitants. For example, the presence of cameras can give the feeling that it is an unsafe place. Closing parks in the evening to prevent vandalism means that walkers can no longer take an evening walk in the park. The closing of a disco because of a drug problem punishes many young people who want to have fun without drugs.

Therefore, it is important to reflect about the measures in your city: what do they aim for? The impact of specific actions on a specific problem or on the other levels will be reviewed at a later stage of Action 5 of the Urban Agenda.

2.8 Bottom up or top down?

In the context of this action, the prevention pyramid is used to make an inventory of existing measures. That is why it does not really matter here whether the categorization is done top down or bottom up, although this may influence the way of looking. For example, Johan Deklerck himself declares that what goes wrong on level 4 teaches us what can happen (or doesn't happen now) on the other levels. If we want to work integrally and positively, we have to analyse which pain points a certain phenomenon reveals, showing how we organise our lives more fundamentally (lower levels).

When the pyramid is used to develop an integrated prevention policy, the difference in approach can have major consequences. The prevention pyramid has been developed to think and work bottom up, because good prevention means that one also or especially takes measures that are not primarily problem-oriented but can have effects on problems. Investing at levels 0, 1 and 2 makes higher levels less likely to be burdened.

If one is reacting on a problem in a top down manner, there is a risk that well-being oriented interventions could eventually be eliminated due to urgency and scarcity. Prevention is then transformed into an instrument of that safety and risk management policy. However, it is those well-being oriented measures that have a positive influence on the quality of life, and therefore on crime prevention in general.

Youth work is a good example to illustrate the difference. Good youth work is a basic provision for all children and young people, and is therefore situated in level 1 or 2. It is needed when there are no problems, because it has a direct effect on young people's lives and indirectly on problems that young people have or cause. If such youth work exists and works well, it still possible that specific problem-oriented interventions will be needed and requested. But good youth

work will have prevented many problems, and problem-oriented interventions will be embedded in a broader, positive approach to young people. But, in the past, due to budget cuts, youth work in this sense has been disappearing in some cities. The focus shifted to coping with (youth causing) nuisance, not only political, but also in funding, as where youth organisations were obliged to subscribe to covenants focused on specific problems to be able to survive, and so they actually move up to level 3 and sometimes even 4. Safety becomes dominant, at the expense of other assignments. This securitization is aimed at defusing or adjuring fear and can cause a perverting and a counterproductivity of the preventive ambitions.

To properly complete the prevention pyramid and possibly continue to develop, it is necessary to keep this difference in mind, and to remain critical of counterproductive effects of sometimes well-intentioned prevention policies.

3 Example from Mechelen

From Mechelen, we have completed the prevention pyramid as an exercise for ourselves and as an example for the other partners. We chose to start from the top, to see what we do with this specific problem on the various levels. In order to delineate the exercise, we will only discuss those actions and measures that we take from local government in the context of prevention and safety, the local government as security manager.

Because of the topic of Urban Agenda, we focus in this example on the feelings of insecurity in Mechelen. So we fill in the pyramid with the feelings of insecurity as a 'problem' that we want to prevent/redeem. We see that security is (allegedly) a big problem in Mechelen, which translates into citizens who are afraid and don't feel safe in their own neighbourhood and in the whole city. Research says these feelings of insecurity are quite high in Mechelen, compared to surrounding municipalities and even to other big cities such as Gent, although people feel more secure now than 15 years ago.

3.1 Level 4: Curative measures

We start at the top of the pyramid to see what is being done about these feelings of insecurity at this level.

First of all we try to react on criminality, so the people of Mechelen know and see that doing something wrong isn't allowed. We do try to focus on positive answers, to help the victims and/or perpetrator search for the ideal solutions together. If that doesn't work fines can be given, or in case of a company/organisation, permits can be revoked. In addition, we provide guidance for specific target groups, whose actions had / have a major effect on the feelings of safety in a neighbourhood or city.

Recovery and compensations

Mediation instead of an administrative fine:

Together with the offender (the 'perpetrator') and the injured party (the 'victim'), the mediator searches for a meaningful way to deal with the consequences of the nuisance. Together they look at how a conflict can be resolved. That can be done in different ways:

- for example, removing graffiti yourself or cleaning up waste yourself
- financial settlement of the damage
- symbolic consideration for non-material damage

In the event of positive mediation, the administrative fine will be dropped. In 2018 more than 11% of the administrative findings was treated through this mediation. These mainly concerns facts that have a major effect on feelings of insecurity such as night noise and damage to goods and/or vehicles.

NERO 2.0

Mechelen also wants to offer a positive answer to minors with transgressive behaviour, to avoid financial penalties in the event of a first mistake. The aim is to correct youngsters - with the cooperation of their parents - in a pedagogically responsible manner and to offer them the opportunity to adjust themselves. And so we also give their parents the opportunity to fulfil their parental involvement and responsibility. Depending on the specific situation, the recovery measure is chosen:

- Parenting support
- Tailored guidance
- Mediation
- Community service
- Training/education
- Resilience training

Assistance and guidance

Individual training

The city organizes, in collaboration with the Centre for Mental Health Care, training for adults who have come into contact with justice as a result of acts of aggression. The training offer is not without obligation. It is the judge or attorney who orders the formation. In the individual training courses, "social skills" and "dealing with aggression" are taught in a custom made manner. There are also group formations that are thematically oriented (dealing with anger, territory, dealing with others and communication).

Ambulatory drug care provider

This care provider will focus on reaching and guiding care avoidants aged 18-25 years with both a mental disorder and addiction problems.

Sanctions and punishments

Administrative fines

When a citizen endangers public safety, peace and health or causes public nuisance, he or she risks a Municipal Administrative Sanction (GAS). The penalty is a fine of up to € 350 (€ 175 for minors). As said above, these fines can be waived in case of a successful mediation.

Revocation of permits

The mayor has the option of revoking certain permits under the General Police Regulation if the conditions are no longer met. Examples are: displaying merchandise, operating a catering establishment, operating student rooms ...

Restraining orders

The mayor can decide not to allow someone to enter a certain place temporarily. If the person does so anyway, a fine can be given.

3.2 Level 3: Specific prevention measures

Level 3 measures respond directly to the problem that needs to be prevented or limited, in this case the feelings of insecurity. We want to reduce these feelings by taking actions and measures on a situational level. Usually the actions describes are not only taken to reduce feelings of insecurity, but also have an effect on them. The actions have always been taken with the best intention, but in practice may have a different or even the opposite effect. (e.g. cameras). The impact of these actions is not (yet) the focus here, but will be explored later in Action 5.

TECHNIQUES OF SITUATIONAL CRIME PREVENTION				
Increase the effort	Increase the risks	Reduce the rewards	Reduce provocations	Remove excuses
<i>Community guards, Boa's, outreachers and police on the streets and during events</i>	<i>Big brothers who keep watch on playgrounds</i>		<i>Planning of parks and playgrounds to avoid unsafe spaces</i>	<i>Clear communication on the rules</i>
	<i>Community guards, Boa's, outreachers and police on the streets and during events</i>		<i>Safe Spaces</i>	<i>Signs: Neighbourhood Information Network</i>
	<i>Cameras in some parks and streets</i>		<i>No is no campaign</i>	
	<i>Absence supervision</i>			
	<i>Neighbourhood Information Network</i>			



- **Big brothers and sisters²** are youngsters -living near playgrounds- employed by the city as a student to keep an eye on things. They usually know the children and teenagers in their neighbourhood well. In case of negative or disturbing behaviour, they address those youngsters and show them a good example. Together they ensure that it is safe and pleasant to play and rest on the playgrounds in Mechelen.



- **Community guards:**

The community guards are present daily in the neighbourhoods. They transmit the information they collect during these patrols (defects, illegal dumping, feeding pigeons, vandalism, ...) to the competent authorities. They also keep an eye on things during the weekly market and other

events. Their presence on the street increases the sense of security and makes them a point of contact for citizens. The sub-tasks listed below are amongst other things, meant to reduce the feelings of insecurity,.



- Reporting and informing: they inform the citizens and tourists of what is allowed and what isn't and they are in direct contact with the BOA's and the police if necessary.

- Guarding bicycle sheds during major events

- Supervision on public transport buses: the presence of young people attending school on some buses can cause nuisance. Community guards supervise high-risk routes.

- Supervision in shopping streets, parks and squares.

² <https://www.mechelen.be/mobiele-speelpleinwerkers>

- **BOA's:** BOA stands for 'Buitengewoon OpsporingsAmbtenaar' or 'Extraordinary Investigation Officer'. They operate from the police station, and focus on reports on violations of our 'general administrative police regulation' (Algemene Bestuurlijke Politieverordening (APB)). They can enforce rules using the law about municipal administrative sanctions (GAS). This team works closely with the local community guards and the police. They also have a police radio with an emergency button, to which they will give priority immediately.
- **Planning of parks:** with new urban developments (eg construction of new parks) in nuisance-sensitive neighbourhoods, a quality of life test is drawn up (from the concept phase). This advice provides tips and guidelines to designers / architects regarding safety management. This test is based on CPTED but goes further. Reports from the past are taken into account. New techniques (nudging, behavioural insights) are also grafted onto the specific context.
- **Absence supervision:** as a resident, you can request absence supervision. When you are traveling, the house is regularly checked by community guards and / or police.
- **Neighbourhood Information Network** (BIN = BuurtInformatie Netwerk) is a partnership between residents and the local police within a certain neighbourhood. The initiative to set up a BIN comes from the local residents. The local police and the city of Mechelen give support. In the neighbourhoods where such a network is active, this is indicated by special signs.
- **Safe spaces:** In collaboration with other organizations, the city is creating 'places' with a safe context in youth work / leisure and education where counsellors can discuss delicate issues with youngsters and these youngsters can build a positive network and reconnect with social institutions and freely express their grievances. In addition, young people are supported in making their grievances about injustice publicly available through legitimate channels, so that the risk of violent manifestations is reduced.



- **No is No Campaign:**



This campaign focussed on the problem of sexual harassment on the street. Campaigns were conducted both online and offline. The visuals were shown in important public places, but also in hotspots such as the bus, during Maanrock (local music festival), on construction fences and crush barriers at bicycle sheds, etc. We also developed linen bags. In this way, the message against harassment on the street remains present in the public space.

3.3 Level 2: General prevention measures

This level is well-being oriented and thus are the actions more focused on social cohesion, on both dimensions. Actions are thus both aimed at reducing disparities, inequalities and social exclusion as well as at strengthening of social relations, interactions and ties.

Here too, we only list those actions and measures that have been taken to achieve, among other things, the objective of less feelings of insecurity and/or more social cohesion.

1. Initiatives using educational and awareness-raising strategies

Mechelen focuses on this through various projects:

- Resilience training: youngsters can follow resilience training through the youth home, school or other associations. In this training, they learn to develop individuality and identity in a society full of incentives, which ensures interpersonal safety and a sense of solidarity with the other. The city itself offers these courses to specific target groups.

- KiVa-program: KiVa is a scientific anti-bullying program from Finland and means 'nice' or 'fun' in Finnish. It is a preventive and school-wide policy for primary schools that strengthens well-being at school and prevents and solves (cyber) bullying problems. KiVa strengthens students' social skills and also teachers feel better. 23 of the 35 primary schools in Mechelen have followed KiVa training and can proudly call themselves KiVa schools. KiVa also has everything that Mechelen stands for and believes in: the strength of the group, everyone unique and yet equal. So KiVa is much more than a solid anti-bullying program, it activates pupils into 'good citizenship': dealing with limits, practicing in a safe context with different roles, being vulnerable, thinking in a solution-oriented manner, functioning in various groups, social cohesion, etc.
- Project *People make the city*³: with this project we stimulate the 'Mechelen' feeling among all residents and thus promote connection. The basic idea here is that we are all from Mechelen and that ethnic origin is only a part of our identity.



2. Activities that combat marginalization and exclusion



To make every citizen in Mechelen feel safe, regardless race, sexual orientation, religion..., the city also organizes actions on and for for example the day against racism⁴, International Day Against Homophobia, Transphobia and Biphobia⁵, international women's day... to show that the city of Mechelen promotes equal opportunities and rejects exclusion. Recently there was also a campaign against racism in which various actions (posters, creative actions by young people) made it clear that racism does not belong in Mechelen.

³ <https://makers.mechelen.be/demensenmakendestad>

⁴ <https://www.mechelen.be/dag-tegen-racisme-en-discriminatie>

⁵ <https://www.mechelen.be/idahot>

3. Activities to promote positive conflict resolution

Neighbour mediation is offered in Mechelen⁶ in case of any disagreement between neighbours. Neighbour mediation is a method in which two (voluntary) mediators assist conflicting neighbours in a neutral and confidential manner. Neighbour mediation is a free offer from the city for its residents.

Schools also focus on good conflict management, for example through peer mediation⁷. After training, youngsters in the school are used as peer mediators to mediate in conflicts between other students. They support the parties in their search for solutions that are good for everyone involved, so that both parties can continue with a good feeling. In addition to the preventive character, we also respond to empowering young people in this way.

4. Activities to promote protective factors through social and economic development programs, including health, education, housing and employment

Mechelen wants to strengthen social cohesion in the neighbourhoods by working on integrated neighbourhood development. In a few neighbourhoods, a neighbourhood-oriented network is being developed, together with the city and partners, creating a rich environment for all residents, uniting and integrating the essential functions. In this neighbourhood-oriented network, various actors, each based on their expertise, jointly ensure that all important functions are included.

Neighbourhood initiatives and activities will be coordinated through this collective approach. Through a shared vision and shared objectives, we ensure that we are moving in the same direction, and there is, in each of the chosen neighbourhoods, a sufficient and good service for everyone. This creates more connection and social cohesion, so that local residents will feel safer and more at home and more committed to their own neighbourhood and neighbours. Nuisance phenomena such as youngsters hanging around, urinating in public, litter ... will be minimized as a result.

3.4 Level 1: Stimulating the general quality of life

Level 1 does not focus on prevention, but stands for how a neighbourhood, a city, an institution organises itself. Actions are designed to improve the quality of life, in our example specifically on the feelings of (in)security and social cohesion.

In general Mechelen is a city that celebrates the uniqueness of every citizen. The identity of the city is defined by what its inhabitants do, which stories they tell and how they engage themselves for communal goals. Uniting inhabitants to

⁶ <https://www.mechelen.be/burenbemiddeling>

⁷ <https://busleydenatheneum.be/peer-mediation-in-campus-stassart>

relate to this broad identity forms the basis for inclusion. Or, in other words: what connects people is key, not what divides them. This value is very important for the city and is therefore propagated in all actions, especially those at level 1.

The actions taken by Mechelen on this level are listed here. We focus on those that improve social cohesion and reduce the feelings of insecurity. There are not actions for every area of life here, which is probably due to the specific theme, and may be a shortcoming of the policy in Mechelen (which will be evaluated later).

1. Crime and safety

Many measures are being taken to make citizens in the city feel safe. Most focus on phenomena, but are reinforced by a number of general principles and activities. For example, there is a strong focus on proximity to citizens. The city's community guards are visibly present and will address and inform citizens. Citizens can contact them with questions and complaints. Citizens can also report problems online, such as nuisance, litter, a fallen road sign... There is also close cooperation between the police and the city, at a strategic level, because the chief of police attends the meetings of the College of Mayor and Aldermen, and at a more operational level, through consultation between the Mayor, the police and the Department of prevention and security, and through ad hoc consultation between services following events or phenomena.

2. Housing

The city of Mechelen has its own building regulation. Every municipality in Belgium can lay down such a regulation, in which the city determines its own rules for the construction and renovation of houses and businesses. In Mechelen, the emphasis of this regulation is on outdoor space, sufficient green space and play space, low-traffic environment and safe cycle paths.

3. Education

In Mechelen is a good collaboration between the city and the schools, through an advisory and policy-preparing body (called O.O.M.) for all policy areas of the city that have interfaces with education such as childcare, mobility, employment, sport, culture, diversity, environment, but also safety in and around the schools. The O.O.M. also develops a network with external organizations, boards and associations in function of education-related themes. This network and collaboration not only ensures a higher quality education and everything related to it, but also social cohesion between the various organizations and individuals such as parents and teachers.

4. Employment and income

No specific actions in the context of social cohesion or feelings of insecurity.

5. Health and social services

No specific actions in the context of social cohesion or feelings of insecurity.

6. Transport

Within the mobility policy of Mechelen, consensus is sought between the various actors in the area of space, mobility and traffic with regard to the territory. The mobility plan translates this policy vision into an action program with concrete measures, supported by all actors. Safety is one of the key points. Trajectory controls on various roads for example should contribute to fewer speeding offenses and thus fewer accidents.

7. Public open space

When planning new (residential) neighbourhoods, public open space is always considered in advance. There are 18 publicly accessible parks, playgrounds and gardens spread across the territory. The most recently built squares and parks have been designed in consultation with various departments of the city, among which the department of prevention and public safety, so that they meet the needs of different target groups and are designed in such a way that the risk of nuisance and other problems is minimized.

8. Social cohesion and local democracy

The city is very committed to social cohesion. A new project has started neighbourhood-oriented networks, which aim to strengthen social cohesion in the neighbourhoods, through better cooperation of professionals and better coordination of various actions in the neighbourhoods. In addition to this new initiative, there are also other existing projects that strengthen social cohesion between citizens, such as residents' meetings, subsidies for residents' initiatives and, in the context of the current corona crisis, the start-up of a volunteer platform where people in need are linked to people who want to help out. It is now also looking for ways to make this solidarity more sustainable.

The city also supports neighbourhood engagement networks (BEN). Mechelen believes in the strength of people and assumes that the citizens also have a lot of good ideas about their neighbourhood, what their strength is and what they can / want to focus on. In residential areas, neighbourhoods or villages where a network is started, a greater solidarity and sense of belonging is growing. This results, among other things, in supporting each other in taking measures that strengthen coexistence in the neighbourhood.

9. Leisure and culture

The city itself provides many opportunities for cultural experience and leisure activities. For example, Mechelen has its own cultural centre that has an

extensive and diverse range of theatre, music, dance and film every year. There is a (new) large library with a wide range of books and multimedia.



The library in Mechelen is housed in a former monastery

In those places and moments people meet, which leads to strengthening the network and social cohesion.

The city also organizes activities for children and youngsters, to give them a meaningful use of time and to give them a safe haven where they can express their feelings, frustrations, and

grievances. J@m and ROJM are two subsidized organizations, in charge of such activities, on group and individual level (eg job counselling), and they reach a big audience. They also have a home in different neighbourhoods and are, in this way, part of the DNA, which has an effect on the social cohesion. Passers-by see that they are working with the children/youngsters, the doors are always open (figuratively) and they also announce their activities via social media.

10. Food and other local goods

No specific actions in the context of social cohesion or feelings of insecurity.

11. Natural environment

No specific actions in the context of social cohesion or feelings of insecurity.

3.5 Level 0: Society in its social, political and ecological dimension

This level represents the broader social, political and ecological context of the action levels 1 to 4, and our those dynamics, events and other matters that determine our policy in the next levels.

Because we focus on our social cohesion policy we here describe the opportunities and difficulties that we see today (November 2020). We limit ourselves to the important ones as otherwise this would take us too far.

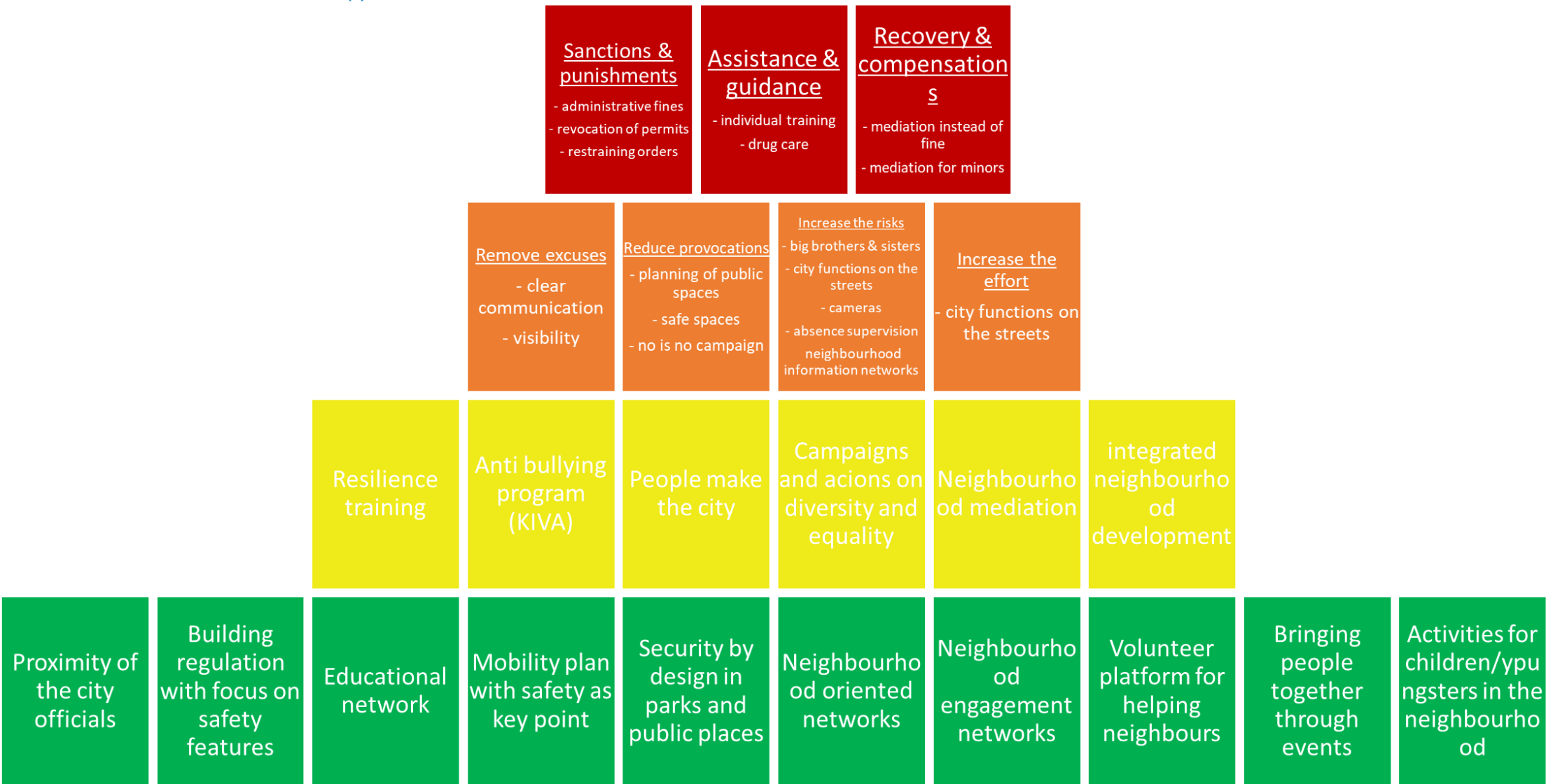
The first one is the coronavirus and, more important, all restrictive measures. Although very necessary today, these measures make it almost impossible for people to meet, which has an enormous negative influence on social cohesion.

The government tries to redeem this by pointing out we are all in this together, and by organising supportive measures for people and organisations in need. Unfortunately, we notice a lot of polarization in the community, which is reinforced by corona. The corona crisis causes stress, making people angry more quickly and showing less understanding for each other. This polarization will have an effect on social cohesion and contacts within and outside the city. On the other hand we see new initiatives, from citizens themselves, to cope with this situation, such as applauding for the care takes, putting up lights to make this dark period a little lighter... The coronacrisis, and all its consequences, is to be followed up closely, not only now, but also in the future, when the (new) normal life resumes.

Since last year, Flanders has a new government, with a minister for 'living together'. This minister focuses highly on social cohesion and equality, so this gives our city opportunities to get (financial) support to strengthen social cohesion in Mechelen.

New technology is also an opportunity, such as livestreams from camera's which makes it possible to overview situations in real life, and to respond immediately. Technology itself can also strengthen contact between citizens, by chatfunctions for neighbourhoods, such as whatsapp, or specific apps such as Hoplr.

3.6 Visualization of the pyramid



4 Manual

4.1 How to start

First of all, choose a phenomenon for which you want to evaluate the approach by your organization.

There are several ways to complete the pyramid. You can start from a general brainstorm. There is a good chance that you will forget certain things, which is why we have written out more detailed instructions and questions for each level. You can also choose to start with the questions and skip the brainstorm. Either way, try to come to an overview of every action/measure that has a preventive/repressive effect on the chosen phenomenon. In this way you arrive at the current global approach of your organization.

4.2 Brainstorm

List every action/measure that you as an actor (local authority, law enforcement agency...) do today to react/prevent this phenomenon.

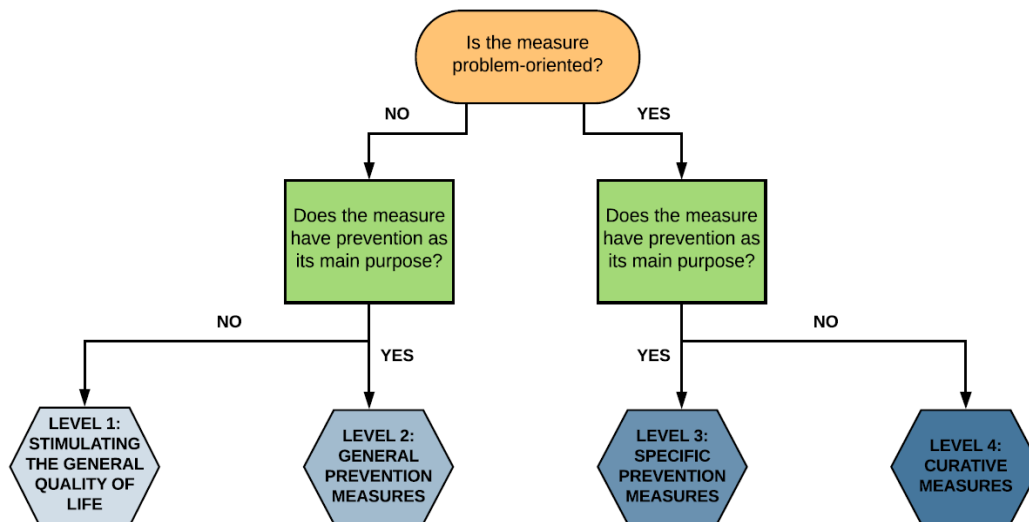
- Only list these actions your organisation is responsible for
E.g.: imprisonment is mostly the sole responsibility of the national government
- Also think of these actions that are not only aimed at this problem
E.g.: street furniture to brighten up the city, but prevents vehicle ramming attacks at the same time.

The table below can help to make a list. Fill in the various actions one below the other, and then continue with the completion of the columns. You can add more columns if needed.

<u>Action</u>	<u>Description</u>	<u>Target group</u>	<u>Level</u>	<u>Comments/explanation</u>

4.3 Choosing the right level

To place the action at the right level in the pyramid, it is important that the measure is defined as well as possible. Therefore, use the flow chart below. This flow chart allows the city to reflect on the objectives of preventive measures, and whether or not the measure in question addresses the specific problem. Motivate extensively why you think that that measure works/must be placed at that level.



4.4 Level 4: Curative measures

- What does your organisation do when someone commits this/a crime? Are there specific actions towards the perpetrator and/or towards the victim?
- What are the (negative) consequences for the neighbourhood/city when this phenomenon happens and how do you minimize these?
- Categorise these actions in one of the following
 - Recovery & compensation
 - Assistance & guidance
 - Sanctions & punishments

4.5 Level 3: Specific prevention measures

This level focusses on situational prevention. The following questions may help to find all actions/measures you take.

- How do you increase efforts the offender must make to carry out the crime?
 - How do you harden the target?
 - Do you control/screen access and exits to and from facilities and how?
 - Do you use ways to deflect offenders?
 - Do you have tools to control the sale/use of weapons or other criminal tools?
- How do you increase the risk the offender must face in completing the crime?
 - Does your city uses guards (in the broad sense of the word)?
 - How is (formal) surveillance being done?
 - Can you support or assist natural surveillance?
 - How do you reduce anonymity in your city?
 - Do you use (digital) place managers?
- How do you reduce rewards/benefits the offender expects to obtain?
 - Do you conceal or remove targets and how?

- Can property be identified and how?
- Do you have ways to disrupt certain markets?
- Are there ways to deny benefits in advance?
- How do you reduce or avoid provocations that may tempt or incite offenders?
 - Do you reduce stress or frustrations in advance and how?
 - How do you avoid disputes?
 - How do you reduce emotional arousal?
 - Do you have ways to neutralize peer pressure?
 - How do you discourage imitation?
- How do you remove excuses to commit a certain crime?
 - How are rules being set?
 - Are instructions clear?
 - Do you use ways to alert conscience?
 - How do you assist compliance?
 - How do you control drugs and alcohol?

4.6 Level 2: General prevention measures

Level 2 is well-being oriented, while also trying to respond immediately to a security problem. Actions are thus both aimed at reducing disparities, inequalities and social exclusion as well as at strengthening of social relations, interactions and ties.

- Are your initiatives using educational and awareness- raising strategies to foster a culture of lawfulness and tolerance?
- Do you organise activities that combat marginalization and exclusion?
- Are there activities to promote positive conflict resolution?
- Do you have activities that promote protective factors through social and economic development programs, including health, education, housing and employment?

These questions are very general. Try to focus on those initiatives and activities that have an (in)direct influence on the phenomenon that you have chosen for this exercise:

- Which of these actions and initiatives are, amongst other things, meant to prevent this phenomenon?
- Are there actions/initiatives that empower people in those factors that are related to this phenomenon?

4.7 Level 1: Stimulating the general quality of life

Imposing actions in this level can have a preventive effect on problematic behaviour, but this is not the primary goal. So, the measure isn't aimed at a problem group or situation, but at the broader social framework (neighbourhood, community, society).

To help you complete this level, we categorized the general quality of life in 11 life domains. These life domains are very broad, so look at them that way too. Eg: housing is more than just a roof over your head. It can also be about affordability, quality, density, the neighbourhood and neighbours... Keep this in mind when answering the questions below. Again, try to focus on those matters that affect whether or not the crime is committed and/or those that prevent/reduce the possible consequences of the crime.

- **Crime and safety:** which overarching actions do you take to make your city safe and to prevent crime in general?
- Does the **housing** situation of citizens have an effect on the phenomenon and if yes, how do you ensure good housing and more specifically these aspects that influence the chosen phenomenon?
- Does your city have sufficient, accessible and quality **education**? Which actions do you take to improve educational factors that have an influence on the chosen phenomenon?
- Do your citizens have to worry about **jobs or income**? Does the city have actions to help citizens, from the point of view of the chosen phenomenon?
- Are there sufficient and affordable **social services and health** improving organizations and actions? Where does the city take actions and which ones prevent the chosen phenomenon?
- Can people move easily and safely in the city, to work, school, shops... Does **transport** has an influence on the chosen phenomenon and how does the city organise transport from this point of view?
- What's the quality and quantity of **public open space**? Does the city promote physical activity and how does this affect (mental) health and the chosen phenomenon?
- Does the city make it possible for citizens to influence the local environment and in this and other ways improves **social cohesion**?
- Do the citizens have opportunities to participate in **cultural activities**, entertainment, **leisure** and recreation activities? What actions the city is taking, with the chosen phenomenon in mind?
- In which way has the access to different types of **food and other shops** an effect on the chosen phenomenon and how does the city deal with this?
- What actions is the city taking to improve the **natural environment** and how does it affect the chosen phenomenon?

4.8 Level 0: Society in its social, political and ecological dimension

This level represents the broader social, political and ecological context of the action levels 1 to 4. Because this context determines your policy regarding the chosen phenomenon it is necessary to describe the opportunities and difficulties

that you are experiencing today. Try to limit it to the important ones as otherwise this would take you too far.

Questions that can help you identify the most important factors:

- Is there a hierarchical higher policy that reinforces or reduces the chosen phenomenon or your policy about it?
Which actions of a higher government affect your phenomenon and/or policy?
- Are there possibilities to reinforce certain factors of your own policy through subsidies that are offered or are there taxes or alike that make the policy difficult?
- Are there certain deficiencies of natural and/or cultural resources that have a (negative) effect?
- Which are the prevailing views on morals and ethics and how does these influence the chosen phenomenon and/or your policy?
- Are there certain, for example, technological, developments that strengthen/weaken your policy?

4.9 Other tips and tricks

- Have different people do the same exercise
- Ask others for feedback on your completed exercise
- Try to make it visual, for example by effectively placing the various measures in a pyramid by title.
- One action requires more effort, money, time than others. In order to see whether the measures/actions per level are proportional, it can be useful to use a number of parameters:
 - Cost (including / excluding personnel costs)
 - FTE
 - Activity rate
 - Media coverage
 - ...

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6 Annex: Exercises partner cities

6.1 Cologne

6.1.1 Introduction

In the following the Prevention Pyramid is being used on the City of Cologne. The Centre for Crime Prevention and Security, which was established between the City of Cologne and the Police of Cologne in 2019, aimed at starting its initial work with a thorough citizen survey. Due to Covid-19 it has not been carried



out yet. However, focal points have been defined through an intensive analysis of local crime (prevention)-related networks. As an outcome the Centre for Crime Prevention and Security currently focuses on places with special need for action and on the safety of elderly citizens.

In order to focus on the wider range of citizens, we will focus on the places with special need for action, more specifically a place in the middle of the city centre, called Neumarkt, which can be categorised as hotspot. Citizens, as well as shop-owners or visitors, regularly complain about the situation on the aforementioned place, due to (illegal) drug dealing and consumption, littering (regular waste, but also drug utensils like syringes), assaults and more, which has led to an increasing feeling of unsafety and insecurity. Therefore, we focus on the feeling of unsafety and insecurity, aiming to create a place where people feel secure, increasing the quality of stay.

While several measures have been designed, we have categorised four main fields: firstly, measures related to security and cleanliness, secondly, measures focusing on the place design, thirdly, measures regarding a drug concept and lastly an evaluation tool, in order to analyse the impact of certain measures on the feeling of security on the Neumarkt.

6.1.2 Level 4: Curative measures

Starting on level 4, we have focussed on the source of many complaints by citizens, which are drug addicted people. Special facilities, like a recreation and a consumption room, which are situated at the place in question, shall provide victim care, while on a second level aiming to reduce crime. The recreation and consumption rooms enable citizens with drug addiction to consume (substitutes) in clean and safe surroundings. Additionally, it promotes engagement with other people and professionals. In the near future, daytime sleeping places shall also be offered.

A further measure, which can be understood as curative measure is the implementation of trouble-shooters. In a cooperation between the city and the city's urban passenger transport company, three employees will work throughout the week at different times of the day, in order to react to any question or call for help of all citizens, passengers or visitors, on or close to the *Neumarkt*. The trouble-shooters are well known to the stakeholders in the city and can respond to any need in question or case of emergency. The trouble-shooter project will commence in 2021 for at least two years. An evaluation will help to formulate a statement to continue or discontinue the measure.

6.1.3 Level 3: Specific prevention measures

On level three, we have focused on measures targeting specific problems. Overall it deals with the level of dirt and the insecurity it can cause, while having in mind prominent theories as for instance the *broken windows-theory*. An immediate and medium term measure is a monthly additional intensive cleaning of the whole place, including certain private areas as well as for example entrances to parking garages or shopping malls. Additionally, special syringe disposal containers shall be installed around the place of the *Neumarkt*, as many drug addicts regularly leave their drug utensils on public spaces. The model has been seen in Berlin and aims to serve as a long term measure, which can be used on other places throughout the city as well, if needed. In order to minimize the dirt caused by people's faeces, a toilet shall be installed in the health department. It aims to provide people with drug addiction problems or homeless people a private place. Lastly, insecurity often is associated by night time due to less light. During Christmas 2020, a short term measure were additional Christmas lights in the trees in the middle of the *Neumarkt* (see image below). Citizens have given positive feedback and commented on the increase of a feeling of security, which is why in the long term a new lightening concept is being designed.



6.1.4 Level 2: General prevention measures

While continuing to focus on the *Neumarkt*, general prevention measures which are well-being oriented, mainly are depicted in two measures: a toilet concept and the aforementioned trouble-shooters project (see level four). While citizens and visitors feel bothered by people using the public space as a toilet, there are not many toilet options around the *Neumarkt* in general. Therefore, a concept with different kinds of toilets and locations, shall enable people not misusing the public space. As mentioned in level four, the trouble-shooter project aims to tackle several levels. While on level four we have

stressed the curative measures and the indirect prevention through the project, it also aimed to serve as a general prevention measure, stressing direct prevention. As the trouble-shooters are on and around the *Neumarkt* throughout the day, they are visible and approachable by everybody who has a question, needs help or wants to make a complaint. We think that the visibility and approachability of a contact person increases the feeling of security.

6.1.5 Level 1: Stimulating the general quality of life

The city of Cologne belongs to one of the largest cities in Germany with over one million citizens. The *Neumarkt*, which lies in the city's centre, also encompasses a stop for public transportation, which roughly counts 80.000 daily users. An area which is being used as frequently as the *Neumarkt*, should also contribute to the general quality of life, which is why a wide range of measures that partially have been implemented or will be implemented in the near future, aim to contribute



Image of the Neumarkt from 1956

to the well-being of people, while tackling different interests.

The *Neumarkt* is surrounded by (art) shops, museums and libraries, which is why the inclusion of art and culture shall be visualised in the placing of a statue of Rodin in front of an auction house at the *Neumarkt*.

Furthermore, more public events and a weekly farmers' market shall be installed on the *Neumarkt*. In order to make more space for pedestrians, the pedestrian zone was expanded. An expansion of gastronomic offers can contribute to a better quality of life. Further, visitors shall be offered an information desk to easily access information about the city. Lastly, in order to increase the attraction of the *Neumarkt*, hanging baskets of flowers and the re-installation of a fountain (see imagine below) in the middle of the *Neumarkt* shall be implemented.

6.1.6 Level 0: Society in its social, political and ecological dimension

As this level represents the broader social, political and ecological dimension of level one to four, we will focus mainly on the social and political dimension. As mentioned at the beginning of the exercise, the initial citizen survey regarding the feeling of security in the city of Cologne, had to be postponed due to Covid-19. The pandemic has also had a huge impact on several planned measures as

they either include events on the *Neumarkt* or construction sites, while at the moment many utensils for construction sites are unavailable.

While certain measures need a political resolution or the consent of the top management of the city's administration, the often complicated or detailed process can take much more time than anticipated, which is often seen by citizens' initiatives as a negative signal.

All in all, the groups that we have worked in to create short-, mid- and long term measures have been constructive and open, which is why other places in Cologne, that are analysed as hotspots will use the same structure as the *Neumarkt*.

6.2 Leuven

6.2.1 Introduction



Leuven is the capital of the province of Flemish Brabant and has currently more than 100000 inhabitants. Leuven is best known as a student city with several colleges and with the Catholic University of Leuven as the oldest university of the country. During the academic year, the population of Leuven increased by more than 50000 students.

Leuven is also known for its vibrant nightlife with the Oude Markt as the 'longest bar' in the world. In addition, there are also several 'fakbars' (= faculty bar) of the various faculties throughout the city, these are cafes that are managed by the students themselves. In addition to the nightlife of the students, Leuven also has a large group of young people from both Leuven and surrounding villages and cities who prefer Leuven as a location to go out. The coexistence of the large group of students, who usually stay in a 'kot' (=student flat) in Leuven, with the city's own inhabitants creates the necessary challenges, especially in combination with the nightlife of both the students and the young. For this exercise, the theme '**nightlife-related nuisance**' was chosen.

6.2.2 Level 4: Curative measures

First of all, we try to tackle nuisance in the nightlife so that we can make Leuven a safe and above all liveable city for all residents. We try to make perpetrators of nuisance understand that their behaviour will not be tolerated. If necessary, GAS-fines can be issued depending on the violation, and a place ban can be issued in the case of multiple offenders. In addition, we provide guidance to perpetrators to prevent the behaviour from being repeated frequently. It is important to say that a major cause of nightlife-related nuisance can be found in excessive alcohol consumption and alcohol abuse in the nightlife. Many of the measures that are being taken are therefore focused on the responsible use of alcohol and drugs.

Recovery and compensation

Mediation instead of an administrative fine:

For perpetrators of nuisance in the nightlife due to excessive alcohol consumption, a mediator of the city is looking for alternative sanctions. This can be done in several ways:

- For example, helping the city's cleaning service clean up waste for a day
- Taking a course 'alcohol and nuisance' in HealthHouse, an experience process in which the interactive multimedia applications are used. Thanks to these applications about the effects of alcohol on the individual and his

or her environment, it is possible to make the course more in line with the digital world of the young people, so that the effect will also be greater. It is an experience that wants to give young people a sober view of the consequences of excessive alcohol consumption in nightlife.

- For cases of vandalism, mediation will always be sought in which the perpetrator can repair the damage he or she caused.

Help and guidance

Vroegeinterventie (=Early Intervention) Drugs and Alcohol

A short-term individual course of five sessions with an intake and evaluation interview in which young people are motivated to think about their own use.

Some themes that can be discussed:

- Information on the effects and risks of their use
- Advantages and disadvantages of their use
- Vision on their use
- Future
- Personal values
- Own risk and protective factors with regard to drug and alcohol consumption
- The process of addiction
- Behavioural change
- The influence of the environment on drug and alcohol consumption

Registration for such a course can be done by the school, the parents, facilities of Special Youth Care or police. The referrer informs the parents and the young person.

Individual training

The city organizes training courses for adults who have come into contact with the Justice Department as a result of aggression or drug use. The training offer is not without obligation. It is the Justice Department that orders this formation. In the individual training courses, "social skills" and "dealing with aggression and/or use" are taught in a tailor-made way. There are also group formations that are thematically oriented.

Sanctions and punishments

Administrative fines

All violations of the coordinated police regulations of Leuven are sanctionable. When a citizen causes public nuisance, he or she risks a Municipal Administrative Sanction (GAS). The most common violations of this kind are: urinating in the wild, night noise, disposal of waste improperly, vandalism.

Place bans

The mayor may decide to temporarily ban someone who frequently causes nuisance on the Oude Markt from accessing this zone. If the person does, a fine can be given.

6.2.3 Level 3: Specific prevention measures

Deployment Stewards

- Fakbarstewards: the various Leuven fakbars have signed a fakbar charter stating that they place fakbarstewards at the entrance during certain hours. These stewards are trained by the Leuven prevention service and local police and are supervised by the fakbar coaches. Both the stewards and the coaches are students themselves within the student association by whom the fakbar is operated. The task of these stewards is to control access (only students on presentation of student cards have access to fakbars) and to prevent nuisance in the surroundings of the fakbar by addressing fellow students in case of noise, alcohol in public, glasses outside the fakbar, urinating in public,... If necessary, they have a shorter connection with police for assistance.
- Park hosts: During this pandemic, the pressure on the public domain (especially in good weather) is very high. Park hosts ensure that the corona measures are complied with, but also that no nuisance is caused such as waste and noise pollution. If necessary, they have a shorter connection with police for assistance
- Community guards: they are present daily in the city (not during the evenings). Their tasks also consist of informing citizens and passing on information to other services of the city when there are still visible consequences of nuisance so that this can be recovered quickly.

Working group 'Hangjongeren' (=youth hanging around)

The working group Hangjongeren is a collaboration between various city services, welfare organisations, youth workers and the police. At this working group that meets on a very regular basis, the various nuisance reports about youngsters hanging around are reviewed and discussed so that action can be taken on short notice and this nuisance can always be addressed in the short term by the various partners of this network.

Awareness campaign Nightlife-related nuisance.

This campaign is specifically aimed at the problem of nightlife-related nuisance of the inhabitants of Leuven. The campaign focuses directly on the students and reminds them of the nuisance that can result from excessive drinking. Themes used in this campaign are nocturnal noise nuisance 'Stop uw gekwaak, voor ik ontwaak' (=be quiet, before I wake up), urinating in public, bicycle theft and dormroom parties. The campaign was conducted both online and offline through specific channels addressed to the students.

Awareness campaigns are also developed on a regular basis in collaboration with LOKO, the Leuven student association. The principle of peer-to-peer is mainly used.

Smartcity – Nudging Naamsestraat

The Naamsestraat in Leuven is one of the 5 so-called "going-through streets" through which people from the city center of Leuven return home. At night, this regularly causes problems such as littering, vandalism, disruptive behaviour and also night noise. With this project, the city of Leuven wants to capture data of disturbing street night noise in a part of the Naamsestraat, in a non-repressive way, in order to gain insight and control over the problem. For this purpose, both objective data (sound meters that capture specific noise due to nightlife nuisance) and subjective data (residents of the Naamsestraat who participate in the project can indicate on the basis of a push button when they are bothered by noise at night). This data will then be used in due course to control real-time nudging techniques to reduce night noise when it occurs.

Munisense

Bars in Leuven with a permit to play amplified music up to a certain sound level are obliged to install the Munisense system. This system is an online real-time sound monitoring system that is monitored by the Leuven police. This allows an objective follow-up of whether the noise levels within the bars are respected. The DJs who play music in these bars can also keep track of whether the sound remains within the norms.

Urilift

In the Tiensestraat of Leuven, where several fakbars are next to each other, urinating in public is a big problem. By placing an urilift (urinals that only emerge from the sidewalk during the night hours) this problem is addressed. During the day, these urinals are not visible.

6.2.4 Level 2: General prevention measures

Education

- 'Schol' & 'Wietweetjes': working sessions in the first and second degree of secondary education on alcohol and drugs
- Roesrijden: a total experience in the third degree of secondary education that reflects on the use of alcohol in nightlife and the combination of alcohol and driving.
- DOS: Drug policy at school. Schools are supported in elaborating an alcohol and drug policy at school.

Target group Students

- Raising awareness about excessive alcohol consumption in Health House. In addition to the course 'alcohol and nuisance' in the context of gas mediation (level 4), there is also the possibility for students and student associations to follow an awareness campaign in Health House with

interactive multimedia applications to reflect on their alcohol consumption and possible nuisance that this can entail.

- Information about the GAS regulations with a focus on nightlife-related nuisance: 'Do's and Don'ts': on the basis of this information leaflet, students are informed about the existing regulations and the possible consequences in case of violation.
- Training 'Jaccers': Within the 'JAC', the Youth Advisory Centre, committed young people are trained by the Leuven Prevention Service within various themes including responsible handling of alcohol and drugs. In this way, they can contribute peer-to-peer to awareness campaigns at events in Leuven.

DJ training 'Beat the Sound'

Training for DJs from bars and clubs in Leuven to maximize the public's experience within the existing noise standards. In addition to information on national legislation and local police regulations, they will also receive explanations about the Munisense system and practical tips on fine-tuning their music and preventing hearing damage.

Awareness campaign: 'Schol, het kan ook zonder alcohol' (= Cheers, it can also be done without alcohol)

This campaign is aimed at promoting an alternative non-alcoholic offer and responsible handling of alcohol. This campaign was mainly promoted online, where participants could win a totebag with ingredients and manuals to get started themselves to make non-alcoholic aperitifs (mocktails).

RestoSafe and 'Fonzie'

With RestoSafe, the city, together with some Leuven restaurants, promotes safe driving after a night out. The campaign runs over the holidays. Many participating restaurants make an extra effort for the responsible drivers among their customers. They serve original non-alcoholic beverages such as mocktails, homemade tea and lemonades, non-alcoholic cava, ... Some of them also serve the 'Fonzie': a tasty mocktail based on passion fruit and non-alcoholic ginger beer, which was developed especially for the campaign. In addition, responsible drivers receive a present or are being motivated in other ways. This campaign was supported by online communication, website, posters and gadgets.

Partner meeting Drugs

This network in Leuven brings together organizations of Leuven with an offer of prevention, assistance, enforcement and research and services that regularly come into contact with the problems of alcohol and drugs (e.g. catering, special youth care, education, police, justice, hospitals, ...). The aim is to optimize exchange and cooperation between the authorities. From this consultation, a local alcohol and drug policy was developed.

Alcoscans

Alcoscans were placed in various car parks of the city centre of Leuven. With this alcohol testing device, drivers can perform an alcohol test for free after a night out in Leuven and decide not to get in the car if they have had a glass too much. This awareness campaign is an initiative of the City of Leuven in cooperation with the Emilie Leus fund, an organization that raises awareness about safety in traffic.

Campaign 'postcards for the neighbours'

As part of the awareness campaign on nightlife nuisance, 'postcards for the neighbours' were handed out. With this card, on the one hand, the neighbours of dormrooms were able to welcome and introduce themselves to the new students. On the other hand, these postcards allowed the students to inform the neighbours about possible parties in their flats, with the necessary contact details if nuisance was experienced by the neighbours. In this way, an attempt was made to strengthen communication among inhabitants and students in order to prevent nuisance.

Briefing Night Shops

Several store operators receive a letter on a regular basis explaining the applicable legislation on the beverage service or sale of alcohol, in particular to minors. In addition, stickers that can be used in the shops for the indications of the legislation and information for the staff.

Awareness campaigns at events

At various Leuven youth events such as Burn, Habitat, student welcome,... information stands are provided where young people can go for questions and information about alcohol and drug use. Often youth advisors also work at these stands in addition to the prevention workers to strengthen the peer-to-peer approach.

Social map assistance: 'als het water ja aan de lippen staat... zoek hulp'

It is a referral card on which all the authorities working in Leuven and the surrounding area on this theme are listed. It ranges from very accessible (self-test, doctor,...) to admission. On the card you will also find several websites on which you can find information about alcohol and drugs. This card can be given or taken away by people who experience a problem with alcohol and drugs, for accessible assistance.

Lazarus-project

The City of Leuven, AB Inbev share their strengths in this Smart Drinking Project, a 'sober view on drinking'. The project aims to reduce irresponsible alcohol consumption in the city by 10 percent. We also work together on a regular basis with the KULeuven and UZLeuven. The partners want to turn excessive alcohol

consumption into smart handling of alcohol. Some of the components of the Lazarus project are:

- Responsible Beverage Service: responsible serving of alcohol in local bars by offering training and working sessions to the Leuven bartenders
- Toolbox youth parties: attention to responsible beverage service on youth parties by offering a toolbox to organizers of youth parties.
- Social norm campaign: awareness campaigns on responsible handling of alcohol, breaking the obvious link between pleasure and alcohol consumption and creating a sober view on alcohol
- SBI: general practitioner and doctors focus on screening on problematic alcohol consumption by discussing the subject with patients.
- ...

6.2.5 Level 1: Stimulating the general quality of life

Within this level, many measures are taken within the city to make Leuven a pleasant, safe and liveable city. Many measures focus on specific phenomena, but are also reinforced by some general principles and actions. Proximity of the citizens to the policy is strongly encouraged within the city. For example, in the aftermath of the last local elections, there was the 'Maak het mee'-festival (=co-create-festival) where citizens could submit their proposals and discuss them with policymakers, an online and offline event.

1. Crime and Safety

Of course, many measures are also taken on this theme, often phenomenon-oriented, often around general principles. Proximity to citizens can be seen here because of the many ways in which citizens can report comments on this theme to the city services and police, both online and offline.

There is a very close cooperation between local police and the city of Leuven at different levels and between different services, both from within the city and external organizations.

2. Housing

The local housing consultation is the legally required consultation between a number of local living and welfare partners, under the responsibility of the city. Among other things, the city's housing supervision department also checks whether the regulations around 'student housing' are followed, and here too there is a collaboration with various partners, both within the target group students and around social affairs.

3. Education

In Leuven there is a very extensive cooperation between the city and the schools through the city's own education department, through various consultation platforms such as the LOP (local education platform) and network structures such as SOM (making education together), ZOCO (care coordinators)

consultation) or Ris-K (against school dropouts) in which various city services, welfare organizations and educational partners are represented. All these collaborations for quality, inclusive education, but also for social cohesion between the various organizations and intermediaries.

There are also consultation structures within higher education (Colleges and Universities) on various themes where the necessary partners are represented according to the theme.

4. Employment and income

No specific actions in the context of social cohesion or nightlife-related nuisance within this theme.

5. Health and social services

No specific actions in the context of social cohesion or nightlife-related nuisance within this theme.

6. Transport

One of the action points of the multi-annual plan of the city of Leuven is to make Leuven even more of an accessible, attainable and traffic-safe city. Everyone in Leuven must be able to move safely, smoothly and in a sustainable way. This is done, among other things, by improving the infrastructure, for the various road users. New mobility plans are being drawn up, also for the municipality. Cooperation with public transport companies ensures better mobility, even in the night hours.

7. Public open space

During the construction or renewal of streets, squares and other public spaces, various aspects are included in the layout of the planning. For example, possible nuisance is a topic that is also taken into account in urban renewal.

8. Social cohesion and local democracy

The 'Maak het mee'-festival is a good example of how the citizen in Leuven can influence local policy. Everyone is encouraged to contribute to the local story and local policymaking.

Leuven has an extensive neighbourhood community service working in different neighbourhoods where local residents are helped to live together by allowing them to play an active role in their neighbourhood, in different areas. They make the neighbourhood more liveable with accessible encounters and meetings, trainings and activities and even provide their own children's activities.

A new project that will be developed is working with 'community circles' as part of the Bridge-project. A community circle stands for a truly participatory approach, first triggering the resources within the community, supported where necessary by professional help. They focus on fairly complex social conflicts or tensions, often to be in a neighbourhood context and not be reduced to interpersonal conflicts at the micro level. This could be one of the methods that

will be used alongside other existing restorative methods, such as neighbourhood mediation, mediation in criminal or administrative matters, etc....

9. Leisure and culture

The city has a very extensive range, both in terms of culture, sports and other leisure activities.

For starters, Leuven is the European sports city of 2021, with the final of the World Cycling Championships in the city centre as one of the highlights. A very extensive sports infrastructure and offer with a high number of sports clubs in all possible sports disciplines are things that have ensured that Leuven is worthy of the title of European sports city.

The extensive and very diverse range of cultural activities in Leuven can hardly be described in a few words, so there is no need to go into this further. Interesting to mention is that Leuven continues to expand this offer with, for example, a new cultural temple under construction in the centre of the city.

Specifically for the target group of young people, there is the youth and leisure activities under the label MijnLeuven of the youth service of the city, where young people can go for just about everything in their world.

Leuven is currently working on a Nachtplan (=Night Plan) specifically for nightlife, also an initiative of MijnLeuven. Nightlife is not the same as night culture.

Because night culture is also culture. And no culture without subculture.

Nachtplan wants the night to be recognized as a necessary part of a fertile cultural landscape. It wants to continuously inform Leuven policy and other stakeholders about this power with an impact on the night. Together with them, it wants to build a progressive and diverse night culture. Because such a night contributes to the liveability, creativity and inclusiveness of our city and its inhabitants.

10. Food and other local goods

No specific actions in the context of social cohesion or nightlife-related nuisance within this theme.

11. Natural environment

No specific actions in the context of social cohesion or nightlife-related nuisance within this theme.

6.2.6 Level 0: Society in its social, political and environmental dimension

Given the broad spectrum of this level, it is best to limit ourselves to just a few aspects of this level. For starter, one aspect that has the greatest impact at the moment, an impact that manifests itself not only in Leuven but in most parts of the world: the corona crisis.

The corona crisis, with the corresponding measures, has an impact on all levels of our society and therefore also at all levels of our pyramid and therefore also in this exercise, especially in terms of nightlife-related nuisance. The measures have completely changed the nightlife. Cafes and restaurants are closed, or open with very large restrictions in time and possibilities. A curfew ensures that public and social life stops completely after a certain hour (in Leuven this is generally the curfew at midnight). The impact of the corona crisis has a negative impact in many areas. Fortunately, several positive initiatives have also emerged. An example of this is 'Leuven Helpt' (=Leuven helps), a platform created because of the crisis, where volunteers can help fellow residents in any way they can, an initiative that received so much support and positive feedback that it will continue even after this crisis.

Another aspect below this level is the digitization of our society, both on a personal level (everyone online) and at the urban level (smart city). New technologies provide a wide range of possibilities, but they also include major pitfalls such as cybercrime, online security and privacy that will certainly have to be monitored from all fronts.

6.3 Madrid

6.3.1 Introduction

Madrid, a city of more than 3 million inhabitants, with a 14.61% foreign population, can be a perfect example to measure the city's ability for social cohesion through the prevention pyramid, always bearing in mind that in order to carry out security policies it is necessary to start from totally integral prevention.



Thus, by using the prevention pyramid we can provide a tool for our security administrators (most often policymakers) to assess in a broad sense what the population's sense of insecurity is.

The Centro District, with a foreign population of 23.11%, has been an example in Spain where policies aimed at achieving greater social cohesion have been established, to the extent that racially and ethnically, socially, economically and even politically different communities have been able to coexist without any problems.

Using the pyramid through the different levels to build an integrated security policy can be innovative in order to achieve as much cohesion as possible and ultimately achieve an optimal quality of life.

It should be pointed out that in the last quality survey carried out in the city of Madrid and published in 2020, the percentage of people surveyed who perceive security-related problems, both from the point of view of a city problem and as a problem that affects them directly, has decreased considerably compared to previous years.

The survey studies aspects such as drug use and low level-street selling of drugs, homicides, prostitution on public roads, radical and/or discriminatory behavior, physical or sexual aggression, fights or brawls, robberies, muggings and thefts, pet excrement, unauthorized street vending, noise nuisance, speeding, vandalism, behavior that puts road safety at risk, improper use of parks and public spaces, people urinating in the street, improper parking, graffiti, botellón (street drinking, etc.).

6.3.2 Level 4: Curative measures

Recovery and compensation

Conflict Resolution – Mediation

Although it is true that most of the punishments for the commission of offences are imposed by judges, it must be taken into account that the municipal administration in Spain also has the possibility to impose penalties for the commission of certain offences.

As an example of recovery and compensation in the Madrid Municipal Police, the "Mediation Agent program" has been set up to encourage mediation processes as a method of conflict resolution as opposed to legal action. This service is channeled through the School Agents Service and the Municipal Police Citizen Service Offices (OAC-PM) in each district.



The aim of this service is to facilitate consensual solutions to problems, to re-establish the atmosphere and future relations of the parties in conflict by increasing communication

between them, to maintain personal relations and coexistence, and to avoid possible contentious proceedings.

In this way, the Mediation Agent Program can be used by any person who is part of or works in the school environment: pupils, parents, teachers (individually or collectively) and any person who shows a legitimate interest derived from a conflict situation between neighbors or members of a neighborhood community; as well as neighborhood organizations.

Sanctions and Penalties

Substitution Financial penalty

In cases where a minor under 18 years of age is reported by a Municipal Police officer for consuming alcohol on public roads, the Law establishes the imposition of a financial penalty of €300 on the first occasion, increasing on the second and subsequent occasions.

However, this responsibility is joint and several for fathers, mothers, legal guardians, etc., and it is also foreseen that this fine can be replaced by

community service and alternative leisure activities, all with the aim of transforming and changing the habits of alcohol consumption on public roads.

It can be said to be an "alternative sanctioning plan" that includes the financial penalty of community service or the investment of this money in cultural and sporting leisure activities.

Convicts - Community Service

In 2009, Madrid City Council, through the Madrid Municipal Police Force, signed a collaboration agreement with Penitentiary Institutions for the enforcement of community service sentences, which establishes the procedure and conditions for the effective enforcement of this type of sentence in Madrid City Council. These sentences are usually imposed for offences related to driving under the influence of alcohol and drugs, as well as minor offences related to gender violence.

The work to be carried out by the convicted persons, always under the supervision of officers from the Municipal Police Force, includes regulating traffic at pedestrian crossings and points regulated by traffic lights near schools, coinciding with the entry and exit of pupils; monitoring and noting any damage to the streets and roads of the city of Madrid (signage, paving, street lighting, street furniture, etc.); helping and carrying out work in the Municipal Police's own Children's Road Safety Parks, and placing and removing portable signage for the various events held in the city.

Assistance and Guidance

Training for families and children

In the city of Madrid, a total of 7 Family Support Centers (CAF) have been created with the aim of providing support, with special attention to minors, in conflict situations or even without trying to prevent them. Interdisciplinary and specialized, they offer support to families to face the difficulties that arise in the performance of their parental functions, prevention and care in other conflicts and family crises, as well as spaces for training and promoting community participation.

The Centers have interdisciplinary teams of experts in family intervention made up of professionals in the fields of psychology, law, social work, mediation and administrative staff.

They offer the following services:

- Face-to-face, telephone or telematics information to families and professionals;
- Social counselling for families, referring them to other programs or resources if necessary;

- Legal advice: information and guidance from a legal point of view, in matters related to the family (filiation, dissolution of matrimonial property regime, divorce, break-up of a couple, inheritance, etc.);
- Psychological attention to the difficulties in the field of family relationships: guidance and intervention, depending on the family situation;
- Attention and prevention of violent relationships in the family environment: intervention aimed at all members of the family, both those who suffer and those who perpetrate violence, in order to reduce it and prevent future situations of violence;
- Family mediation: professional support to help confront and manage situations of conflict, promoting consensual agreements (the break-up of a couple, care for the elderly or dependents, intergenerational discrepancies, etc.);
- Relationship space for families with children from 0 to 6 years of age: groups of parents and children in which, through play and information, affective bonding, the exchange of experiences and the creation of networks between families are encouraged;
- Training for families: group activities for reflection and training, aimed at families and professionals, for the promotion of skills in family coexistence;
- Community participation; coordination with the social network and the participation of families in community activities is promoted.

Addiction Treatment

The CADs are Addiction Care Centers, which form part of the network of the Madrid Health Institute for Addictions, dependent on the Madrid City Council. Their teams and facilities provide personalized individual and/or group care, on an outpatient basis, to people who mainly present problems of abuse or dependence on alcohol or other drugs, but also other addictive disorders such as substances of abuse in sport, pathological gambling, use of mobile telephones, screens, etc. An interdisciplinary assessment of the patients is carried out, distinguishing whether they come from the penitentiary environment or not, as well as taking into account their age.

The comprehensive treatment that is carried out, in addition to tackling the consumption itself, includes health, psychological, social, and occupational aspects. Harm and risk reduction interventions are aimed at reducing the effects of drug use and achieving improvements in health when abstinence is not achieved.

In the same way, an intervention with families is undertaken, both with those who accompany the person directly affected, as well as with those who ask for help without having decided to go into treatment.

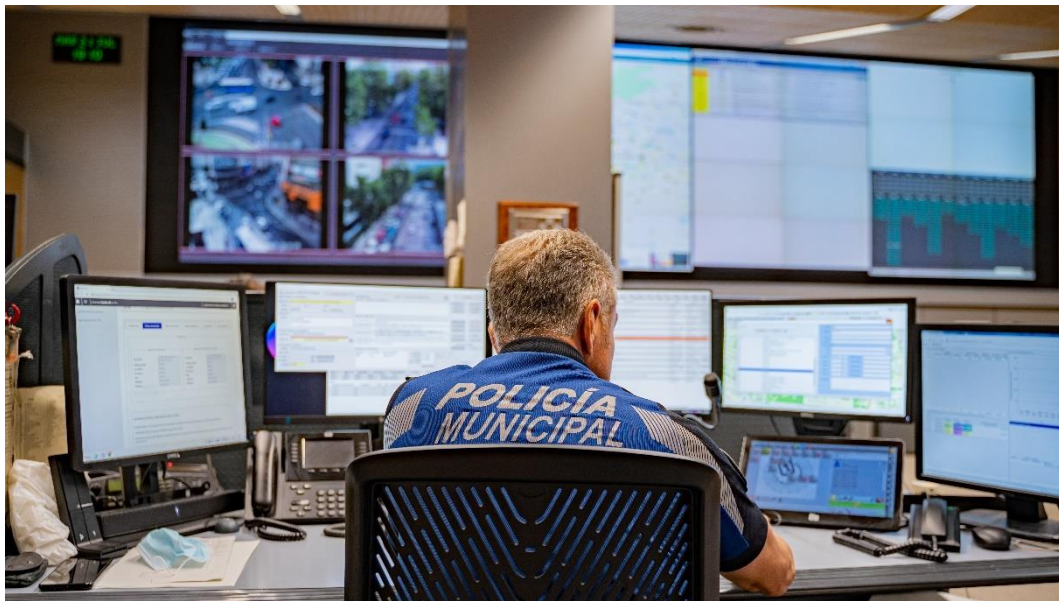
One of the most important aspects is the support for the social and labor integration of patients, as well as their temporary referral to external resources

to support treatment and social reintegration, which complement and support the work carried out in the Addiction Care Centers.

6.3.3 Level 3: Specific prevention measures

TECHNIQUES OF SITUATIONAL CRIME PREVENTION				
Increase the effort	Increase the risks	Reduce the rewards	Reduce provocations	Remove excuses
Target hardening - Implementation and deployment of neighbourhood police	Extend guardianship - Training days for citizens to take routine precautions - Implementation of CCTV - Implementation of Drones (UAVS, RPAS) for surveillance of parks and green areas, events, crowds of people...		Reduce frustrations and stress - Opening of playgrounds for access by minors only	Set rules - Tourist apartment contracts
Control access to facilities - Private security services for access to certain premises and/or services - Implementation of door entry systems (intercom) in all portals	Assist natural surveillance - Improvement of streets and squares lighting - Extending squares and removing obstacles that impede visibility		Avoid disputes - Police information campaign on behaviour at sports venues - Fixed taxi fares	Post instructions - "No parking" - "Private property" - "Children's area"
Screen exits	Reduce anonymity		Reduce emotional arousal - Controls on behaviours surrounding pornography	Alert conscience - Variable message signs on roads (pedestrian zones, speed limits, school zones)
Deflect offenders - Closure off certain streets, mainly at weekends - Separate toilets for women	Utilize place managers - CCTV for all buses	Disrupt markets - Monitoring of establishments for the purchase and sale of valuable objects - Control of sex-show and prostitution advertisement posters - Control and licensing of street vendors	Neutralize peer pressure - Municipal campaign, festivities free of gender violence, No is no - Campaign "Don't drink alcohol and don't take drugs"	Assist compliance - Public toilets - Rubbish bins (recycling) - Vehicle rental (electric cars and mopeds, bicycles, mopeds)
Control tools/weapons - Distribution of electric control devices (Taser) to members of the Madrid Municipal Police	Strengthen formal surveillance - Encouraging the use of burglar alarms in homes - Private security guards in residential areas	Deny benefits - Graffiti removal - Obstacles to reduce speed - Intelligent traffic lights	Discourage imitation - Rapid repair of vandalism through the SELUR Service (Emergency Cleaning Service)	Control drugs and alcohol - Reward for drivers who test negative for alcohol at the venues - Alternative activities to alcohol and drug-related entertainment

The municipal police of Madrid in their control room:



The drones used in the municipal police of Madrid:



6.3.4 Level 2: General prevention measures

Initiatives using educational and awareness-raising strategies / Activities to combat marginalization and exclusion

"Participate in your Safety" Program

The "Participate in your safety" Plan aims to inform and raise awareness among citizens of the importance of actively collaborating in the safety of our social environment.

The Municipal Police of Madrid, through talks and workshops, wishes to raise awareness among the citizens of Madrid of the need to promote peaceful coexistence in our neighborhoods, involving us in maintaining safety, starting with our own, and to achieve this it is aimed at our elders, adults and young people.

The objectives of the Participate in your safety plan are as follows:

- Participate in the development and well-being of our elderly, families, young people and minors.
- To prevent situations of risk and social exclusion.
- To provide information, knowledge and tools on specific aspects that facilitate a safe society.
- To offer the opportunity to learn new subjects.
- To strengthen social relations by sharing experiences.

"Security for all" program

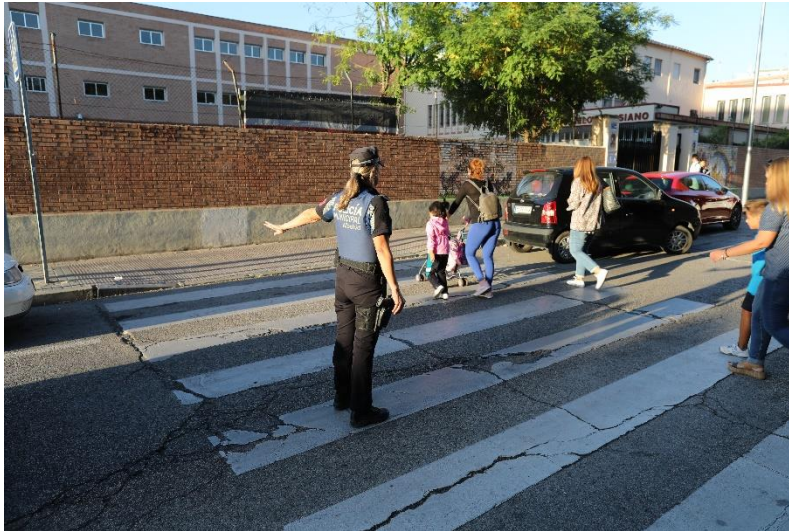
Safety for all is a general program aimed at all sectors of the population in our city, aimed at the prevention of personal risk situations in the home, road safety and public safety, regardless of the age or activity of the people it is aimed at. Conflict management and peer mediation; Addictions and public health: drugs, alcohol, and tobacco; we live online: privacy and digital identity..., are some of the proposals and conferences offered and which can be requested through the application forms.



Safe on the way to school Project

The Madrid City Council, mainly through the Municipal Police Force (Guardianship Agent Service and Road Safety Education Monitors) has promoted the "Safe School Road" project, in favor of a safe and autonomous way to go to school for children, making it safe and incorporating the child's perspective on mobility in the city.

The school route becomes an educational and participatory city project that manifests itself in a way of making a city committed to children, their safety and autonomy, attending to their needs when going to school.



Thus, the usefulness of the project is based on building a friendly environment where children can live, play, experiment and learn; a place to walk and live among themselves and with adults, where the streets recover the friendliness, joy,

vitality and safety provided by the presence of children in public spaces; encouraging participation and autonomy; promoting the safety and health of all; reducing traffic and improving the environment in the city.

The project is the result of a commitment in three areas: Madrid City Council through its Police; the Educational Community with the participation of the teaching staff, the management team, the non-teaching staff and above all with the participation of the schoolchildren and their families; and finally the commitment of the neighborhood through its knowledge of the project, its awareness of children and its manifest willingness to contribute through a child-friendly shop, volunteers on the school road, complying with traffic regulations.



Intercultural Community Intervention

Madrid City Council and a Banking Foundation collaborate in the development and implementation of the Intercultural Community Intervention Project (ICI). It is implemented in neighborhoods where there is significant cultural diversity and is based on a model of community intervention in multicultural contexts for the development of social cohesion.

A distinctive element is its methodology based on the necessary collaboration between the social entities of reference in the territory, the local administrations and the participation of the citizens. This collaboration, in turn, is coordinated by the university.

The intervention emphasizes the socio-educational, community health and citizen participation areas. The Intercultural Community Intervention Project (ICI) seeks to generate a model of community social intervention that serves to: Promote processes that favor local development and improve the living conditions of the entire population; enable society as a whole to face the opportunities, challenges and problems of the new reality; prevent and reverse situations of social conflict in favor of intercultural citizen coexistence.

Bullying Free Zone

The main objective of the "Bullying Free Zone" Plan is the involvement of the municipal administration, all academic sectors and the schools themselves in the fight against bullying, the visibility of this fight and the frontal and complete opposition of all against bullying, whatever form it takes, and this from an active, community-assistance and preventive point of view.



Policía Municipal de Madrid "Zonas Libres de Acoso"

At the same time, the declaration of a Bullying Free Zone seeks public recognition of those educational or socio-educational centers that are committed to combating bullying within the framework of their area of activity.

Consequently, the "bullying-free zones" Plan aims to focus action on

the prevention of bullying through: Making the fight against bullying visible, especially in schools; Giving talks and training workshops to raise awareness and action against bullying aimed at students, teachers, families and in general at schools and youth centers; Creating and consolidating a network to fight against

bullying in which children themselves are particularly involved, as girls and boys are usually the first to find out about bullying situations; Use tools for the detection-reflection on bullying aimed at students, and also at teachers and parents; Direct the action, putting the main focus of attention on the "silent majority"; Work specifically with the aggressor and his or her family.

Project "FROM TOLERANCE TO TOLERANCE"

Madrid City Council works for tolerance, as the attitude on which human rights, which have a universal dimension, are based. The model of intercultural coexistence that inspires the Madrid Plan for Social and Intercultural Coexistence has been designed from this dimension.

The lines and measures aimed at the specific attention of the immigrant population are included, as well as the actions aimed at favoring intercultural coexistence developed by the Directorate General for Equal Opportunities.

It is intended as a contribution of the City Council to the fight against racism and xenophobia and the promotion of tolerance and to the No Hate Speech On-Line campaign. A series of activities are developed based on the triangle of youth - social networks - tolerance.

Diversity Management Unit

The Diversity Management Unit has been created within the Madrid Municipal Police Force with the aim of tackling discriminatory behavior in the city, and its main functions are as follows: Designing plans to prevent discriminatory behaviour on grounds of sex, religion, race, (dis)ability, sexual orientation; Evaluating the results of the plans put in place; Receiving complaints from individuals and citizens' organizations; Orienting and advising victims of discriminatory treatment; and finally advising citizens in general and the rest of the Police Force on the treatment of victims and offenders.



Activities to promote positive conflict resolution

As mentioned above, in Madrid there are different initiatives for the positive resolution of conflicts through mediation. Thus, what was mentioned in Level 4 deals with the "Mediation Agent" program, which aims to promote mediation processes as a method of conflict resolution as opposed to legal action. This

service is channeled through the Guardianship Agents Service and the Municipal Police Citizen Service Offices (OAC-PM) in each district.

Likewise, the Family Support Centers (CAF) try to prevent or deal with conflict situations in families.

Finally, a project on Mediation with the elderly has been set up between the Madrid City Council and the Complutense University of Madrid with the aim of teaching citizens, mainly the elderly in their Senior Citizen Centers, to learn, face and resolve conflicts in a positive way, unlike other resolution techniques that end up in criminal proceedings.

Activities to promote protective factors through social and economic development programs, including health, education, housing and employment.

Madrid City Council, through the "Social Cohesion and Social Services" Action Area, basically encompasses municipal actions aimed at responding to the social needs of Madrid's citizens and achieving their individual and family wellbeing with accessible, universal, proactive and flexible social services. They are focused on:

- The network of municipal social services centers responsible for Primary Social Care, the first level of care in the public Social Services system, ensuring territorial balance and equal access conditions.
- Elderly people and families caring for their elderly, trying to keep the elderly person in their own home as long as possible and addressing their loneliness and social isolation. Day centres and senior citizen centres.
- People in a situation of dependency and families caring for dependent persons.
- Family Support Centers and the prevention and treatment of family crisis situations. Child Care Centers responsible for social intervention for minors and adolescents in situations of risk or lack of protection. Young people, promoting their autonomy through training and alternatives for participation and self-management. Municipal facilities for young people: Youth Information Centers and Points, Centers for Adolescents and Young People (ASPA), Shelter,...
- Educational programming with the aim of providing quality education and equal opportunities in the provision of educational services. Compulsory schooling, attention to bullying and violence in the classroom.
- The network of nursery schools and public schools; educational, cultural or recreational activities complementary to teaching.
- Activities or services complementary to education; schools and education centers (schools of music, dance, drama, design, ceramics, etc.).
- Social emergencies in the City of Madrid, promoting the social integration of those sectors of the population in a situation of vulnerability, as well as immediate attention to people in a situation or at risk of social exclusion.

- Immigrants in the municipality of Madrid, promoting social and intercultural coexistence.
- The balance between work, personal and family life or in any other field of action in which inequalities are detected.
- Equal opportunities between women and men, the defense of the rights of LGTBI people and the eradication of gender violence in our city.
- Homelessness, with housing and employment as the main areas of intervention.

6.3.5 Level 1: Stimulating the overall quality of life

1. Crime and Security

The Municipal Police Force is decentralized into a total of 22 comprehensive Integral District Units. Although Madrid has 21 administrative Districts, the Center has two Units (North and South) due to its peculiar characteristics. Internally they have a Citizen's Advice Office (OAC) whose main function is the reception and processing of complaints from citizens, as well as contacts and relations with Neighborhood Associations, shopkeepers, etc. They also have a Group of School Agents who liaises with the District's Educational Centers, Parents' Associations, and interventions with minors, etc.

The districts of Madrid:



The Neighborhood Police are also deployed and have very high visibility, having the necessary knowledge of their territorial scope of action. They are available to citizens for questions and any type of complaint.

For better coordination, collaboration and rapprochement between citizens, the Police and the Political Power, there are Local District Boards and District Security Councils, where, in addition to the political spokespersons, the most representative Neighborhood Associations are represented, as well as the Traders' Associations, and the Chief of Police of the District Unit attends these meetings.

2. Housing/environment

"Madrid Recovers" Plan

Madrid has opted for an urban regeneration strategy for the City. It has therefore initiated work on an instrument to establish urban regeneration guidelines and strategies for the city of Madrid. It is based on an integrated approach to planning, which understands the city as a whole: urban planning, mobility, public space and social and environmental challenges are addressed together.

The Plan defines the actions needed to make Madrid a city that is close, cohesive and liveable around five main axes:

- The rehabilitation of buildings and neighborhoods.
- The diffusion of centrality towards the periphery, making the city more polycentric.
- A new culture of mobility.
- The upgrading of public space.
- The reinforcement of an environmental network of green spaces.

These strategies have been developed in coordination with the Municipal Councils and other municipal areas and include proposals derived from neighborhood participation.

3. Education

Madrid "an open book"

Although education is a state and regional competence, the city of Madrid is addressing an educational policy with the aim of collaborating with the regional authorities. Thus, it has developed a program of School Activities "Madrid, an open book", with the aim of supporting teachers in achieving curricular objectives and enriching their methodology from an active and participatory perspective.

It offers all schools in the municipality of Madrid a series of activities that help pupils get to know the city in which they live and their integration with the environment around them.

The activities offered are organized around the following thematic blocks: Nature and Outdoor Activities, Life in the City, Historical Tours, Environmental Education, Sport and Health, Museums, Artistic Activities and Specific Activities for Special Education.

Program for the prevention and control of school absenteeism

Its objectives are to promote the prevention and control of absenteeism among pupils in primary education and compulsory secondary education, as well as preventively in infant education. It is developed through individualized socio-educational actions, with the aim of attending to and adapting to the peculiarities and needs of the pupils and/or their families.

The role of the school agents of the Municipal Police is very important since they are part of the absenteeism Commission and they work on prevention in collaboration with the educational management teams, social services and District Boards.

4. Health and social services

The Municipal Social Service for Social Emergencies has been created and is integrated into the response network of the Emergency Services of the city of Madrid (Municipal Police, 112 Madrid Emergencies, SAMUR Civil Protection, Fire Brigade, etc.). It operates 24 hours a day, 365 days a year.

A social emergency is understood as a situation that favors states of vulnerability and lack of protection for the people who suffer it. An immediate response is necessary to alleviate, as far as possible, the effects of a sudden situation, providing social responses that favor the re-establishment of the normality that has been damaged or lost as a result of the emergency. It mainly assists vulnerable groups that are in a state of need in the city. Its objectives are:

- To provide telephone information on Social Services.
- Intervene in all situations of social emergency, whether individual, family or collective, occurring on the public highway, in private homes or any other place in the municipality.
- Intervene in a coordinated manner in major emergencies with other emergency response services (Fire Brigade, Municipal Police, SAMUR Civil Protection, etc.).
- To attend to social emergencies that cannot be attended to by the Primary Care Social Services.
- To attend to homeless people on the streets of Madrid.

5. Transport

In the area of transport, mainly with the Municipal Company, protection criteria have been defined in collaboration with its private security departments, and when the levels of insecurity make it advisable, the necessary surveillance is undertaken on the different bus lines.

6. Social cohesion

In the last year, and as a consequence of the Pandemic, Madrid has launched the campaign "Time for Neighborhood Solidarity" and a platform called "Madrid goes out to the balcony". This campaign calls for solidarity among neighbors to alleviate compulsory isolation in homes. The city encourages anyone who wants to help their elderly or disabled neighbors with tasks such as taking out the rubbish, walking the dog and buying essential items.

7. Leisure and culture

In Madrid there is a municipal program that aims to bring culture to all the neighborhoods of Madrid, offering activities in various artistic disciplines throughout the year for all kinds of audiences in the 21 districts of the city, such as circus, workshops, dance, theatre, cinema, music, puppets, literature, photography, etc. There is also a network of libraries and library buses that park in emblematic places in the city to bring books to the citizens.

6.4.1 Introduction

In choosing a topic, Munich has selected the area around the main station and therefore concentrated on, disturbances, irritations, deviant behaviour and incivilities to be found there. This is because Munich's main train station and the surrounding area are permanently the subject of municipal prevention and urban development efforts and are regarded as the city's only (crime) hotspot in Munich, the safest major city in Germany.



Train stations and their surrounding neighbourhoods are a special focus in most cities. They are hubs for travellers, but also points of attraction for a wide variety of people in a city with their different intentions for staying there.

Given the diverse usage interests of commuters, travellers, residents, tradespeople, workers, or marginalized groups such as homeless people and refugees, areas around (main) stations are generally prone to usage conflicts about the use of public space. This often leads to a bad reputation of the area. Ensuring security in this specific public space is therefore of great importance and is also a recurring theme in discussions among the population, in the media and in the city council in Munich.



6.4.2 Level 0: Society in its social, political and ecological dimension

In recent months, the focus has understandably been on the pandemic. It is a security-related event that has taken everyone by surprise and is causing far-reaching changes. After all, under the impact of the current pandemic, we are facing a challenge for society as a whole, be it of an economic, ecological or social nature.

Examples of this are the current challenges posed by side effects of the pandemic. We will neglect the enormous economic impact at this point and limit ourselves to the exemplary naming of a few other topics, which result in particular from a change in people's behaviour, in all areas of life.

The public space experiences a new Dimension of use

With the ban on other recreational opportunities, demands on green and open spaces have been exacerbated by the crisis. Activities, whether festivities or sports, are increasingly being shifted outside.

The changed conditions in public space, caused by the increased use of some groups, sometimes lead citizens to the limits of their own tolerance. The city administration is currently confronted with the problem of pacifying different usage interests and solving this issue across departments and authorities. As far as possible in a preventive way, if necessary in a repressive way. Both methods are currently reaching their limits. In particular, the increased consumption of alcohol in public spaces quickly sets limits to the primarily communication-oriented approaches of various actors.

But especially for those who are currently denied access to counselling, supportive structures or to social facilities due to the pandemic, the resulting „displacement“ into public space can be an unacceptable burden. This affects homeless or addicted people who are dependent on protected spaces, as well as young people or senior citizens who suddenly lose alternative services and social contacts.

The political platform is increasingly used to present the respective ideological attitudes

Within the usual framework of exercising freedom of opinion, this wouldn't been worth mentioning. In the context of the pandemic, exercising this fundamental right or more accurate, ensuring it, is made more difficult both by the measures to be imposed to prevent infections and in ensuring compliance with these measures. This increases the workload both for the organizers of demonstrations or political actions in preparing such events and for the security actors who are responsible for defining and imposing compliance with measures.

Moreover, in the context of the Corona pandemic, extremists of all phenomena are instrumentalizing the pandemic to promote anti-democratic ideologies. Actors outside the democratic spectrum are exploiting the fears of the population.

Vulnerable groups are worse off due to the shutdown

One example is the group of homeless people who depend on the services of social institutions on a daily basis and who could not continue to be provided with the full range of counselling and support services.

In addition, groups that have not yet been formally identified as vulnerable are suddenly of concern. For example, in addition to the ever-present issue of domestic violence, which became even more virulent during the pandemic, the phenomenon of loneliness, especially among older people or those living alone, has now come to the fore.

The digitalization of all areas of life has received an enormous boost

The relocation of workplaces to the private sphere made it necessary to have resilient, secure digital communication and information channels. At the same time, it is evident that not all population groups are able to participate in the same way, either in home-schooling or home office or in the demand for digital networking or consulting services. Be it due to the lack of technical equipment, the lack of application knowledge or due to something as basic as adequate living space.

The fact is: the final consequences of the pandemic are not yet foreseeable. The consequences of Corona will affect urban development not only temporarily, but also in the longer term. For example, in the coming years there will be fewer financial resources available to address municipal tasks and responsibilities. In addition, working environments (home office), living conditions and shopping behaviour may change as a result in the long term.

6.4.3 Level 1: Stimulating the general quality of life

The examples we have listed in the table do not represent specific measures related to the disruptions in the station district. Rather, it shows the overall construct required in a city to improve the quality of life and create offerings that at least partially succeed in preventing problems from arising in the first place.

Municipal services of general interest

"Being there for the citizens" is not a slogan in Munich, but a central concern. What is summarized under the somewhat unwieldy administrative term 'Daseinsvorsorge' is one of the most important areas of responsibility of all. The term 'Daseinsvorsorge' describes the responsibility to provide all goods and services necessary for the citizens. In Munich this includes in particular the supply of electricity, gas and drinking water by Stadtwerke München. The operation of local public transport is ensured by the municipal utility subsidiary MVG. Also important is waste disposal and street cleaning by the Abfallwirtschaftsbetrieb München (Munich Waste Management Company). The services provided by the city's senior citizens' homes and housing associations, the Stadtparkasse savings bank, the cemetery administration and the city's schools and kindergartens are also run by municipal authorities. The Munich Fire Department is also indispensable. In addition, a functioning IT system is equally important for companies, citizens and employees. But the city administration itself also controls, advises, supports and protects in many ways.

Strategic Plan „Community Safety and Prevention“

The pandemic and its effects and side effects highlight the need for collaborative and interlocking approaches. Society has certainly developed a heightened awareness of its vulnerability as a result of Corona. This awareness should also be present - beyond a pandemic - in the city administration across departments. Ensuring a safe city is a task in which many players must participate, although there are various approaches by the individual departments, and municipal prevention work in particular is essentially not just carried out by the traditional security authorities.

Even before the pandemic occurred, Munich decided on a "Municipal Security and Prevention" strategic plan, which will present a risk-based assessment of Munich's security situation and propose concrete proactive measures. Security is to be viewed integrally, meaning that security is to be understood comprehensively and not just reduced to crime. Rather, security-relevant issues arising from technical hazards, natural disasters, conflicts of use in public spaces, as well as diseases and epidemics, should also be considered. In addition to objective criteria, the subjective perception of safety should also be taken into account.

Perspective Munich

Proactive safety thinking is one of many small modules in Munich's urban development concept "Perspective Munich".

This addresses questions such as: What will make Munich liveable tomorrow? How do we maintain the quality of life in the city's neighbourhoods as it becomes more crowded and densely populated? How can we get around in an environmentally friendly and relaxed way in the future? How can the city maintain its social mix? How does digitalization affect our work?

These developments increase the pressure on urban society and city administration to adapt. Answers and solutions to these questions can only be found jointly by politics, administration and urban society. With the urban development concept "Perspective Munich," Munich has a differentiated strategic concept for shaping future urban development.

Munich's leitmotif here is: The city in balance. Munich sees itself as a "city in balance" - balancing social, ecological and economic goals. Thus, the Munich Perspective functions as a sustainability strategy for Munich.

Munich Employment and Qualification Program (MBQ)

The Munich Employment and Qualification Program is the labour market policy instrument of the City of Munich. It combats (long-term) unemployment, secures skilled workers, accompanies structural change and contributes to the skills development of companies.

With more than 110 funded projects and measures, it improves the opportunities of those who are disadvantaged in the Munich labour market. The MBQ supports people whose employability or placement opportunities are impaired and helps to reduce existing, structurally related barriers to integration in the labour market.

6.4.4 Level 2: General prevention measures

At this point, we have listed measures that we believe are suitable for reducing prejudices, having an integrating effect or even finding common approaches to solving problems.

Initiatives with education and awareness strategies to promote a culture of righteousness and tolerance

Project "Strong together interculturally"

In this project, 25 police officers and 22 refugees were trained as 'cultural moderators'. Together, they are to strengthen trust in the police in refugee shelters and introduce them migrants to important topics of crime prevention and traffic rules.

Activities that combat marginalization and exclusion

Migration and Labour Information Center with Counselling Café

The Information Center Migration and Work is a low-threshold contact and information center for migrants from the EU member states Bulgaria and Romania who have fallen into a precarious living situation as a result of their work situation. In the counselling languages Bulgarian, Romanian, Turkish, English and German, the information center supports these people by actively helping them to find a job and by providing assistance that is intended to guide them to the German labour, education and social system. In addition, the opening of the Counselling Café in October 2015 created a central point of contact for precariously employed EU citizens, further increasing the need for professional counselling as well as information and qualification services. The counselling café is an additional sub-project of the Info Center Migration and Labour.

Activities to promote positive conflict resolution

Project SiBA

The city of Munich participated - along with Leipzig and Düsseldorf - as an associated partner in the joint project "Security in Station Neighbourhoods" (SiBa). The project focused scientific and practical research on the multifaceted developments in train station neighbourhoods, which operate in a field of tension that touches on several dimensions of security. The criminogenic structures of station neighbourhoods enable the study of crime-related (in)security, which is already the subject of security policy strategies in the vicinity of many large train stations as part of extensive control and prevention measures.

The project therefore focused on comparing different station districts in terms of the security situation, disorder, residents' perception of security, and victimization by crime. Another focus was the determination of an "as-is" state of gentrification and the investigation of economic, political and social

transformation processes in station districts. The importance of collective efficacy and social capital for social relations in the station environment under conditions of social as well as ethnic heterogeneity was also considered.

The establishment of security and public order at the municipal level is in a permanent field of tension between a security orientation on the one hand and urban openness and tolerance on the other.

Of particular interest, was the deployment of municipal law enforcement services in the station district to establish security. These are good examples of different crime prevention handling and conflict resolution strategies in the three cities.

Südliches Bahnhofsviertel e.V.

The Südliches Bahnhofsviertel e.V. neighbourhood association was founded in October 2010 and brings together residents, hoteliers, restaurateurs, cultural workers, tradespeople, representatives of social institutions and property owners. Together, the approximately 80 members want to strengthen the district and promote its development as an international and multicultural neighbourhood. The association supports networking among stakeholders in the district and organizes local events. The initiative to strengthen the image of the district and establish a neighbourhood identity was awarded the Bavarian City and Urban Marketing Prize in 2007.

Münchner Sicherheitsforum e.V.

The Münchner Sicherheitsforum e.V. was founded in 1985 on the initiative of a former Police President and currently has over 90 members. The overriding concern of the organization is to promote the relationship between citizens and the police. The aim is to actively build mutual understanding through conflict-free encounters between the citizenry and the police. Various activities are organized to involve representatives of public life in the security concerns of the city. These include panel discussions, one-on-one meetings, the promotion of scientific research, education, and the organization and support of events aimed at making current issues accessible to a wide audience. A wide range of activities are also aimed specifically at young people, for example, to reduce prejudices against the police or prevent them from arising in the first place, or at senior citizens to provide assistance on topics such as robbery, theft, fraud, etc.

Activities to promote protective factors through social and economic development programs, including health, education, housing, and employment „Education instead of begging“

The Caritas Center in downtown Munich is located directly in the station district. In the 21st century, the Caritas team directly noticed the increasing number of people from the Balkans begging in the streets or offering their services as day laborers in the neighbourhood. In response, the "Education instead of begging"

project, supported by the city of Munich, was launched. The aim is to provide people, often Roma, with the minimum necessities of life and medical care, and to enable children to attend kindergarten and school. School education in particular is intended to help the children break the cycle of poverty and to give them a chance in Germany. In the meantime, "Bildung statt Betteln" also offers debt counselling.

Initiativgruppe Kulturelle Begegnung und Bildung (IG e.V.)

The group was founded in 1971 by committed citizens of Munich to support and promote the educational activities of migrants in Munich. The aim is to contribute to equal opportunities and educational justice, bring people of different origins together and in this way increase intercultural understanding. The IG is responsible for various integration projects such as language and integration courses, student assistance, professional orientation and qualification or intercultural children and youth work.

BISS

In order to take concrete action against poverty and homelessness, in the early 1990s a group of journalists, social workers, layout designers, church people and homeless people worked to launch a street newspaper by (formerly) homeless and poor people for homeless and poor people, based on the U.S. model. The magazine „Bürger in sozialen Schwierigkeiten BISS“ (Citizens in Social Difficulty) was first published in 1993 to raise awareness of the concerns of homeless and poor people. It is sponsored by the non-profit association BISS, which bears the same name. With a monthly circulation of 38,000 copies, BISS is now one of Germany's most successful street newspapers. The seller keeps half of the sales price (2.20 euros) (1.10 euros). BISS opens up several opportunities for the sellers: The sale can be a supplement to social welfare or basic income (in this case, the sales quota is limited). But they can also live exclusively from the sales work at BISS: Thus, a permanent position (also part-time) is possible with regular sales of at least 400 copies of the magazine. The regular sales activity helps to structure everyday life and also allows social contacts to be made and maintained. The continuous personal support contributes significantly to strengthening the self-esteem of the sellers and enables them to gradually move away from isolation, poverty and exclusion. Through public relations work in discussion rounds, lectures in schools and with city tours, the association aims to educate society about the concerns of homeless and poor people and to sensitize it to people in social need.

Social cohesion

Station Mission

The „Bahnhofsmision“ at Munich's main train station has been in existence since 1897. People seeking help can turn to it around the clock, 365 days a year. The ecumenical station mission is financed by the City of Munich and the Catholic and Protestant churches. At Platform 11, all people receive support and

advice, travel assistance, the opportunity to stay and refreshment. Almost 160 employees, including 140 volunteers, provide unbureaucratic and rapid support there. At night, the lounge also becomes a shelter for women, providing a short-term accommodation option for women and children. In addition to supporting travellers, the counselling service for people with addiction problems and/or homeless people benefits from the expertise of the staff in the area of the social network of the city of Munich and offers the possibility of targeted counselling and referral to specialized agencies. The offer is low-threshold and open to people of any origin and denomination as well as of any gender and age.

6.4.5 Level 3: Specific prevention measures

Level 3 measures respond directly to disturbances that are to be prevented, restricted or even protection against them, in this case to undesirable behaviors. Unlike Mechelen, we have listed not only offender-related prevention, but also victim-related and situation- or space-related prevention.

Victim-related prevention

Women's night cab

Women receive financial support for nighttime cab rides in Munich thanks to a voucher system. Between 10 p.m. and 6 a.m., women can redeem a token worth five euros per car ride if they ask to be driven to a residential address.

The tokens provided are not just for Munich women. All women over the age of 16 can pick up three 5-euro vouchers each at various locations in the city. The Women's Night Taxi is aimed at women but includes trans* women, women with the gender entry "diverse" or non-binary women.

Schiller25

The counselling for homeless people at Schillerstrasse 25 is aimed at homeless immigrants from EU countries and other third countries as well as people who do not want to or cannot use the existing system of homeless assistance. The counselling center is responsible for the overnight shelter and takes care of the admission to the shelters throughout the year. The socio-educational specialists provide support in numerous languages for personal and social emergencies. The non-entitled new EU immigrants are advised on perspectives and lack of prospects in Munich with regard to work, housing and the social system, as well as on accommodation options. There is also the possibility to get a postal address, to register for language courses and to get information about health care. The service also includes support in returning to the countries of origin and referral to appropriate specialized agencies.

"Safe Oktoberfest for Girls and Women" campaign

This is a prevention, education and aid campaign that has been carried out in Munich every year since 2003 before and during the Oktoberfest season and is sponsored by the City of Munich. It is organized by three social institutions from Munich in cooperation.

The main aim of the campaign is to enable girls and women to have fun at the Oktoberfest without getting into dangerous situations. In addition to more safety and an increased individual sense of security for girls and women, appropriate help is also offered and opportunities to defend themselves. Civil courage and solidarity are to be promoted and public awareness of the issue of sexual assault at the Oktoberfest is to be raised.

Situational/spatial prevention

Kommunaler Außendienst (KAD)

In 2018, the Munich department of security and public order installed its new Municipal regulatory service, which is expected to have around 90 employees in the future. The service began its work with much fewer personnel and has been gradually growing since then. The employees wear uniforms with stab-proof vests and are equipped with CS gas, tonfa, handcuffs and gloves. They operate in a defined area around Munich's main train station and not, as is common in other cities, throughout the entire city. In the station district, they have the task of ensuring security and public order and punishing misdemeanours while preserving "metropolitan liberality". They are supposed to be visible and thus increase the feeling of security in the station district.

The officers, are the „eyes on the streets“, contact persons for the citizens, pursue order disturbances and have a preventive effect. In its area of operation, the KAD is responsible for ensuring compliance with municipal ordinances and statutes. The employees can initiate fine proceedings, issue expulsions for a certain amount of time and establish identities. The municipal public order service acts on the basis of various municipal ordinances as well as the Administrative Offences Act or the Alcohol Prohibition Ordinance around the main train station.

S.A.M.I. - Security and Action Alliance of Munich Institutions

The situation at the main station is a recurring topic in the Security and Action Alliance of Munich Institutions (S.A.M.I.).

The alliance is a joint project of authorities and institutions in Munich to improve security and order in public spaces. The department of security and public order, the police and various municipal departments have already been participating for some time in round tables and working groups on various topics concerning problems in public spaces. In the alliance, cooperation between the police and the city (as well as other associations and authorities) can be fostered and prevention work can be carried out across jurisdictions.

The goal is to strengthen the population's sense of security in the long term. The alliance can make decisions about measures, which are then implemented and followed up by the respective bodies. The narrow circle of participants consists of the department of security and public order, the Munich Police Department, the Social Services Department, the Building Department and the Department of Health and Environment. In addition, the circle of participants will be expanded depending on the topics to be discussed.

Within the framework of the action alliance, appropriate measures can be decided and coordinated. These measures include increased controls, video surveillance and temporary stay bans, but also street work and substitution facilities. These measures have improved the security situation in certain places

and increased the population's sense of security. The alliance also monitors the longer-term effects of the measures (displacement to other locations etc).

Round Table „Central Station“

Since 2015, representatives of the police, department of security and public order, Deutsche Bahn and other stakeholders have been meeting at the "Hauptbahnhof Round Table". The round table, which focuses on the station district, emerged from S.A.M.I. and takes place once or twice a year. Its purpose is to exchange information about current problems, proposed solutions and general information about the situation at the main station (for example, the progress of construction work at and in the station). Measures already taken are evaluated and future steps are suggested and discussed. Above all, the networking of all stakeholders active in and around the main station plays a major role. Personal contact also enables an exchange on short notice outside of the meetings. However, the „Round Table“ cannot initiate any changes itself, but make suggestions for improvements or lend weight to suggestions with the relevant authorities.

REGSAM

The Regional Network for Social Work in Munich sees itself as the "social nervous system" of the city of Munich and works on a superordinate level with institutions located in the city, such as social, educational and health institutions, administrations, associations, politics and local companies. The aim is to identify and address socially relevant problems and the needs of people and to professionally manage the corresponding solution-finding processes of the members of the network. For example, this involves coordinating the flow of information between different members and networking.

The tasks also include organizing city festivals, cultural days and similar events, for which temporary project groups are responsible.

The knowledge gained from networking also serves as a basis for sociopolitical decisions by the administration and politicians.

The region "Altstadt-Lehel/Ludwigsvorstadt-Isarvorstadt/Maxvorstadt" covers the entire inner city area and thus also the main train station. In this region, there are various specialist working groups (family support facilities, youth, the elderly, migration and the Maxvorstadt specialist base) as well as the working group Immigration from Southern and Eastern Europe. The participating institutions from this working group are often directly active in the Bahnhofsviertel and are well connected in this area. Participants in the working group include: the Office for Housing and Migration, Doctors of the World, AWO Beratungscafé, Bahnhofsmision, Caritas, Condrobs, Frauenobdach Karla 51, Initiativgruppe IG, Municipal regulatory service, Madhouse, Malteser Medizin München MMM, Profamilia, the Department for Employment and the Economy,

the Department for Health and the Environment, Schiller 25, St. Bonifaz and the „Volkshochschule“.

Alcohol ban ordinance

Since 2019, an alcohol ban has been in effect at the main train station, including the surrounding streets, around the clock. Previously, drinking and/or possessing alcohol for immediate use had only been prohibited at night from 10 p.m. to 6 a.m.. A 24-hour ban was initially not possible for legal reasons. In May 2018, the legal basis for alcohol bans, Article 30 of the Bavarian State Criminal and Ordinance Law, was amended. The new legal provision allows the temporal scope to be extended to 24 hours.

Alcohol-related crimes at the main station have already decreased significantly since the introduction of the alcohol ban between 10 p.m. and 6 a.m. at night. In December 2018, the city council decided on the temporal extension. According to the assessment of the Munich Police Headquarters and the department of security and public order, the 24-hour alcohol ban is an effective instrument for counteracting alcohol-related crimes and misdemeanours around the clock, which contributes to further improving the security situation at the main station. This benefits residents, travellers and business people.

Perpetrator-related prevention

Expulsions

Persons who violate municipal law, for example, can be expelled from a certain area for a certain period of time by the police and the Municipal regulatory service.

Video surveillance

Video surveillance in public spaces already takes place in many cases by public and non-public agencies.

Police video surveillance in Bavaria is carried out under the conditions of the 33 Police Duties Act (PAG), primarily at selected crime-ridden locations (crime hotspots) as an integral part of an overall police concept to avert danger and prevent and combat security disturbances and crimes in public areas. In this context, suitable signs clearly point out the video-monitored area to the citizens. The "visible technical eye of the police" contributes significantly to improving the security situation, strengthening the sense of security and protecting citizens from crime.

In addition to permanently installed systems for long-term use, police video surveillance is also carried out on an ad hoc basis, for example at the Munich Oktoberfest, Christmas markets or soccer stadiums.

6.4.6 Level 4: Curative measures

At this level, a reaction is made to disturbances, irritations and deviant behavior that have already occurred. This is done either by means of repression or by offering help. The help can refer either to the person who caused the disturbance or to the person who needs increased protection.

Sanctions & Punishment

Fines and prohibition of stay and entry

When a citizen endangers public safety, peace or health, or causes a public nuisance, he or she risks a municipal administrative sanction. The penalty can be a fine or even a stay or trespass ban with a fine.

The police and the Municipal regulatory service (KAD) of the city of Munich check, for example, that the alcohol ban is being observed.

The Municipal regulatory service reports any breaches of order to the Fines Office and the General Hazard Prevention Department of the department of security and public order. They then carry out further legal checks and issue penalty notices. Depending on the type, severity and frequency of violations, area related stay and entry bans are issued of a certain amount of time (hours, days, weeks). Compliance with these bans is then monitored by the Municipal regulatory service and the police.

Support & guidance

L 43 (addiction support)

Prop e.V., an association for prevention, youth support and addiction therapy, sees itself as a pathfinder from addiction to an independent life. „Prop“ offers addicts a variety of help: Counselling and treatment, accompaniment, social therapy and reintegration, as well as addiction prevention, in which discussions aim to identify and prevent disease risks at an early stage. Among professionals, Prop is primarily known as a provider of addiction support. In addition, the association has been active in the field of youth welfare for over 22 years.

Prop's "L43 Drug Emergency Service" is located in Munich's station district. This low-threshold facility offers immediate help for users of illegal drugs, substitutes and people who have broken off their therapy. It is the central point of contact and advice in Munich for drug addicts and, in addition to overnight accommodation, offers a syringe exchange service and a contact store with advice and a café.

Condrobs and ConAction

Condrobs has been involved in prevention and addiction support for almost 50 years. The focus is on working with children, adolescents and young adults in difficult life situations. The exit from addiction, a healthy life and job

opportunities for addicts are the goals of Condrobs. In addition, the association also develops offers for underage and adult refugees, older people and relatives of addicts. Since 2016, Condrobs has been active in the pilot project "Take-Home-Naloxone", in which drug users are trained in the use of naloxone and emergency kits with naloxone nasal spray are distributed.

The office of the streetwork project ConAction, among others, is located in the area of the Munich train station. The focus here is on outreach social work in the living environment of adolescents and young adults. Every day, the street workers advise the addictive target group in the inner city area with the aim of offering or arranging suitable help. The office in the station district is a counselling and contact point for those seeking help. In addition, laundry can be done there or the Internet and telephone can be used.

ConAction is also out and about in the nightlife district with the project "Cool bleiben - friedlich Feiern in München" ("Stay cool - party peacefully in Munich"). On weekends, the street workers are the contact persons for partygoers. They provide information and advice on topics such as low-risk alcohol consumption, a safe way home, or rules of conduct to protect against knockout drops. In addition, the team has a de-escalating effect on site and maintains a lively exchange with the clubs' bouncers. A streetwork bus at the place of Stachus also offers the opportunity to calm down away from the hustle and bustle and to talk in a protected atmosphere.

Meeting Center D3

As an alcohol consumption room, the D3 meeting center is a very low-threshold place to stay and meet for people who are in conflict with the alcohol ban at the main train station. Low-percentage alcohol brought along may be consumed. There is no compulsory counselling. Social workers and other specifically qualified professionals are on site, providing advice and support as needed. Through outreach work, people are approached and invited to the facility.

Women's shelter "Karla 51"

The Karla 51 facility offers counselling and emergency admission to homeless women with children in its house and the accompanying café. The house near the main train station has 40 single rooms, an extension in the same street holds another 15 single rooms with a small kitchen. The Women's Shelter maintains the only urban shelter for women and the staff accompanies homeless women on their way to long-term housing. Here they find a need-based connection to the help system and can develop step-by-step solution perspectives.

St. Bonifaz

St. Bonifaz Abbey in Munich's Maxvorstadt district offers assistance to homeless men and women. The Hahneberghaus was opened for this purpose as early as 2001, and since then has provided space for the daily care of 200 to 250 people.

Those seeking help receive a hot meal, can use the sanitary facilities, receive medical care and can stock up on clothing from the clothing store. Homeless people can also set up a postal address at St. Bonifaz. All services as well as the day stay are free of charge, and is financed by the abbey. Since it is located in the direct vicinity of the luxurious Lenbach Gardens, the gap between rich and poor is very evident here.

Restoration & Compensation

Youth Court Assistance

This is one of the statutory tasks of the Youth Welfare Office. It is involved in the entire course of the juvenile court proceedings. The help is free of charge. In all considerations, the personal situation of the young person and the future organization of a life free of punishment are in the foreground.

It is aimed at young people who are in conflict with the law and are between 14 and 18 years of age, as well as their parents and guardians, and at young adults between 18 and 21 years of age. The youth court services at the Munich Youth Welfare Office provide the following services, among others, on behalf of the public prosecutor or as instructed by a judge:

- Victim-offender mediation
- Social training course for young men on the subject of violence and aggression
- Social competence for girls and young women
- Individual counselling
- Group dynamic weekend
- Social competence training
- Counselling services.

Victim-offender mediation returns the conflict to those who are actually affected by it. The criminal proceedings are then turned into an out-of-court conflict mediation.

In this process, the accused and the injured parties are given the opportunity to bring about a satisfactory settlement of their conflict with the help of trained mediators.

The goals are to discuss and clarify the incident between the parties involved in order to bring about a satisfactory resolution of the situation and to make amends for the damage caused.

If these goals are met, a mitigation of the sentence or a discontinuation of the criminal proceedings can be suggested. Participation is suggested by the public prosecutor's office or the juvenile court.