THE NATIONAL STRATEGY
FOR COMMUNITY CRIME PREVENTION

Ministry of Justice

Budapest
October 2003

CONTENTS

1. CRIME PREVENTION IS A PUBLIC AFFAIR

Social defence mechanisms against crime are in need of reform

Crime in Hungary has risen explosively since the political transition. Most revealed crimes directly injure the material or personal security of the public, and have an adverse effect on quality of life. The mounting problem has not been met by a commensurate development of society's and citizens' self-defence mechanisms. In West European states, crime prevention strategies and associated action plans are yielding substantial improvements in public security. Hungary's crime prevention system, in operation since 1995, and amended several times since then, must be changed to meet the requirements pertaining to European Union member states and the recommendations of the Council of Europe, and in such a way that it integrates into the protection mechanisms of Hungarian society.

Crime prevention cannot be implemented solely via the law enforcement and criminal justice services

Good public security cannot be achieved solely by the traditional law enforcement and criminal justice services, with their many guarantees. Raising the performance of law enforcement and the effectiveness of the criminal justice service does improve public security, but there is also a need for programmes and techniques that encourage and mobilise society to raise the self-defence capabilities of large and small communities, institutions, economic actors and citizens, and enhance their protection against crime. The social crime prevention strategy thus takes is place in social policy alongside the law enforcement and the criminal justice services.

Establishing public security to improve the quality of life, reducing crime

Modern social crime prevention strategy entails is a professional and civil movement, governed and supported by the state, which enhances the self-defence capabilities of society. It is a set of objectives to curb the effect of the underlying causes of crime, reduce the risk of becoming a victim, raise the security of the community as a whole, and thus improve the quality of life and the satisfaction of human rights. The social crime prevention strategy thus contributes to economic development, the secure operation of the market, and the reduction of moral and material damage caused by crime. Expenditure on crime prevention measures must be regarded as an investment whose return is the perceptible improvement of public security.

Cooperation and cooperating parties in social crime prevention

It is the task of the state, and above all the Government, to put in place the fundamental legislative, organisational and technical conditions for crime prevention as an integral part of social policy. This demands responsible cooperation among ministries on an equal-rank basis, firmly rooted in academic and professional interests and values, for which appropriate organisational conditions will be required. The social crime prevention strategy will be effective if implemented as part of local social policy. Locally-effective responses to the challenges of crime at the regional, small-region and settlement level must be found. To implement fruitful crime prevention that encourages and mobilises

society in differentiated ways, the Government, local authorities, central authorities, local public administration and local institutions must constantly cooperate with non-governmental organisations, churches, actors in business and economic life, and small communities of citizens. The crime prevention system must be open and receptive to initiatives from academic, professional and civil sources. The government must ensure that crime-related data, the findings of scientific research and training opportunities are all made available for the operation of the system.

The internationally accepted concept of crime prevention

In the sense of the Council of Europe decision of 28 May 2001, crime prevention covers all measures whose intentions or results are the quantitative reduction of crime, the qualitative improvement of citizens' feeling of security, either through reducing the incidence of crimes, reducing the opportunity for crime, or preventing victimisation.

The harmony of the three pillars of crime prevention

The action plans will deliver lasting and beneficial results only if measures curbing the effect of causes of crime, affecting victimisation and reducing the opportunity for crime are applied simultaneously in every community. Deviation from the harmony of the three means of action will upset the sensitive balance between them and lead to short-term and misleading results. (For example, programmes to reduce the incidence of crime in public places can produce spectacular results in a short time, but experience shows that these only tackling criminal activity to other areas.) In view of this, the EU and the Council of Europe have emphasised the importance of comprehensive crime prevention in their respective documents in the recent years.

Scope and limitations of social crime prevention

Social crime prevention is above all directed at reducing crimes that directly harm or put at risk citizens and their communities. In addition, it includes all harmonised or targeted actions against specific forms of crime (organised crime, certain types of crime related to international migration) which can involve citizens, their natural communities, non-governmental organisations and churches in improving public security through strengthened community cohesion. On 29 October 2000, the crime prevention programme proposed by the European Commission, named after Hippocrates, first set out the requirements for setting up a differentiated crime prevention system. These state that social and community-based crime prevention reactions have proved themselves effective against "ordinary" phenomena that directly influence the public's sense of security. Against the new challenges of organised crime, international organised crime and terrorism, it is primarily the development of the professional skills of law enforcement bodies and the national and international cooperation thereof that can deliver more effective protection.

2. SITUATION ANALYSIS. The current state of crime in Hungary

Obstacles to accurate situation analysis

Crime statistics only concern revealed and cleared-up criminal offences. However, the citizens' opinion of public security is influenced by a great many other factors, including confidence in law enforcement and the extent to which the authorities are believed to be successful. Crime complaints are partly motivated by whether the victim's investment (of time and money) is in proportion to the results the victim hopes to achieve. Significantly, too, different social groups differ greatly in crime tolerance. Tolerance depends on the type of crime as well. Certain communities will consider untidy streets, vendors without a permit, homeless people etc. to be a risk to public security. Elsewhere conflicts solved by means of violence are seen as part of every day life, matching the lifestyle of those living there.

Development of public security awareness

In modern European view public security is seen as a collective social product that consists of a mix of individual and community activity, measures of state authorities, civilian self-defence ability and various market services offered by businesses. Increasingly complex and accurate methods are now employed to measure and analyse public security, such as analyses based on comprehensive surveys conducted among victims or representative samples of the population. Such methods are not yet employed in Hungary at an institutional level, thus Hungarian legislators have no information of that sort at their disposal.

Assessing the situation

The effectiveness of law enforcement is expressed by the crime clear-up rate, a factor that influences the population's sense of security. This rate indicates the number of criminals identified in criminal cases known to the authorities. Its use and accuracy as the number-one index in criminal statistics is a matter of debate. A standard system of gauging crime in Hungary, using several different sources and methods is currently under development. A decision has been made to conduct a public opinion poll to gauge latent crime and the population's subjective sense of security.

2.1. The development of crime

Drop in traditional criminal offences in Western European states

The second third of the 20th century was characterised by a rise in crime worldwide. However, as from the 1990s, Western European countries saw a drop in so-called traditional crime – burglary, car theft, homicide. (In the UK, for example, where crime rates remained relatively high, there was an 8 per cent decline between 1993 and 1995, and a further 10 per cent after 1997.[1] Despite a national improvement of crime rates there was a decline in public security in large cities around the UK. The likelihood of getting burgled increased by 50 per cent, and the car-theft crimes rose by a third.[2]) In countries where there are regular studies to gauge latent crime, the falling trend of ordinary crime is shown up by – in addition to police statistics – analyses based on surveys conducted among victims. In most Western European countries burglary and car-theft rates have dropped, and it seems that the same tendency prevails in crime against property. Nonetheless, Europeans have a declining sense of security, and the fear of crime is on the rise, even in countries where crime rates have dropped. It is a well-known fact that the population's sense of security is influenced – in addition to crime figures – by factors such as worsening living standards, greater unemployment rates, or the lack of future prospects.

Types of crime on the rise

While the drop in crime against property has become a trend, all Western European countries are experiencing a rise in drug-related crimes, sexual crimes, and cases of bodily harm. Also, most western societies are becoming more and more concerned, especially since the Eighties, about the impact (real or purported) of immigration and organised crime on social and economic stability. The focus of the public and criminal policy-makers has shifted to such criminal phenomena that attract attention less because of the quantitative indexes and consequential trends, but rather due to their potential economic significance, outstanding social interest and ability to cause social tension.

Crime rates in Hungary have increased fourfold since 1970

In the period between 1970 and 1995, the number of revealed crimes has increased fourfold in Hungary. There are two major trends in Hungarian crime statistics:[3]

Between 1970 and 1988 – during which period the make-up of crime remained relatively stable – there was a progressive rise in criminality. In 1970 122 thousand crimes became known, while the same figure in 1988 rose to 185 thousand.

The early 1990s saw an unprecedented rise in crime. The number of

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[1] EC Committee on the Environment and Agriculture (2001, July): Security and crime prevention in cities: setting up a European observatory. Report, Doc. 9173.www.stars.coe.fr/doc/doc01/EDOC9173.htm.
[2] Office of the Deputy Prime Minister (2002): Our Towns and Cities: The Future Delivering an Urban Renaissance. White Paper.
[3] Kó J. (1999): "Changes in the state of crime and crime statistics", KKT, b. 36. National Institute for Criminology, Budapest, pp. 13-34.

crimes that became known to the authorities rose to an unparalleled figure, 225 thousand in 1989. By 1990, the number registered in criminal statistics was 341 thousand. The next wave of growth occurred in 1995, by which time the authorities were registering an annual 502 thousand cases (see figure 1).

Figure 1
Revealed crime cases in Hungary (1971-2002)
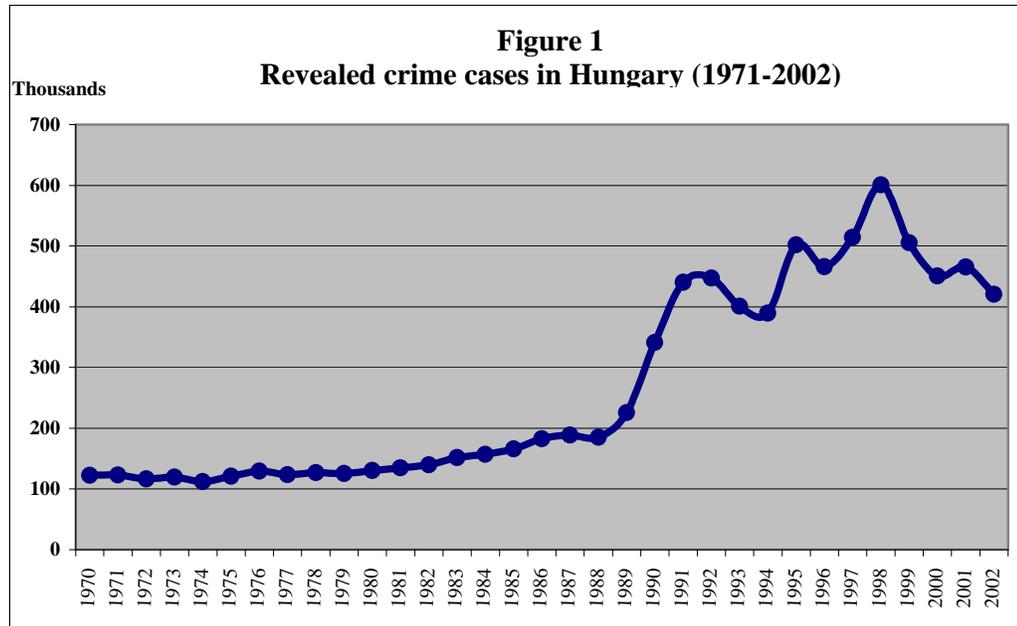
Crime rates have stagnated at a high level since last third of the 1990s (466 thousand crimes became known in 1996, 597 in 1998, 450 in 2000, 465 in 2001, and 420 in 2002). In 1988, the first year of the political transformation, Hungary's average crime rate was 174.8 per 10 thousand of population, 432.6 in 1992, 456.5 in 2001, and 413.6 in 2002.

Structural changes in crime shock Hungarian public

These changes came as a shock to the Hungarian public. Over a span of just three years (1989–1992), Hungarians had to face the boom in crime which Western Europe had two decades to get used to. Hungary's neighbours were not better off, either. Crime rates at least doubled in all post-communist states.[4]

It was primarily the increase in the number of crimes against property – theft, burglary and robbery in particular – that accounted for the rise. As from the early 1990s a new type of threat emerged as car-theft became more and more common, real estate-related felonies started to spread, crimes against life indicating mafia-type showdowns emerged and a proliferation of fraud and forgery of documents took place, while by the end of the millennium, drug-related crimes were also on the rise. The population's sense of security is greatly influenced by the fact that in

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[4] In the former Soviet Union the number of crimes that became known rose from 1.798 million (1987) to 2.786 million (1990). In the former Czechoslovakia, crime rates swelled by 200 per cent in the year following the Velvet Revolution in 1989. As a member of the united Czechoslovakia, Slovakia had a crime rate of 41 thousand in 1989. As an independent republic, that figure jumped to 99 thousand by 1992.

recent years near one third of revealed crimes were committed in public areas. See figure 2 for the area distribution thereof.

Figure 2

Crimes committed in public places per one hundred thousand of population in the counties of Hungary, 2002
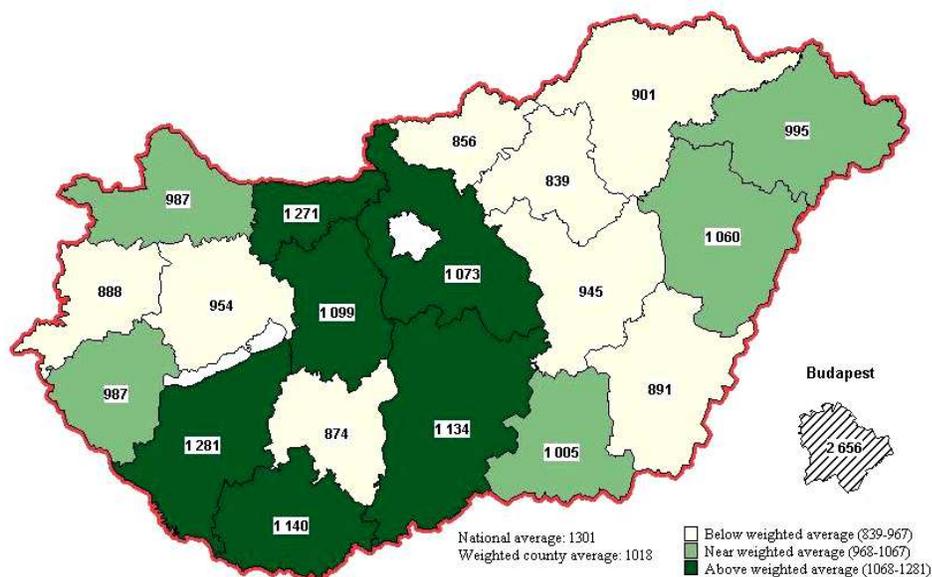
Source: Uniform Crime Report on Police and Prosecution Service Statistics
Ministry of the Interior, Dept. of Statistics

Nevertheless, crime rates in Hungary (with an average 410–450 per ten thousand of population) cannot be considered high. Hungary is in fact in the lower medium category. The equivalent figure is 1362 for Sweden, 1020 for the Netherlands, 833 for Germany and 626 for Austria.[5]

Reduction in clear-up efficiency   Increasing crimes rates have put law enforcement organisations to the test in Hungary and other Eastern European states. Parallel to the rise in crime, clear-up rates have dropped drastically. A quarter of the 130 thousand crimes detected in 1980 were not cleared up. Two decades later, in 1999, 505 thousand crimes were detected and 48.7 per cent of the offenders are still unknown. (See Figure 3.) When assessing the efficiency of law enforcement, the significant increase in the number of multiple offence incidents has to be taken into consideration. The rate of multiple offence incidents was 15–20 thousand in previous decades, but over 100 thousand by the 1990s. Most offenders come within the police's orbit after a prolonged criminal career. With attempted and

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[5] Quantitative and structural variations in crime only in part account for these differences. Differences in the definition of criminal behaviour also have to be taken into consideration (e.g. the definition of petty offence, summary offence or criminal offence will vary from country to country), as do the difference in procedural law (e.g. practice of diversion) and statistical methods. Criminal statistics in the EU include minor offences, while in most Easter European countries, including Hungary, summary offences that become known are not included in the total.

accomplished manslaughter, intentional bodily harm, bodily harm with fatal consequences, the average clear-up rate was generally around 80 per cent. However, the clear-up rate of burglary, theft, and car theft incidents is significantly lower – just 10-25 per cent.

Figure 3

Number of revealed crime cases and offenders in Hungary

Revealed crime cases   Revealed offenders

2.2. Crime against property

Massive rise in crime against property

Parallel to the rapid increase in crime, crime in Hungary underwent structural changes resulting in a significant growth in incidents against property. The make-up of the Hungarian crime scene is dominated by crimes against property, just like in the developed countries, with an astonishingly high rate of 70–80 per cent. The main property-related crimes include shoplifting, in-plant theft, pick pocketing, burglary, car-theft or vehicle break-ins, and vandalism. Figure 4 shows the area distribution of such crimes.

Figure 4

**Registered crime against property (non-violent) per one hundred
thousand of population in the counties of Hungary, 2002**
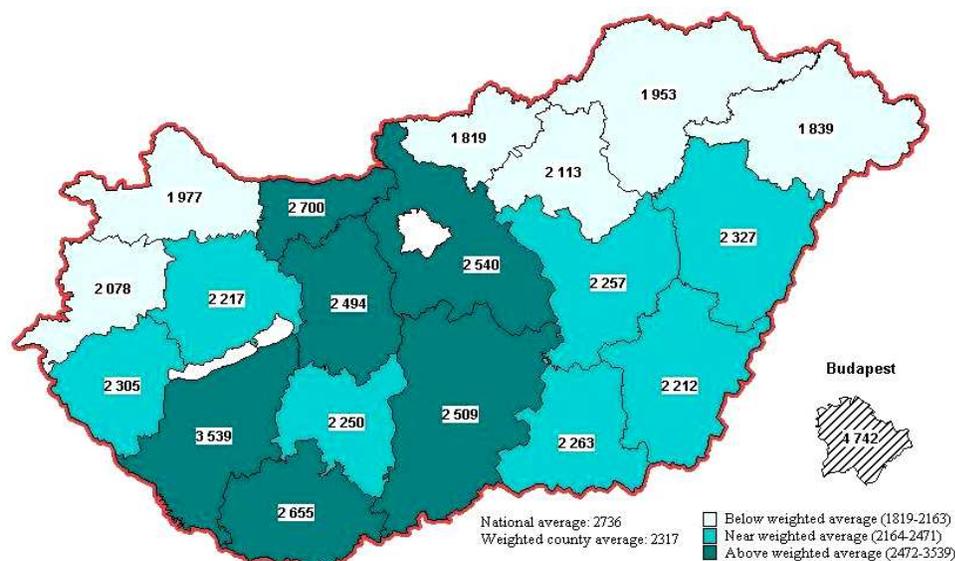
Source: Uniform Crime Report on Police and Prosecution Service Statistics
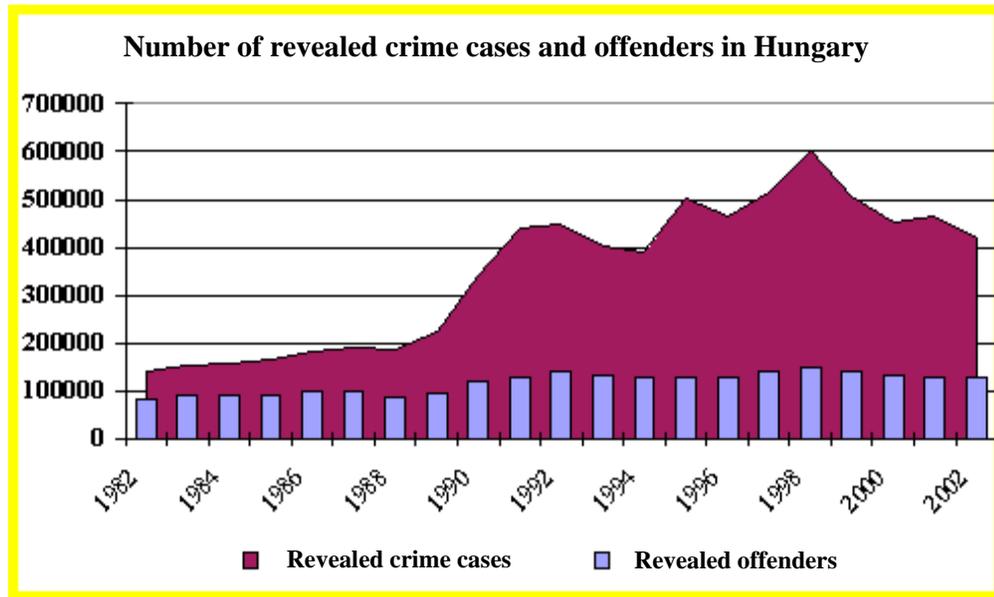Ministry of the Interior, Dept. of Statistics

Vehicle-related crimes on the rise Rapid motorisation has brought about a rise in the number of vehicle-related crimes. Offenders of car-related theft cases were initially juveniles mainly, but due to a chronic shortage of parts the age-bracket broadened. Nowadays car theft for good is more and more frequent, to be sold in whole or in parts, and forged license plates and car papers have also become common. International trade of stolen vehicles has also been established.

Upsurge of fraud cases Cases of fraud have significantly risen within the category of crimes against property. In the past, they accounted for no more than 3-4 per cent, but at the turn of the millennium the figure had reached 20 per cent.[6]

Burglary on the rise The number of burglaries increased fourfold between 1982 and the turn of the millennium. In spite of the fact that burglary rates have – partly due to the spread of security devices – dropped slightly in the past few years (71,635 in 2000, 68,499 in 2001, and 58,740 in 2002), the rate has started to rise again in Budapest (15,207 in 2000, 15,421 in 2001, and 13,226 in 2002). The make-up of burglary incidents is undergoing change. There are significantly fewer store break-ins nowadays and somewhat fewer home break-ins, too. Investments in security systems seem to be paying off. However, such systems are mainly affordable for

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[6] Kó J. (2000): "The most successful sector of crime: fraud". Studies in Criminology, b. 37. National Institute for Criminology, Budapest, p. 206.

the business sector than for the majority of the population. The offenders are juveniles in fourteen per cent of burglary cases. Burglary victims without insurance stand very little chance in legal procedures against juvenile burglars, even if the offender is arrested. A Hungarian survey has revealed that a mere three quarters of burglary victims had home insurance. Following victimisation, most victims with insurance were able to claim damages, but only 18 per cent of them felt they had been fully compensated.[7]

Crimes against the environment and nature

The Hungarian population has become vulnerable to crimes against the environment and nature. The number of crimes against the environment has risen sharply in recent years. Most crimes in this category involve the international trading of animals (birds in particular) and increasingly the offenders are organised gangs. Other crimes against the environment concern environmentally hazardous industrial plants, hazardous waste and illegal disposal thereof. The awareness of the Hungarian society – including the authorities – concerning nature protection and environmental damages is quite imperfect. Prevailing regulations provide very little scope to punish offenders, and more often than not the enforcement of these regulations is inconsistent. There is an urgent need to improve environmental protection, especially with Hungary on the threshold of the European Union.

2.3. Violent crime and crime in public areas

Terror on the rise

Although the rate of violent crime has risen more slowly than the rate of crime against property in the last two decades, the number of violent crimes per 100 thousand of population has nevertheless risen by 47 per cent. The number of manslaughter cases increased, too, between 1989 and 1995. Hungary's violent crime rate is 263 of 100 thousand of population – the same as Denmark, ranking Hungary in the European middle category. Budapest is 14th – like Prague, Madrid, Lisbon, and Helsinki – on the list of the world's 28 great cities in terms of manslaughters per 100 thousand of population.[8] The growing number of savage and premeditated killings, vendetta-type murders came as a shock to the Hungarian population. Certain types of violent crimes – lynch-law, extortion, vandalism, and robbery – occur more frequently than in previous decades.

New, dangerous forms of robbery in public places on the increase

The number of incidents of robbery has risen worldwide, and the rate of increase is especially high in "emerging democracies." Between 1990 and 1996 the number of robberies grew by 418 per cent in Bulgaria, 961 per cent in Lithuania, and 119 per cent in Romania. The European average during the same period showed a rise of 63 per cent. The robbery rate in Hungary increased fourfold between 1989 and the late 1990s. Also, offenders have become more violent and dangerous. The number of armed robberies (banks, post offices) has risen faster than in

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[7] Görgényi I. (2002): *Habilitation talk*. Habilitation Books of Miskolc University, Social Sciences Habilitation Committee, Miskolc, p. 8.
[8] Kertész I. (2000): *The Unfinishable War*, Publisher of the Ministry of the Interior, Budapest, p. 310.

any other category.[9] The annual average of 3 thousand robberies may not sound a lot, but Hungarians are worried by the spread of this new means of perpetration.

Distribution of violent crimes and vandalism   As regards violent crimes and vandalism, the differences between the counties/police jurisdictions are significant. These crimes occur more frequently in the northern and north-eastern areas than elsewhere. (See figure 5.) Statistical figures indicate a steady rise in this crime category.

Figure 5

Registered violent crime and vandalism per one hundred thousand of population in the counties of Hungary, 2002
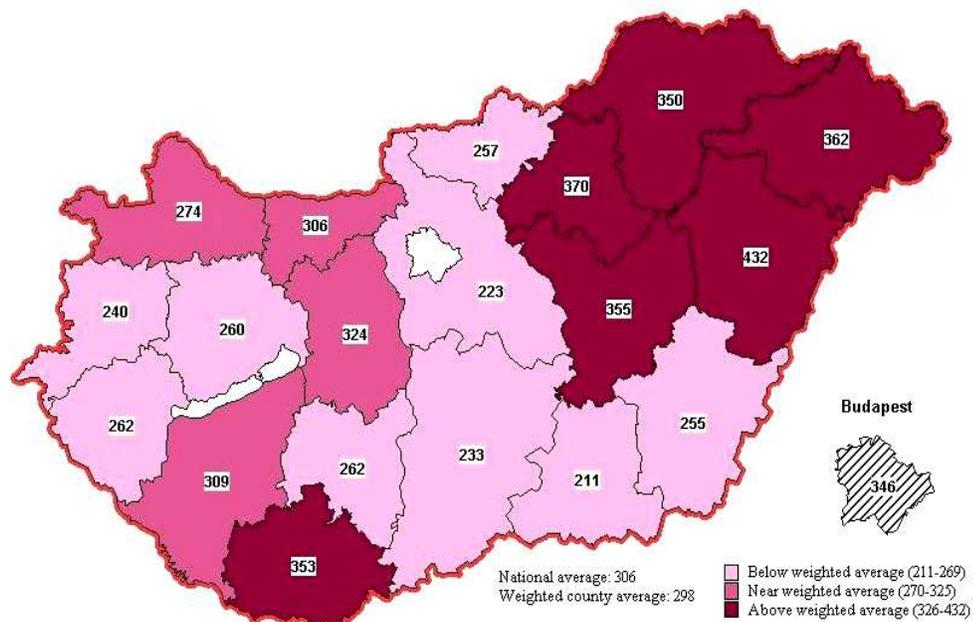
Source: Uniform Crime Report on Police and Prosecution Service Statistics
Ministry of the Interior, Dept. of Statistics

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[9] Kertész I. (2000): *The Unfinishable War*, Publisher of the Ministry of the Interior, Budapest, p. 311.

Western European countries are more sensitive to sexual crimes and violence within the family

It is impractical to rely on statistical figures in an area of crime where the crime complaint (reporting) rate is low. Incidents of sexual abuse and violence within the family are very rarely reported in Hungary. According to UN statistics 40 per cent of its members reported a 10–15 per cent rise in rape cases between 1986 and 1994, and 13 states had an increase of over 50 per cent. In Europe the average incidence of such crimes was 7 of 100 thousand of population while only 4 in Hungary.[10]

The number of rape, infant and juvenile victims increased in 2001 and decreased in 2002. However, while in previous years less than half of the victims of sexual crimes were infants or juveniles, that figure rose to about 60 per cent in the past three years (60 per cent in 2000, 58.5 in 2001, and 57.7 in 2002).[11] In most instances the offender was a family member, friend or acquaintance of the victim.

2.4. Alcohol and drug-related crimes

2.4.1 The role of alcohol in committing crime

One out of four revealed crime cases is committed under the influence of alcohol

The consciousness modifying effect of alcohol has long been known; alcohol plays a significant role in the perpetration of criminal offences as well. Between 1985 and 2001 every fourth revealed crime was committed under the influence of alcohol.

Role of alcohol has increased in violent crimes and vandalism

The role of alcohol has increased significantly in violent crimes and vandalism. Between 1985 and 1990 28 per cent of offenders committed violent crimes or vandalism under the influence of alcohol; in the period between 1991 and 2001 this figure rose to 40.

Sharp rise in alcoholic offenders

Between 1985 and 2002 the number of arrested offenders increased by just over 42 per cent. In the same period crimes committed by alcoholics rose by 250 per cent. The increase among offenders of violent crimes and vandalism is 335 per cent.

Treatment of alcoholism. Declining standards

Professional and popular interest in the detrimental effects of alcoholism has subsided over the past ten years. The efficacy of the establishment set up for the treatment of alcoholic patients has declined. The national health programme and the crime prevention strategy need to be mutually supportive in order to accomplish the joint objectives.

2.4.2 Drug-related criminal offences

Drug abuse

According to an international survey conducted in twelve European countries in 1999, drug abuse is most common among the unemployed.[12] (The survey is not concerned whether drugs abuse is the cause or the effect of unemployment.) As regards drug-related crimes in Hungary, it

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[10] Kertész I. (2000): *The Unfinishable War*, Publisher of the Ministry of the Interior, Budapest, p. 311.

[11] Report on the victims of special crimes, and the relationship of victims and offenders in 1997–2001. Office of the Prosecution General, IT Dept., Budapest, 2002, p. 10.

[12] EC Committee on the Environment and Agriculture (2001, July): Security and crime prevention in cities: setting up a European observatory. Report, Doc. 9173.

is less the frequency than the rate of growth that is worrying. The number of drug-related crimes that became known rose from 34 to 3930 between 1990 and 2001, and to 4779 by 2002. 130 persons committed drug-related crimes in 1994, whereas the figure in 2002 was 1786. Hungary is not only an important transit country for drugs but now also a target country. Cannabis products (marihuana, hashish) are becoming increasingly widespread, as are amphetamines such as Speed and Ecstasy. Ninety percent of the individuals caught using these drugs were under thirty. The number of drug-related deaths was 47 in 1997, 31 in 1998, 42 in 2000, and 40 in 2001.[13] (There is no data available for 2002.)

First Hungarian attempt at fighting drug abuse

The national drug strategy (the Parliamentary Decree 96/2000 (XII.11.**i**) and its Appendix "National Strategy for reducing drug abuse") which was, in effect, a tightened update of the criminalising Act LXXXVII of 1998, did not live up to expectations. The increase in the crime clear-up rate has slowed down since 1998, but that is due to a low efficiency of investigation rather than declining drug abuse practice. The spread of drug abuse and the proliferation of crime have common social roots. That needs to be taken into consideration in prevention measures.

2.5. The offenders

Most detected offenders suffer social disadvantages

Revealed crime in medium-advanced countries – and Hungary is no exception in this respect – is a phenomenon mostly driven by poverty. Although organised and white-collar crime presents a major challenge in the Central-East European region, most persons brought to face the justice service have low levels of education, poor social circumstances, no vocational qualifications, no permanent employment or no employment at all.

Prejudices and accumulation of disadvantage

Prejudices appeared in an open form after the country's political transition. The majority of Romas were losers in the transition. The centrally-controlled social advances in previous decades created living security for the Romas, if at a low level. However, the change was not sufficiently sustained or deep. When the transition came, they were the least-skilled workers[14]. The low and now steadily worsening social status of the Romas and the manifestations of prejudices against Romas are crime-stimulating factors. Regional research showed that even in previous decades, the numbers of Roma offenders were higher in the less-developed regions of the country. There is no data on the incidence of victims among the Roma population.

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[13] Report on the Hungarian drug situation, 2002, Ministry for Youth and Sports, Budapest, 2002, p. 76.

[14] Póczik Sz. (1999): The ethnic factor and the multiply-disadvantaged Roma minority, from a criminological viewpoint. In: Gönczöl K. (ed.): Crime and crime prevention in crisis regions. Proceedings of the 3rd National Criminological Congress (Miskolc, 25-26 September 1998) Hungarian Criminological Society, Budapest, p. 162-203.

Most detected offenders are men between 18 and 39, nearly half of whom commit crimes against property

Between 1982 and 2002, the number of offenders rose from 82,000 to 129,000. The number of offenders per ten thousand of population nearly doubled in the same period, from 76 to 127. (See figure 3.) Most crimes in Hungary were committed by 18-39 year-old men. The offenders of some crimes, like robbery and rape, were younger. Criminal activity of offenders reaches a peak at the age of 34, and declines steadily thereafter. 45 per cent of detected offenders committed crimes against property. There is a very high latency among property against crime. In other words, the detected offenders do not definitely represent offenders against property in society as a whole.

Most serious crimes are committed by people not facing the justice service for the first time

In 2002, 38.8 per cent of registered offenders had previous criminal records, and 11.6 per cent were recidivists. Most serious crimes, such as burglary or rape, were committed by repeaters[15]. (In 2002, 46.9 of all detected offenders in the category of crimes against property were repeaters and 17.7 re-offenders,[16] while 61.3 per cent of burglary offenders were repeaters and 29.4 per cent re-offenders.)

Recidivists are responsible for most serious crimes

The vast majority of recidivists are men. This group – half a per cent of the Hungarian male population – commit most acts of burglary, vehicle-related crime, receiving of stolen goods, shoplifting and robbery, and are responsible for a large proportion of violent crimes related to drug and alcohol abuse. The criminality of this group is strongly related to their localities, and expose their immediate environment to a disproportionate risk of victimisation. The vast majority have lived in segregated and marginalised environments since their childhood.

37-40,000 revealed crimes are committed against acquaintances and relatives

128,000 offenders were detected in Hungary in 2001, and 129,454 in 2002. 51.4 per cent (66,000) committed their crime to the injury of private individuals. In terms of the relationship between offenders and victims, a distinction can be made between those who committed the crime against persons with whom they had a relationship (family member, relative, acquaintance, friend, colleague, etc.) and those who committed the crime against a stranger. In 2001, over 40 per cent of cases involved a victim who was in a relationship with the offender. This was even more typical of rape cases.

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[15] Repeater = such recidivist who subsequently commits another crime that the justice authority may regard as an aggravating circumstance.

[16] Re-offender = such recidivist who is a deliberate offender who has already been sentenced to a term of custody for a deliberate crime and commits another crime less than three years after the sentence is completed or expires.

Crimes of violence and crimes against property in Hungarian counties by relationship between offender and victim

The map below shows statistically-processed data showing the regional distribution of risk to persons in a relationship (family member, relative, acquaintance, friend, colleague, etc.) with, and those unknown to, offenders.

Figure 6

Distribution of offenders of violent crime, vandalism and crime against property per one hundred thousand of population in the counties of Hungary, 2001

Standardised values of frequency per hundred thousand of population (z value)

1,5

- violent crimes against acquaintances
- violent crimes against strangers
- property crimes against acquaintances
- property crimes against strangers

It is clear from figure 6[17] that in terms of risks from within the group (family member, relative, acquaintance, etc.) and those outside (strangers) in the categories of violent crime and crime against property, Hungary falls into four distinct areas:

1.   The North Transdanubia region (Fejér; Győr-Moson-Sopron; Vas; Veszprém counties), where the number of offenders is so low compared with the national average that no conclusions can be drawn on the relationship between offender and victim.

2.   The South Transdanubia region (Zala; Somogy; Baranya counties), and Komárom-Esztergom and Nógrád counties, where the number

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[17] The map does not show the frequency of crimes, but only the regional distribution of detected offenders, and this is highly dependent on police efficiency. The map and the calculations for it were produced by Sándor Erdősi and Mária Dankánics of the Statistical Department of the Ministry of the Interior, using Uniform Crime Report on Police and Prosecution Service Statistics.

of offenders attacking strangers is lower than the national average. The rate of violent crimes where the victim was known is average. However, more than the average number of crimes against property were committed against persons known to the offender.

3. In the Central Hungary and South Great Plain region (Pest; Tolna; Bács-Kiskun; Csongrád; Békés counties) few violent offenders – especially those dangerous to their acquaintances – were detected as a proportion of population. Crimes tended to be against property – committed against both acquaintances and strangers.

4. The North and East Hungarian regions (Heves; Borsod-Abaúj-Zemplén; Szabolcs-Szatmár-Bereg; Hajdú-Bihar; Jász-Nagykun-Szolnok counties) had the *highest rates of both violent offences and crimes against property, especially those committed against strangers*, but they still had the highest incidences in the country of *violent crimes* committed against victims known to the offender.

2.6. Regional parameters of revealed crime

Regional inequalities of detected offenders

In socially and economically backward regions, poor economic structure indicators are accompanied by long-term unemployment.[18] Two key indicators convey the depth of the regional disadvantages: GDP per capita and the unemployment rate. High area and regional differences indicate rising social polarisation. As a result of regional local authority cooperation in the regional development process, and as part of EU accession, it is expected that cooperative work to eliminate these inequalities will get under way. This is encouraged by EU regional development targets. Regional cooperation action in other key regions of community security is completely absent, such as between police forces in different development regions.

Socially better-off areas offer opportunities for crime, while the worst off areas become "crime generators"

A comparison of regional crime rates and regional per capita GDP shows that where GDP is higher, the number of revealed crimes is also high. However, the country's socially and economically backward regions show a concentration of offenders. (See figure 7.)

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[18] Parliamentary Resolution no. 30/1997. (IV.18.)

Figure 7

Registered offenders per one hundred thousand of population in the counties of Hungary, 2002
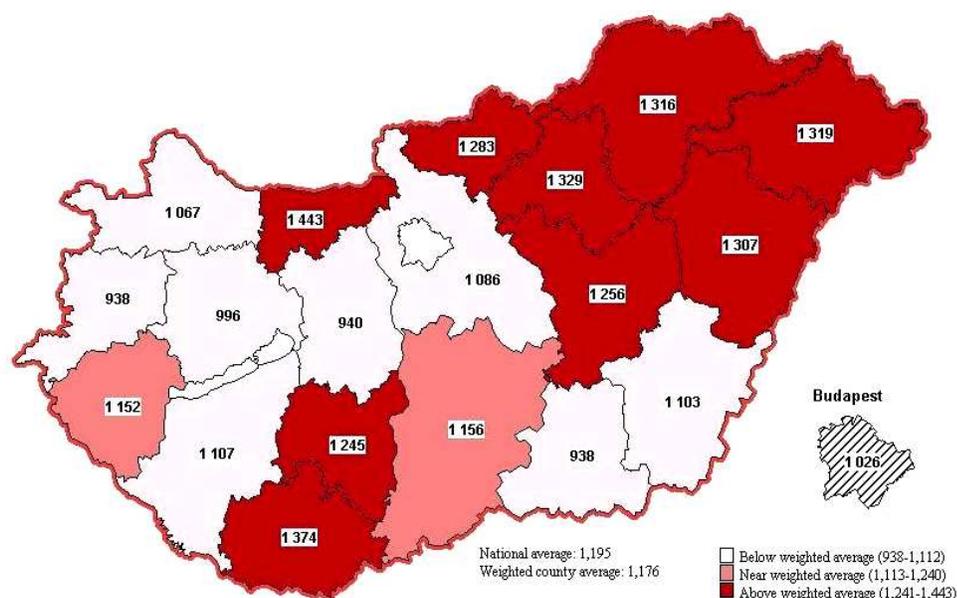
Source: Uniform Crime Report on Police and Prosecution Service Statistics
Ministry of the Interior, Dept. of Statistics

Adverse socio-economic circumstances in the eastern regions of the country have caused them to become crime-generating areas, and the rate of juvenile offenders is also higher than the national average.

Cities and large towns attract crime

Crime is principally an urban phenomenon. In 1988, 45 per cent of revealed crimes were committed in settlements containing 32-33 per cent of the Hungarian population (all of them towns or cities). The number of crimes detected relative to the population was lower in smaller settlements, and much in larger towns. The lack of security was undoubtedly a factor in the contraction of these settlements' population by 2-3 per cent up to 2001. The rise of urban crime is also a cause of population outflow from the cities and the emerging segregation in inner areas of the large cities, especially Budapest. The better-off are becoming more and more distinct, in both geographical and social terms, from the less well-off. In other settlements, the level of crime is close to what it was prior to the transition. There are some where no crimes are registered at all, although the number of these is steadily declining. Between 1988 and 1997, the number of settlements in which the official statistics show no crimes to have been committed fell from 205 to 40. The number rose again to 56 by 2001.[19] Budapest's crime rate is among the highest ones in the country[20].

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[19] Erdősi S. (2002): Notes on the crime map. Criminal Statistics Bulletin, no. 36. Ministry of the Interior, Inform. Dept.

2.7. The social price of crime

Damage caused by crimes

The material consequences of crime, violence and lack of security are very difficult to estimate. A report published by the Canadian Crime Prevention Council in 1996 found that the annual costs of crime totalled some CAD 46 billion[21]. Damage caused by crimes in the advanced countries constitutes some 5 per cent of GDP, and in developing countries can be as high as 14 per cent of GDP[22].

Crime-related damage, lost profit and costs of law enforcement bodies

Calculation of the social cost of crime must take into account the actual damage caused by the criminal acts, plus the lost profit and indirect damage. The operating and upkeep costs of law enforcement bodies must also be considered[23]. In Hungary, figures are recorded only for the direct damage caused by crime. In the category of crimes against property, this grew from 2.75 to 21 billion forints between 1988 and 1991, rising to 62.3 billion in 1995 and 113 billion in 2001. According to figures for 2002, the damage caused by crimes against property fell to 93 billion forints, an 18.6 per cent diminution from the previous year. However, the loss returned declined by the same proportion, from 8.6 billion forints of damage from crime against property in 2001 to 6.8 billion in 2002. No figures are available on the other expenses of crime, or the – probably very high – expenditure on household security. In 2000, the rate of return of damage caused by crimes against property was only 13.7 per cent. The vast majority of the material consequences of crimes committed against property was borne by the victims, and the preventive costs of reducing the risk of becoming a victim were borne by citizens. The unlikelihood of recouping the loss from crime is a factor

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[20] In Budapest, there are highly distinct areas in crime rate terms. Some capital city dwellers are obliged to live among a great many crimes, in circumstances similar to European countries with the highest rates of crime. In other, outlying districts, the crime rate is similar to what it was in the nineteen eighties.

Most crimes relative to population are committed in the 1st, 5th and 6th districts. The number per ten thousand inhabitants in all three was over 1200 in 2000. This is close to the crime rate in countries where the figure is highest. By contrast, the corresponding figure for the 17th district was only 275, well below the national average. The structure of crime in Budapest is dominated by crimes against property, similarly to the situation nationally.

In the last five years, the number of crimes of violence and disorder in Budapest has risen by 10 per cent. Violent crimes in Budapest are dominated by three types: deliberate serious bodily harm, robbery, and disorder, of which the vast majority are committed in public places. Districts differ from each other by a factor of more than five in terms of the number of crimes of violence and disorder per ten thousand inhabitants. Violent crimes are concentrated on the city centre (1st, 5th, 8th, 9th and 10th districts).

[21] The composition of crime-related expenses was:

Costs related to operation of the criminal justice service	CAD	9.7 billion
The private insurance system	CAD	7.0 billion
Material consequences to victims	CAD	18.0 billion
Degradation of the community	CAD	5.5 billion
Material loss	CAD	5.0 billion
Costs of medical care	CAD	0.5 billion
Total:	CAD	45.7 billion

In: Vézina C.: Why Crime Prevention is Better than Cure. www.unchs.org/unchs/english/hdmar98/forum1.htm.

[22] UN ECOSOC (2000): A/CONF.187/L.5. Report of Committee II.: Workshop on community involvement in crime prevention. Tenth UN Congress on Prevention of Crime and the Treatment of Offenders, Vienna, 10-17 April 2000.

[23] Vavró I. (1996): The price of crime. In: Criminology Bulletin, vol 53 (Ed.: Klára Kerezsi) Hungarian Criminological Society, Budapest, p 17.

in dampened willingness to report crime or to cooperate with the authorities. All this weakens confidence in the criminal justice service.

3. SWOT ANALYSIS[24]

	Strengths	**Weaknesses**
Financial resources available in present crime prevention system, including budgetary resources	• Mitigation of damages for victims of violent crimes has begun, victim protection bureaus are being set up by the Ministry of the Interior; • National Crime Prevention Council has been running for eight years now, and supports solely crime prevention programmes; • The Foundation for the Safer Hungary has accumulated intellectual and financial capital for crime prevention causes; • The standardised probation system is expected to bring new resources to the system; • Widespread situational crime prevention has brought in civilian resources; • Neighbourhood Watch schemes, the White Ring Association, and National Civil Guard Federation have brought civilian resources to the system; • The business sector has already started to employ situational crime prevention to protect itself.	• Interior flow of information in the criminal justice system is ineffective; • There are no special services available to victims and offenders; • Financial resources are insufficient and existing resources are improperly distributed; • Communal participation in supporting justice system tasks is very limited.
Structure of present crime prevention system	• The Ministry of the Interior has developed a crime prevention network in the counties; • The Ministry of the Interior's Crime Prevention Centre was set up; • Certain NGOs (e.g. Neighbourhood Watch, property protection chambers, security protection associations, the National Civil Guard Federation etc.) have also developed an awareness of the importance of crime prevention; • The development of the standardised probation system will achieve a more standardised penal system, favourably affecting criminal justice system; Legal solutions are available for the reparation of victims of violent crimes.	• The criminal justice system is outdated; • Mitigation of damages for victims of crimes against property is ineffective; • Recidivism prevention is a low-priority issue in the penal system; • Communication and co-operation between ministries is ineffective; • Local governments lack an adequate sense of responsibility for local public security, and lack the necessary crime prevention means; • Lack of co-operation with social, health care and educational organisations.
Values of the present crime prevention system	• Present system guarantees assertion of human rights; • Tax exemption on minimum wages and the reduction of health care tax will reduce subsistence crime; • National police force measures related to police treatment of violence within the family and the protection of minors; • The police's and local governments' increased efforts to reduce crime opportunity.	• Low clear-up rates in traditional crime; • Crime management system disregards ethnic minority issues; • Prevention of juvenile crime is a low priority issue, although juvenile criminals are a possible source of replacement for adult criminals; • Inadequate community answers to local public security issues; • Reaction to crime is overprioritised in present civilian crime prevention campaigns.

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[24] The SWOT (*S*trengths, *W*eaknesses, *O*pportunities, and *T*hreats) analysis is a useful tool for determining the properties of any system.

Level of **professionalism** in present crime prevention system	• Crime analysing capacity is available; • Information on registered is crime available.	• Lack of comprehensive information on latent crime and frequency of victimisation; • Low crime clear-up rates; • No knowledge of victimisation risks of ethnic minorities.
		Weaknesses (continued)
		• Lack of restorative justice means (damages, mediation); • Lack of experience in assessing effectiveness of penal system; • Lack of professional training and further training in crime prevention; • Inadequate level of professionalism of crime prevention workers; • Individual crime prevention initiatives are not put to good use. .
	Opportunities	**Threats**
Political environment and professional policies of present crime prevention system	• The Government's commitment to crime prevention guarantees workability; • New welfare programme seeks to tackle social, employment, and educational problems underlying crime; • Suppression of subsistence crime has been initiated by means of employment, social, and tax measures; • A nationwide children's welfare and child protection system has been set up; • Hungary has a modern drug strategy; • Hungary has clear ideas about the development of public health; • New elements to be introduced into penal code; • A national network of legal aid services is being developed; • An anti-discrimination law is under way.	• Distribution of crime prevention responsibilities in governmental system could become a source of conflict; • Arguments between the organisations involved in crime prevention regarding crime prevention priorities; • Cancellation of institutionalisation of co-operation system; • Different organisational culture and special interests might overwrite crime prevention objectives; • Actual accomplishment may be at variance with political intentions and expectations; • Insufficient commitment of certain organisations could be counter-productive.
Economic factors in present crime prevention system	• Hungary's accession to the EU will significantly increase financial resources available for prevention tasks; Business sector can be involved in financing crime prevention programmes.	• Lack of necessary funding and/or unequally distributed funds; • Increasing disparity between regions; • High child poverty risks.
Social, organisational, and community issues affecting present crime prevention system	• Fostering greater public awareness to serve objectives of crime prevention strategy; • Making the media an ally in mediating crime prevention objectives; • National and local public forums need to be involved in 'mobilising' communities and presenting results; • Joining the European Crime Prevention Network.	• Gap between expectations and reality; • Fear of crime still does not match the facts regarding the dangers of becoming a victim; • A generation has grown up whose socialisation lacks work culture; • Further increase in rate of criminals from marginal social groups; • Many media still only consider sensation to be marketable.
Technical factors affecting present crime prevention system	• Development of the necessary standards to increase the public's sense of security.	• Local governments' commitment to tasks will not go beyond supporting situational crime prevention.

4. SOCIAL CRIME PREVENTION IN THE PAST, THE CURRENT SITUATION, AND INTERNATIONAL REQUIREMENTS

4.1. The situation in Hungary, past and present

Results in the field of public security and crime prevention up to the mid '90s

In the first half of the 1990s specialised crime prevention bodies were established by the police. Since then, a number of laws, statutes, government decrees and directives issued by the heads of the National Police Headquarters have concerned themselves with regulating the specific tasks connected with crime prevention. However, effective cooperation among government, local governments and local organisations has so far failed to emerge. The relationship between local governments and the police has been determined by a lack of police resources. Although paragraph (1) of article 8 of Act LXV of 1990 on self governments states that local governments should themselves stipulate the requisite tasks relating to public security, it is a fact that in most towns and villages there has been no setting up of public security and crime prevention committees. Finding a "solution" to the question of local security has been reduced to formulating the slogan "more police on the streets". At the turn of the 1990s a number of settlements set up "civil guard" organisations as civil initiatives. Of the 600 such organisations which exist today, one third operate as associations and have the National Civil Guard Federation as the national, voluntary organisation which safeguards their interests. By the turn of the millennium there were 53 thousand people participating in civil guard / neighbourhood watch schemes. In a number of areas of economic life, valuable assets are protected by personal and property protection companies whose operation was made legal by a law passed in 1998. Responsibility for inspecting these companies has since 1995 fallen to police departments concerned with administration, criminal matters and public order.

Establishment of the National Crime Prevention Council and the National Crime Prevention Programme

As the first stage in establishing the national crime prevention body, the Government set up the National Crime Prevention Council in 1995 as a body for the "reconciliation of interests, preparation of decisions and making of proposals", charged with providing views and suggestions to assist the Government in its efforts to reduce crime[25]. The key role of the National Crime Prevention Council was in the establishment of the National Crime Prevention Programme. The government decree which contained the Government's comprehensive crime prevention programme stated firstly that implementing effective crime prevention would require complex social actions which could be effected by coordinated, active participation and support in the area of crime prevention on the part of state and social organisations and civilians and civil organisations[26]. The decree stressed the desirability of social

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[25] Govt. decree 1040/1995. (V.17.)
[26] Govt. decree 1136/1997. (XII.22.)

development programmes which need to be worked out in specific areas of social policy so as to build on each other. In order to establish the obligations which crime prevention will give rise to, the Minister of the Interior was given the task of determining the need for amendments to be made to the police and local government laws and to the criminal statistics data acquisition system. The decree gave the National Crime Prevention Council the task of implementing the actions arising from the activity of the National Crime Prevention Programme and of offering methodological assistance in connection with crime prevention.

Social crime prevention has still not taken shape

In spite of the explicit wording of the government decree, only a tiny part of the crime prevention requirements in the National Crime Prevention Programme has so far been met. The Government only supported the aspects which were aimed at tightening criminal law responses, efforts which are also reflected in previous legislation.

The National Public Fund for Public Security and Crime Prevention

The process broke down to a certain extent when the National Public Fund for Public Security and Crime Prevention was established in 1998 with the aim - in connection with the implementation of the National Crime Prevention Programme and carried out by means of a tender system - of subsidising the crime prevention activities of local governments, NGOs and ordinary citizens from the financial resources available. On 7th July 1999 the Government determined the legislative tasks connected with victim protection and handed over to the National Public Fund for Public Security and Crime Prevention the task of setting the amount of the public funds which could be used for mitigation of damages and subsidising crime prevention tasks in determining mitigation of damages for victims of serious violent crimes against individuals[27]. The National Public Fund for Public Security and Crime Prevention ceased to function in 2001. Government decree 209/2001. (X.31.), stipulating provisions for mitigation of damages by the state for those suffering injury as a result of certain violent crimes, handed over the task of providing state mitigation of damages to the Foundation for the Safer Hungary, the organisation which was established as the National Public Fund for Public Security and Crime Prevention's successor. It was also given responsibility for subsidising disaster prevention and victim protection programmes, whilst retaining responsibility for subsidising the crime prevention programmes.

Victim protection organisations

Recognition of the importance of victim protection is shown by the fact that the Victim Protection Bureau was established in 1998 in the Social Relations and Communications Bureau of the Ministry of the Interior. The task of the new bureau is to implement and coordinate tasks related to victim protection within independent organisations which are under the guidance of the Ministry and the Minister of the Interior, and to ensure cooperation between the social organisations concerned[28].

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[27] Govt. decree 1074/1999. (VII.7.)

[28] In 2002 there were 217 officials working in police agencies in connection with victim protection.

Since 1990 the White Ring Association has been operating effectively in the promotion of victim protection.

Lack of clarity in assignment of powers to government bodies

The mistakes made by Hungarian organisations dealing with crime prevention over the past decade can be traced back to the changes in the activities of the National Crime Prevention Council. It has never been clear, from the moment of its instigation, what organisational form the National Crime Prevention Council should take in pursuing its tasks is, and what kind of system should be provided for supervision and accountability. It has not been clear whether it was the expectations of the Government (which set up the National Crime Prevention Council) or of the Ministry of the Interior (which stipulated the conditions for its operation) which would determine the operation of the National Crime Prevention Council. Its scope of activities was broadened by Government Decree 1075/1999. (VII.7.), which introduced three new areas of responsibility: prevention of corruption, coordinating preventive measures in connection with victims and preventing drug use. However, the requisite arrangements for carrying out the new tasks were not made. These tasks were all new within the ministry, yet their scope was not precisely determined and means of cooperation were not stipulated. The National Crime Prevention Council's coordinating tasks connected with the victims of crime clashed with the Victim Protection Bureau of the Ministry of the Interior, and prevention of corruption in internal affairs competed with the fight against corruption activity of the Ministry of Justice. Likewise, prevention of the drug problem in internal affairs was set against the drug prevention programme of the Ministry of Youth and Sports. Poor resourcing of the National Crime Prevention Council in terms of public funds aimed at crime prevention (the National Public Fund for Public Security and Crime Prevention and Foundation for the Safer Hungary) resulted in a lack of clarity in the relationships between them and the development of a funding applications system which worked at cross-purposes. Given this situation, it was impossible for the Government to fulfil its responsibilities in the area of crime prevention by the turn of the century, and administration of crime prevention activities became confused.

The government's statutory task, stipulated as coordinator of crime prevention

The protection of public security and social crime prevention represent a collective task for a nation, one in which it is possible to reach a political consensus. Experts dealing with crime prevention and members of the administration agree that a comprehensive social crime prevention system and conditions of social crime prevention must be fixed in law. Alongside provisions requiring legislation on a general, statutory level, this also includes so-called thematic amendments to the law which indicate the new kind of complex, sector-based tasks connected to crime prevention. The primary function of the law is to stipulate from among the tasks falling to the state in the area of crime prevention those which can officially become part of the administrative brief of local governments, as well as to indicate those communal crime prevention tasks within the new kind of system which will fall to the police. As a task for which the government is responsible, crime prevention is closely linked to police administration and penal policy. A system of social crime prevention cannot be instigated without also working out a public security strategy, one which is comprehensive and will remain in force over a long period.

The National Crime Prevention Council and the National Crime Prevention Centre – the organisational system of social crime prevention

One of the main objectives of the Government programme is to strengthen and improve "the security of people's livelihood, security in law and public security". Thus it was imperative for the Government to give thought to the various sector-based tasks which would need to be carried out in order to develop the sophisticated legislation required for the establishment of a complex system of crime prevention, and to determine the optimal time frame for their implementation. With a view to ensuring the broader participation of society in the field of crime prevention, the National Crime Prevention Council was restructured, with the Minister of the Interior becoming its chairman and the Minister of Justice its co-chairman. This was stipulated in Government Decree no. 1002/2003. (I.8.). The decree gave the responsibility of determining the managerial and administrative tasks of the National Crime Prevention Council to the National Crime Prevention Centre, which was established within the Ministry of the Interior. By setting up the centre, the Minister of the Interior ensured the continuity of crime prevention guidelines at ministry level. The National Crime Prevention Centre initiated the establishment of new kinds of cooperation procedures between law and order agencies and local governments. With regard to responsibilities in the area of public security, Government Decree no. 150/2002. (VII.2.), which determined the tasks and sphere of activity of the Minister of the Interior, also stipulated his tasks in the coordination of crime prevention. The government also had the urgent task of setting up an information centre, the need for which stemmed from new trends in crime and EU requirements, before the social crime prevention strategy was formulated. This unit, which functions within the Ministry of the Interior, is available for use in the implementation of future crime prevention strategies.

4.2. International antecedents, international obligations, expectations

The UN on crime prevention

At congresses of the UN concerning crime prevention and treatment of criminals, it has been stated on a number of occasions that crime and criminals cannot be viewed solely as problems connected to penal policy, since crime is closely linked to a country's economic and social circumstances. Special attention should be paid to the fact that governments have so far invested little in crime prevention, and that funds used for this purpose in the most developed countries represent less than one per cent of national income, whilst the corresponding sums in developing countries can scarcely be measured. Resolutions nos. 45/121 and 45/166, approved by the UN General Assembly in December 1990, contain a number of new guidelines on recommended standards and regulations regarding crime prevention and the criminal justice system[29].

Priorities in UN documents

In 1991, UN General Assembly resolution No. 46/152 set the priorities for crime prevention (urban crime, juvenile crime and violent crime) and called on the Crime Prevention and Criminal Justice Commission to work out a detailed programme. Resolution no. 1995/9 of the Economic and Social Committee of the UN (ECOSOC) stipulated guidelines for the prevention of urban crime, whilst decree no. E/1997/30[30] gave its decision on the working out of preliminary plans for crime prevention standards and setting up discussions. ECOSOC resolution no. 1997/33 summarised previous resolutions concerning the handling of crime and its prevention.

Community-based crime prevention

In 1999 experts worked out the first version of the UN's guidelines concerning community-based crime prevention[31]. This was reinforced by ECOSOC resolution no. 2001/11 and the Vienna Declaration[32]. In January 2002, UN General Assembly resolution no. 56/261 added further stress to the importance of linking crime prevention which does not discriminate in terms of gender and is founded on cooperation between government and civilian organisations to the fight against

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[29] International co-operation for crime prevention and criminal justice in the context of development; United Nations Guidelines for the Prevention of Juvenile Delinquency; United Nations Rules for the Protection of Juveniles Deprived of their Liberty; United Nations Standard Minimum Rules for Non-custodial Measures; Basic Principles for the Treatment of Prisoners; Guidelines for the prevention and control of organized crime; Measures against international terrorism; Model Treaty on Extradition; Model Treaty on Mutual Assistance in Criminal Matters; Model Treaty on the Transfer of proceedings in Criminal Matters; Model Treaty on the Transfer of Supervision of Offenders Conditionally Sentenced or Conditionally Released; Basic principles on the Role of Lawyers; Guidelines on the Role of Prosecutors; Basic Principles on the Use of Force and Firearms by Law Enforcement Officials; and Model Treaty for the prevention of crimes that infringe on the cultural heritage of peoples in the form of movable property.

[30] ECOSOC. Res. E/1997/30 on „Elements of Responsible Crime Prevention: standards and norms".

[31] Responsible Crime Prevention: Addressing Traditional and Emerging Crime Problems, Buenos Aires, 1999.

[32] See: Vienna Declaration on Crime and Justice: Meeting the Challenges of the Twenty-first Century; ECOSOC Res. 2001/11, "Action to promote effective community-based crime prevention".

discrimination, exclusion and violence[33]. The main group targeted by this strategy is juveniles. In 2002, another group of experts worked out the definitive version of the crime prevention guidelines and made recommendations concerning different forms of international cooperation[34]. In decree no. E/CN.15/2002/4, ECOSOC approved the guidelines for communal crime prevention and called upon member states to bear in mind the principles it contains when developing their crime prevention and criminal justice system policies. At the suggestion of the General Secretary, the 11th UN Congress dealing with crime prevention and the handling of criminals approved the community-based crime prevention guidelines in April 2002[35].

The Council of Europe on crime prevention
One important task of the Council of Europe is the harmonisation of anti-crime measures. The legal sources for this are the *agreements* which are binding for the participating states.

The Council's expectations are formulated in the *recommendations* of the Council of Ministers, which were made in the framework of the Council of Europe dealing with the problems of crime (CDPC); the *proposals* and *programmes* connected with crime prevention, which were made at the criminological colloquia and scientific conferences of the CDPD; and the conferences of the "Pompidou Group" dealing with the problem of drugs and proposals approved at these conferences. This will also contribute to the development of a unified practice.

The *agreements* mentioned above are concerned with measures aimed at particularly serious forms of crime. One example is the agreement dealing with the *seizure and confiscation of material gains from criminal acts*.

The Council of Europe generally deals with questions concerning crime prevention in its recommendations. Among these, the following are the most significant for the development of a national strategy:

- Recommendation no. 19 concerning the organisation dealing with crime prevention (1987),
- Recommendation no. 20 concerning social reactions to juvenile crime (1987),
- Recommendation no. 21 concerning assistance to victims and the prevention of people becoming victims,
- Recommendation no. 2 concerning social measures against violence within families (1990),
- Recommendation no. 2 concerning medical-social aspects of child abuse (1993),

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[33] General Assembly Resolution 56/261 of 31 January 2002, "Revised draft plans of action for the implementation of the Vienna Declaration on Crime and Justice: Meeting the Challenges of the Twenty-first Century".

[34] Guidelines for the Prevention of Crime, Vancouver, 2002, January.

[35] E/CN.15/2002/4.

- Recommendation no. 20 concerning the role of early psychosocial intervention in the prevention of people turning to crime (2000)[36].

One of a number of Council of Europe documents and projects concerned with crime prevention is the publication entitled *Urban Crime Prevention – a Guide for Local Authorities*[37], which contains practical suggestions. A similarly useful resource is the publication entitled *Responses to Violence in a Democratic Society*[38], which consists of a project summary. The aim of the cooperation project, which began in 2002, was to encourage member states to take a comprehensive stand against violent incidents by means of policies which would build cooperation between different institutions. In the course of these activities they would respect human rights and the requirements of a constitutional state. The integrating organisation regards traditional forms of crime and other forms of deviant behaviour as having their roots not in the individual but in society and the environment. In trying to stem these, increasing significance is ascribed to institutions which are outside the criminal justice system, local communities and local community organisations. In 1985, the Council of Europe drew up the European Convention ETS 120 on Spectator Violence and Misbehaviour at Sports Events. This has also been implemented in Hungary.

The European Union's positive stance on social crime prevention – the Treaty of Amsterdam

As stated in the Treaty of Amsterdam, crime prevention is now covered by the police and justice cooperation policies of the European Union in crime-related matters[39]. According to the Treaty, crime prevention includes organised crime and measures against other forms of criminality. Article 29 of the Treaty of Amsterdam, which came into force on 1st May 1999, seeks to "provide citizens with a high level of safety within an area of freedom, security and justice by developing common action among the Member States in the fields of police and judicial cooperation in criminal matters and by preventing and

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[36] Recommendation No. R(87)19 on organisation of crime prevention; Recommendation No. R(87)20 on social reactions to juvenile delinquency; Recommendation No. R(87)21 on assistance to victims and prevention of victimisation; Recommendation No. R(90)2 on social measures concerning violence within the family; Recommendation No. R(93)2 on medical-social aspects of child abuse; Recommendation No. R.(2000)20 on the role of early psychosocial intervention in the prevention of criminality.

[37] Urban crime prevention – a guide for local authorities (Council of Europe, July 2002).

[38] Responses to violence in everyday life in a democratic society.

[39] Documents consulted:

~ Communication from the Commission to the Council and the European Parliament: The prevention of crime in the European Union. Reflection on common guidelines and proposals for Community financial support. Proposal for a Council Decision establishing a programme of incentives and exchanges, training and cooperation for the prevention of crime (Hippocrates). Commission of the European Communities, Brussels, 29.11.2000. COM/2000) 786 final – 2000/0304(CNS)

~ Proposal for a Council Decision establishing a programme of incentives and exchanges, training and cooperation for the prevention of crime (Hippocrates). Official Journal of the European Communities, 27/03/2001 p. 0244-0246.

~ 2001/427/JHA: Council Decision of 28 May 2001 setting up a European crime prevention network. Official Journal L 153, 08/06/2001 p. 0001-0003.

~ Basic Treaties of European Integration. Edited by Judit Fazekas. KJK-Kerszöv Kft. Budapest, 2000.

combating racism and xenophobia".

The extraordinary session of the European Council in Tampere

In the decision reached at its extraordinary session held in Tampere on 15th and 16th October 1999, the European Council stressed that the different aspects of crime prevention must be integrated into the fight against crime. It also stressed the need for further development of the national crime prevention programme, for exchanges of the most effective exercises and programmes to take place, and for the establishment of a network of national authorities responsible for crime prevention, as well as for the exploration of community financing possibilities towards this end.

The crime prevention strategy of the European Commission

When considering elements of the crime prevention strategy, the European Commission divides incidents of crime into two main groups:

a)   The first includes traditional criminal acts (murder, sexual assault), less serious crimes and offences which are more common (theft, receiving stolen goods, fraud), violent acts which take place in different communities and locations (violence in schools and families, violent acts committed during sporting encounters) and instances of antisocial behaviour which are not necessarily regarded as criminal acts by the penal code, but which give rise to tension in a community and decrease people's feeling of security.

b)   The other includes organised crime, which also encompasses organised crime on an international level.

Definition of crime prevention in the EU

In the view of the Commission, crime prevention means any kind of continuous, structured cooperation or ad hoc initiative which contributes to a reduction in both the quantity and the quality of crime. In the area of social crime prevention, cooperation is needed between all individuals and organisations having an influence on reducing the number of instances of crime, the effects of crimes, and the risk of people becoming victims of crime. In this respect, the cooperation of local officials and the law enforcement and criminal justice system authorities, social welfare institutions, the education system, associations (in the broadest sense of the term), the industrial, banking and private sectors, scientific researchers and key figures in public opinion and the media is particularly important. The material produced by the Commission concentrates crime prevention programmes into three basic areas or goals: (1) reducing the opportunity for crime; (2) reducing the effect of social and economic factors which contribute to an increase in crime; and (3) informing and protecting victims and preventing people from becoming victims.

The European model of crime prevention

The Commission regards the criminal jurisdiction policy as supplementary to the European model of crime prevention. The multidisciplinary approach is a common element of preventive strategies.

EU strategy   In the view of the European Commission, the EU crime prevention strategies which need to be developed must operate equally at the level of national preventive policies and at European Union level. They may not, however, take the place of national, regional and local preventive policies.

The objectives of the EU   The objectives of the EU with regard to crime prevention are as follows:

- Opportunity for crime must be reduced, and the likelihood of prosecution for those committing crimes must be increased; opportunities to profit from criminal acts must be reduced.
- The effect of environmental factors which result in people entering the world of crime or becoming recidivists must be reduced.
- The risk of people becoming victims of crime must be reduced.
- People's feeling of security must be increased.
- The culture of upholding the law and of avoiding violent conflict must be promoted and disseminated.
- The principle of "good governance" must be promoted, with particular regard to the prevention of corruption. The infiltration of criminals into the financial, social and political structure must be prevented.

Priorities in the EU   With regard to traditional categories of crime, the priorities of the European Union's crime prevention policies are in the areas of urban, child and juvenile crime, and criminal acts connected with drugs. In the fight against organised crime, efforts must be concentrated against crime related to technological developments, illegal drug trafficking, trafficking in human beings, exploitation of women, sexual harassment of children, counterfeiting and financial crime.

European Crime Prevention Network   Cooperation between member states in the field of crime prevention was strengthened when the Council of Europe approved a decree on 28th May 2001 concerning the establishment of the European Crime Prevention Network (hereinafter referred to as "the network")[40]. The aim of setting up the network was to develop the various tools of crime prevention and increase support for national and local crime prevention activities. Although the activities of the network extend to all forms of crime, the decree reinforces the priorities of urban crime, juvenile crime and drug-related crime[41]. Each member state within the network

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[40] 2001/427/JHA Council Decision of 28 May 2001 setting up a European crime prevention network.
(Areas of cooperation are becoming increasingly separate from each other. For example, at the request of Belgium, a decision was made by the judicature on the establishment of a European cooperation network and the determining of points of contact).

[41] The priorities decided upon by the EUCPN between July 2001 and December 2002 were juvenile crime (the risk factors of crime, e.g. alcohol, drugs, social deprivation); programmes aimed at changing people's behaviour; instruments of the judicature, for example mediation; and the development of partnerships between the police and social services. In the area of urban crime, the most important instruments are dealing with conflict, mediation, anti-theft devices fitted to cars and town- and building-design. The fight against drug-related acts means developing better, more effective law enforcement tools and drawing up social and health policies. During the Danish chairmanship, the three priorities were expanded to include the fight against computer crime, whilst the subsequent Greek chairmanship is planning to make the battle against the problem of migration a priority.

stipulates no more than three points of contact, one of which is the national point of contact[42].

The EU on victim protection

On 15th March 2001 the Council of Europe, on the basis of the conclusions of the Treaty of Amsterdam and the Tampere sessions of the Council, approved the framework agreement regarding the legal status of victims in criminal proceedings, in which it defined the notions of victim and victim protection. For the benefit of member states it stipulated the norms which must be guaranteed for the protection of victims of crime, particularly those at special risk, and in order to avoid secondary victimisation[43] [44].

Hippocrates Programme

The Hippocrates Programme was established at the suggestion of the European Commission[45]. The aim of the programme is to promote cooperation between public and private institutions in the member states, regardless of whether the issue is organised crime or measures aimed at other forms of crime. Candidate countries can also take part in projects aimed at promoting cooperation [paragraph (1) of article 2]. Cooperation between the member states may take the form of training courses, the exchange of experience, research, organising professional meetings and the provision of information.

The AGIS-programme

On 7th July 2002 the Commission unified the previous EU programmes[46] concerned with the war against crime and accepted the AGIS framework programme[47]. This aims to implement the following general objectives between 2003 and 2007[48]:

- Development, implementation and evaluation of European policies in the area of cooperation between the police and the justice system.
- Strengthening network and bilateral cooperation, the exchange of information and experience, local and regional cooperation, and the organisation of common training programmes and scientific research.
- Developing cooperation between the member states, candidates for accession and third countries, and between the relevant regional and international organisations.

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[42] Rules of Procedure for the European Crime Prevention Network of 25 June, 2001

[43] Secondary victimisation: the same natural or legal person becoming the victim for a second time.

[44] 2001/220/JHA Council Framework Decision of 15 March 2001 on the standing of victims in criminal proceedings.

[45] Proposal for a Council Decision establishing a programme of incentives and exchanges, training and cooperation for the prevention of crime (Hippocrates). This appeared in the issue of the Official Journal of the European Communities dated 2001. 03. 27: p. C 96 E/244-246.

[46] Grotius II Criminal, Oisin II, Stop II, Hippocrates, Falcone.

[47] Council Decision 2002/630/JHA (OJ L 203, 1.8.2002, p.5.).

[48] AGIS Programme, Commission Programme for Police and Judicial Cooperation in Criminal Matters, OJ C 2003, 10.1.2003, pp 5-18.

The programme draws attention to new methods of social crime prevention and the conditions for community support.

Common features of the crime prevention activities of international organisations

The resolutions of the UN and other documents which it, the Council of Europe and the EU have produced, indicate that crime prevention tasks are concentrated in two areas: organised anti-criminal intervention operating across national borders, and the fight against new forms of crime and the area of social/community crime prevention which aims to reduce the instances of traditional forms of crime. Organisations and methods vary, but they do have some points in common.

5. FUNDAMENTAL AND OPERATIONAL PRINCIPLES

5.1. Constitutional requirements of crime prevention

Avoiding stigmatisation

Crime prevention is a regulated activity that carries far-reaching responsibilities. It must be conducted with respect for human rights and in accordance with the principles of the constitutional state of law. Clear lines of responsibility and well defined roles must be set in order to achieve a real reduction of crime and victimisation. Paragraph (1) of section 35 of the Constitution of the Republic of Hungary states that the Government has a constitutional obligation to take measures serving the protection of public order and public security. The social crime prevention strategy set up in accordance with international standards and the predictable and accountable system of regulation set up to serve it must fit into social policy in such a way as to comply with constitutional requirements and obligations. Therefore, it is not permissible to make interventions under the heading of crime prevention that are coercive or result in stigmatisation. In defining crime prevention programmes, it must be borne in mind that crime related problems have different effects on women, men, young people and elderly people. In addition, cultural differences and divergent cultures and customs of minorities must also be taken into account.

Application of the principle of proportionality

Selection of the mode of intervention must follow the principle of proportionality, and a balance must be struck between the autonomy of the individual and community control. The UN Economic and Social Council, in its crime prevention recommendation, regards security of life and property as a fundamental human right.[49] It also states that crime prevention measures must be executed with respect for human rights and the liberty of potential victims, offenders and third parties, with heed to the principle of proportionality. A balance must be created between frequently conflicting interests in efforts to establish security for the public.

Avoiding exclusion

Combating crime is a socially accepted objective. However, measures taken to pursue this objective, and the fear of crime, have the possible side-effects of excluding certain groups and raising prejudices against juvenile delinquents, ex-prisoners, drug addicts, homeless people, poor people and Gypsies. The social crime prevention system is based on the principle of social justice. It must therefore endeavour both to avoid social exclusion and prejudice and to uphold rights of security.

5.2. Crime prevention and the criminal justice service

Crime prevention tasks of the criminal justice service

The criminal justice service is a state monopoly. The police, the public prosecution service and the courts react to crimes that have already happened. Thus it is only to a limited extent that the operation of the

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[49] Resolution 1997/33: Elements of responsible crime prevention: standards and norms. UN Economic and Social Council 36th plenary meeting.

criminal justice service affects the complex socio-economic factors resulting in crime. This is rather the task of social crime prevention. However, every individual sentence imposed with regard to prevention of recidivism can improve public security. Favourable effects on crime prevention can also be exercised by raising the law enforcement organisation's ability to react to crime prevention, raising the risks involved in committing crimes, speeding up the criminal justice service, and making punishment unavoidable.

Crime prevention in the penal service

Every means of sentencing that assists the social integration of offenders has the effect of inhibiting recidivism and promoting crime prevention. Therefore, the risks of re-offending deriving from the adverse effect of prison must be reduced. There must be increased opportunities for occupation, training, education and health promotion during the period of the sentence. The possibility of recidivism decreases if the offender faces up to the consequences of the act he or she has committed, and has the opportunity to compensate the victim and appease the community. When the offender's sentence is over, after-care strengthens efforts towards social integration and establishes objective conditions to achieve it (provision of accommodation, restoration of family relations, assistance towards employment).

Signalling

To establish a balance between control, punishment and prevention, there is a need to enhance means of improving deterrent and self-defence capabilities in the operation of penal bodies. One of these means was given in section 117 of the former Criminal Procedure Act, which was obliged the proceeding authority to signal causes of crime detected in the proceedings. Information has learned from a specific crime concerning its causes and the conditions facilitating its being committed could be used to prevent repeated victimisation.

Criminal justice may not be subordinated to crime prevention considerations

In pursuance of the requirement of legal security and protection of human rights, the traditional system of criminal justice, with its many guarantees, must be safeguarded in such a way that it does not become subordinated to the specific considerations of social crime prevention. This must be heeded in order to ensure fulfilment of the constitutional requirements for the operation of penal policy.

5.3. Social crime prevention is an integral part of social policy

Harmony of national and government strategies and programmes

The social crime prevention strategy will contribute to the improvement of quality of human life, economic advancement and the reduction of crime-related moral and material damage only if it works together, in pursuit of common objectives, with the national anti-drug and anti-alcohol strategy, the government segregation-curbing programme, the inter-departmental coordination for integration of the Roma population, the anti-discrimination and national public health programmes, and the government policies for protection of the natural and built environment.

Direct and indirect measures having crime prevention purposes and effects

Every measure and intervention that directly (targeted) or indirectly (by effect) serves to uphold public security must be set up or taken account of within the social crime prevention system. Direct, targeted measures include such measures as preventing abandonment of primary school studies and dealing with associated vagrancy, action against begging, and prevention of football hooliganism. Indirect measures, i.e. those that have the additional effect of reducing crime, include, for example fruitful social policy measures directed at eliminating long-term unemployment and unemployment among the unqualified and new entrants to the job market. Conditions for implementation of measures that directly and indirectly affect security must be provided at both national and local levels.

5.4. Operation of the social crime prevention system is a government responsibility

Governmental direction is a multi-disciplinary task

It is the task of the Government to put in place the fundamental legislative, organisation and technical conditions for crime prevention as an integral part of social policy. This demands responsible cooperation among ministries on an equal-rank basis, firmly rooted in academic and professional interests and values, for which appropriate organisational conditions will be required. Hungary's participation in the European Crime Prevention Network must be provided for. The Government's crime prevention action plan must specify the tasks of the relevant ministries, national bodies and data providers, and prescribe continuous cooperation amongst them. Means must be provided for the utilisation of domestic and foreign research in reducing the effect of causes of crime, bringing down the number of opportunities for crime, and preventing victimisation. In setting up the Government's crime prevention action plan, special tasks will be assigned to the Ministers of Justice, Interior, Finance, Health, Social and Family Affairs, Economics and Transport, Employment, Education, Environment and Water, and Child, Youth and Sports, to regional political leaders and to government politicians responsible for Gypsy affairs.

5.5. Local crime prevention is a local public affair

The coordinator of local social crime prevention shall be the municipality

The social crime prevention strategy and the government action plan for its implementation can only become an integrated part of local social policy with the involvement of the local authorities. Municipalities must, in cooperation with the local police, play an active and leading role in producing plans for local community security. They will take a proactive role in organising local early warning systems and the most diverse forms of cooperation, and the coordination of local crime prevention programmes and their continuous appraisal. The local authority will encourage and motivate self-organisation of local professionals and the public. (Municipalities already have the legal authority to include local public security into local social policy. However, the success of local crime prevention schemes to date have been hampered by confusion over municipal duties relating to local public safety, particularly as

regards the relations between the local authority and the police, and there has also been a lack of central funding for these initiatives.)

Local crime prevention strategy

The diverse challenges posed by crime in different areas can only be met by crime prevention strategy and tactics drawn up as part of local public affairs. The local government, as the owner of most local services and service provider institutions, the controller of local public administration and the local political forum, will lead, motivate and coordinate local crime prevention. As the central reference actor, it will have the definitive role in disseminating information and public security-related data. It may take on an advisory role in the application of higher-level security means and methods, and provide funds for these. It may incorporate local public security considerations into its local legislative and town planning actions. The municipality shall also be capable of mediating between services available in the area and local public security needs.

5.6. Public cooperation in the interests of better public security

Guarantees of cooperation

Crime prevention considerations must be incorporated into every social and economic policy action that has an influence on levels of crime and victimisation. This will be achieved via a continuous cooperative relationship between the Government, the ministries, the authorities, people from sciences, community organisations and other NGOs, the business sector, the churches and individuals. The state must also materially support NGOs prepared to work for the improvement of protection capabilities of society. Experience has proven the effectiveness of crime prevention initiatives in which cooperation is horizontal (interdisciplinary cooperation) and vertical (central and local organisations). The partnerships should make use of constantly-updated skills, and domestic and foreign experience.

The cooperating partners

One of the fundamental principles of partnerships is the "bottom up" approach. In local policy, this principle presumes that actors in local society are capable of asserting their own interests. A special role in improving local public security must be assumed by the police, which must be in permanent relationship with the community to identify and address dangers threatening public safety. Experiences gained in specific crimes already committed must be passed on to affected parties (signalling) and to the community at risk. These experiences will be effectively used in crime prevention if knowledge gained from crime is shared, the effect of the cause of crime can be reduced, opportunity for crime cut and victimisation prevented with the involvement of state, civil and professional organisations and institutions and churches. In addition to the police, Neighbourhood Watch organisations, national civil guards, private detectives, self-governments of ethnic minority, nature protection guards, health visitors, teachers, GPs, medical doctors, child protection workers, social workers, family helpers and workers involved in alcohol and drug prevention and treatment are the most important actors in local crime prevention.

Incentives and motivation for the business community

The business community has major tasks in the improvement of society's self-defence capabilities. It must be made clear to business people that ensuring the safety of their property, employees and customers is in their material and moral interests, and also serves crime prevention. Material incentives must be given to businesses which can promote the integration of people in danger of marginalisation owing to crimes or deviances. (Such are prison employment, employment of people under probation and other non-profit enterprises working for crime prevention aims.) A way must be found of making members of the business community see observation of the environmental protection rules as being in their material and moral interests.

5.7. Ongoing social crime prevention activities

Sources of funding, responsible planning, appraisal

A condition for effective crime prevention is a reliable, predictable and pre-planned source of funds that also gives scope for development. Part of central and local planning will be the clear definition of who is responsible for providing funds, executing and assessing programmes, and attaining the planned outcomes.

Knowledge-based planning

Effective crime prevention is built on information about crime and victimisation and on the knowledge of attitudes to public security. A fundamental condition of producing central, local and special programmes is the availability of authentic information and reliable statistics relating to crime. It is also important that data and information on criminal misdemeanours affecting the public's sense of security are collected and made use of. Research, appraisal and the dissemination of proven models are integral parts of knowledge-based planning.

Constantly ensure diversity, disseminate best practices

It is a fundamental condition of executing the national and local social crime prevention strategies that they be open to new professional initiatives. Crime prevention systems in advanced states are flexible and avoid the inclusion of bureaucratic elements. They therefore usually operate on a grant-giving or contractual basis. Ongoing methodological assistance for crime prevention programmes is provided by analysing effectiveness and arranging for the spreading of schemes that have worked well in one locality or professional area. To this end, they keep up intensive cooperation with media representatives.

Accreditation and professional liability

Accreditation is a guarantee requirement. The accreditation procedure is a check of statutorily-prescribed conditions whose principal purpose is to protect human rights. In addition, accreditation is a statutory requirement for activities and projects of non-governmental organisations, churches and other organisations participating in crime prevention. Accreditation also indicates a commitment to social crime prevention. Provision of the various types of state funding (grants, relief, cost reimbursements, assumption of expenses) is tied to conditions based on cost-benefit analyses and set into cooperation agreements. It is a public administration contract system that ensures accountable,

transparent operation of professionalism and continuous involvement, and the efficient use of public funds.

Training is a guarantee of professionalism

The key to success of the national strategy is ongoing learning of theoretically well-grounded basic and specialised skills that match the requirements. This must be implemented in primary and secondary education as well as tertiary specialised training. Further training schemes must be set up, especially for postgraduate training of university and college graduates. Civil workers must be trained in a course-based system. The subject matter and training material must continuously be updated to incorporate domestic and foreign experiences and new knowledge and methods. Professional requirements must be reviewed every four years to take account of the above considerations

6. THE SYSTEM OF OBJECTIVES FOR SOCIAL CRIME PREVENTION

Comprehensive system of objectives

The basic causes of crime emerge throughout the fabric of society. A crime prevention strategy aimed at achieving public security in a way that improves quality of life must therefore be based on a comprehensive set of objectives. Comprehensive objectives, however, can only be attained by pursuing specific targets. These have to be built into the programmes for every area of intervention and incorporated into the definition of related tasks. The priorities of social crime prevention, the areas of intervention and the tasks assigned may all be modified or be fundamentally changed from time to time.

Strategic objectives

The national social crime prevention strategy must perform a comprehensive, society-wide task. It must improve quality of life by creating security for the public and reducing crime. The legislative objective has thus been identified as the attainment of public security that improves quality of life, and the reduction of crime.

Broad-based objectives

The fundamental and operational principles formulated for the strategy can be broken down into the following broad-based objectives:

- Improve the security of the public.
- Integrate crime prevention into state social policy.
- Set up partnerships between different parties from the community involved in crime prevention.

Vertical approach

These three broad-based objectives may be regarded as giving the main directions of the strategy, enabling a vertical approach to the social crime prevention strategy in three major target areas:

- the everyday life of the public,
- the arena of social policy concerned with crime prevention
- local and sectoral players active in crime prevention.

This three-way division will make the goals clear both to the "subjects" of public security – the citizens – and to the bodies responsible for implementing the strategy: the state and public administration bodies in charge of management and action, and local people and organisations involved in community crime prevention.

The figure below shows schematically the system of targets for the national social crime prevention strategy:

The national strategy for social crime prevention

6.1. The system of crime prevention objectives

Strategic

objectives

levels

Establish public security that improves quality of life, and reduce crime

Broad-based

objectives

levels

Improve security of society

Integrate crime prevention with state social policy

Establish partnerships among crime prevention actors

Specific

objectives

levels

Strengthen sense of security of citizens

Non-violent conflict resolution

Cut down damage done by crime

Strengthen observance of the law

Reduce effects of causes of crime

Reduce victimisation and repeated victimisation

Prevent formation of criminal career

Limit opportunity for crime

Organisation and finance system based on sectoral cooperation

Coordinate among sectors, departments and disciplines

Enhance small-community integration and control

Provide assistance for victims

Increase informations and awareness of crime prevention

The national strategy for social crime prevention

6.2. Crime prevention subsystems
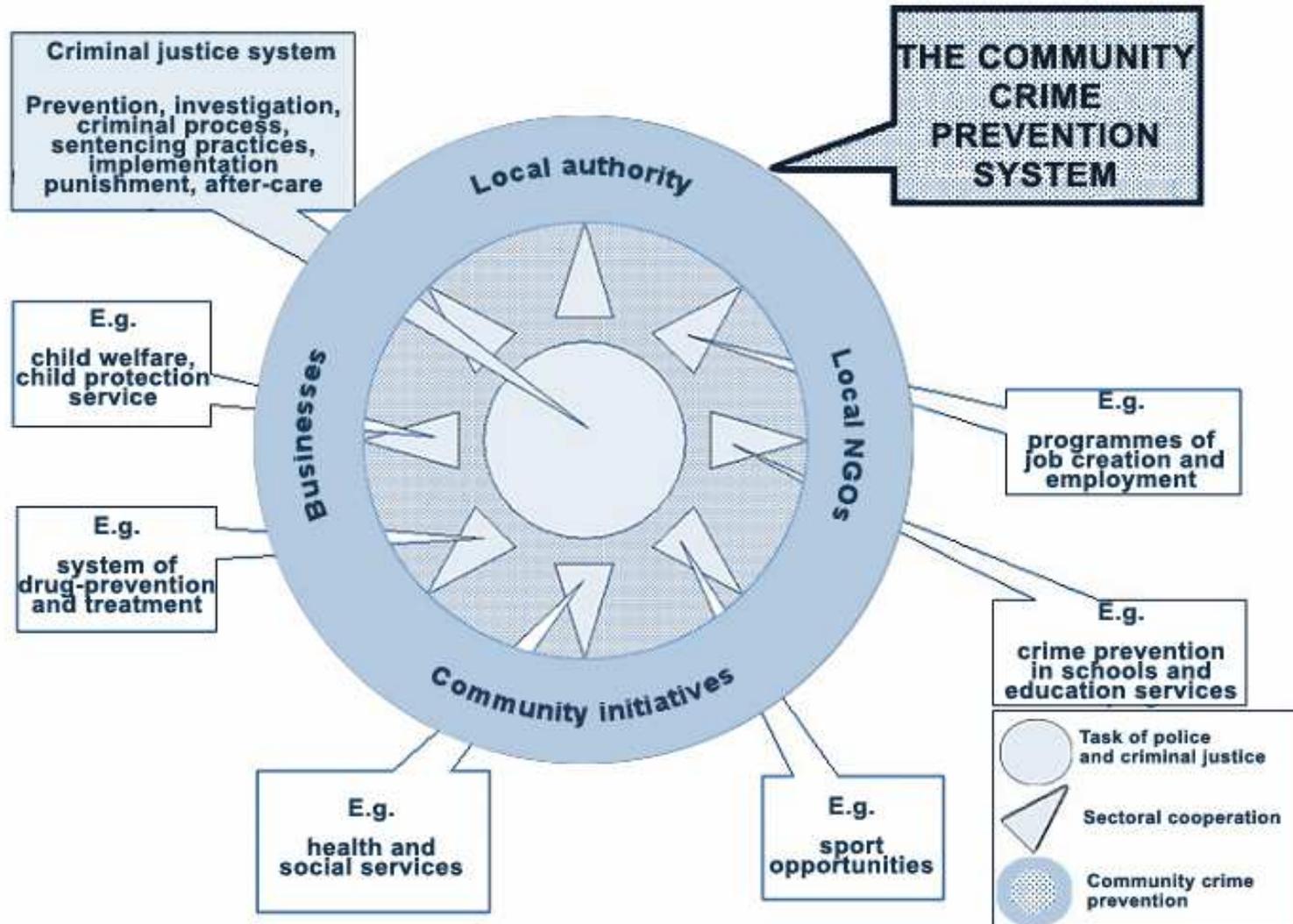
The figure above shows the subsystems of crime prevention. In the comprehensive system of social crime prevention, three areas can be distinguished:

a) The areas which currently deal with crime prevention ex officio, including traditional **police and criminal justice** functions concerned with crime reduction.

b) Close **sectoral cooperation** among state bodies and authorities to reduce the causes of crime, the number of opportunities for crime, and the risk of becoming a victim of crime. Included here are all functions that can be implemented via cooperation between sectors or government departments.

c) The social crime prevention system will be complete if the **local and wider communities** also assume their share, i.e. if action in attaining goals is forthcoming from people and organisations able and willing to act in the interests of improving the community's self-defence capabilities. Particularly important is the active cooperation of local authorities, civil organisations, churches, businesses and other economic actors, communities and individuals.

The subsystems comprising the three main areas of social crime prevention will operate in mutual dependence and complementarity.

7. PRIORITIES AND AREAS OF INTERVENTION

EU crime prevention priorities

Simultaneously with setting up the crime prevention network, the European Union identified three priority crime prevention tasks for member states. These are aimed at juvenile crime, urban crime and drug-related crime.

Horizontal approach

The priorities of social crime prevention, in contrast with the vertically-structured system of objectives, correspond to a horizontally-arranged cross-section of interventions. This means that one priority or area of intervention can promote the attainment of several objectives in parallel. Each priority corresponds to one well-defined sector of the fabric of society or type of settlement. Examples of priorities are the fight against juvenile crime, and curbing violence within the family. Another dimension is the fight against urban crime, also a fundamental task.

Priorities and the system of objectives

It is well known that crime and its moral and financial consequences affect different sections of society and different regions in different ways. Therefore, in the social crime prevention strategy, efficient and institutionalisable reactions must be drawn up both nationally and at local level for every phenomenon that endangers the security and sense of security of the public. Priorities must thus be designated with due heed to specific features of crime and public concerns, and in accordance with international requirements. The priorities will not exclude all else from the social crime prevention strategy, but will definitely be their points of greatest emphasis, consisting of comprehensive intervention target groups and areas identified as holding the greatest promise of effectiveness. Parliament hereby defines these as follows:

- Reducing juvenile crime;
- Raising security of towns and cities;
- Preventing domestic violence;
- Preventing victimisation, helping and compensating victims;
- Preventing recidivism.

Below is a summary of the tasks for each priority and each area of intervention, assigned to particular sectors and principal crime prevention actors:

The national strategy for social crime prevention

Priorities and areas of intervention by sector

Priorities / Crime prevention actors	Tasks of the Judicial Detection and Punishment Systems					Tasks to be pursued via sectoral cooperation										Tasks of community crime prevention arenas				
	Police and other investigation authorities	Public prosecutor	Courts	Penal institutions	Probation service	Health policy	Social and family policy	Youth and sport policy	Education policy	Cultural policy	Child protection	Employment policy	Regional policy	Environmental and nature conservation policy	Roma policy	Municipalities	Businesses	Civil sector and churches	Neighbourhoods and communities	Individuals
Reduce juvenile crime	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓		▓	▓	▓	▓	▓	▓	▓	▓
Increase safety of towns and cities	▓		▓		▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	
Prevent domestic violence	▓				▓	▓	▓	▓	▓		▓	▓	▓	▓	▓	▓		▓	▓	
Prevent victimisation	▓	▓	▓	▓	▓	▓	▓	▓	▓				▓		▓	▓	▓	▓	▓	
Prevent recidivism	▓		▓	▓	▓	▓	▓	▓	▓		▓	▓	▓		▓	▓	▓	▓	▓	▓

The grey zones are the areas of intervention.

The national strategy for social crime prevention

7.1. Prevention and reduction of juvenile crime

Present situation

Juvenile crime more common

In Hungary, 12 per cent of all detected offenders are juveniles. In the last decade, demographic changes affecting the younger age groups have led to falling numbers of detected youth offenders (from 14,321 in 1995 to 11,689 in 2002), and child offenders under the age of criminal responsibility, i.e. 14 years (from 4,159 in 1995 to 3,959 in 2002).

Offences are against property

The overwhelming majority of juvenile offenders commit crimes against property. Among the under-14s, this proportion is 83-88 per cent, and among 14-18 year olds, 70-80 per cent. In the last ten years, every third robbery has been committed by a juvenile.

Drug experience

Passive or active experience of drugs has become part of the socialisation of a rising number of young people. The results of a survey carried out in spring 2002 show that 30 per cent of second-year secondary school students in Budapest had tried out some kind of drug.

Criminal career starting earlier

Research shows that the younger criminal behaviour starts, the higher the chance of repeated offending or the formation of a criminal lifestyle. Whereas only 38 per cent of youth offenders – 14-18 year-olds – committed their first crime at the age of 14-15 in 1997, this had risen to 41 per cent by 2001, according to official figures. Each year, an average of 16,000 youths are charged for summary offences. For the overwhelming majority of offending youths, only the commission of an unlawful act indicates to the child protection authority that the young person has a problem. Only 8-10 per cent of detected youth offenders appear in the records of endangered children.

The threateners and the threatened

Paragraph (1) of article 7 of Act XXXI of 1997, amended by Act IX of 2002, on Child Protection and Guardianship Administration states that children may not be separated from their families if they are at risk for purely financial reasons. After 1997, the number of children at risk as a whole fell considerably (from 420,000 in 1997 to 235,000 in 2002) and

the number of those in the "at risk for financial reasons" category decreased even faster (from 340,000 in 1997 to 153,000 in 2002). After a temporary decrease, the number at risk for environmental reasons went up (from 26,000 in 1997 to 21,000 in 1998, 25,000 in 2001 and 46,000 in 2002). The number of children in the guardianship authority's records for behavioural reasons fluctuates wildly. (48,000 in 1997, 38,000 in 1998, 50,000 in 2001, and 27,000 in 2002.) It is not known whether this is the result of the fall in the child and youth population, the change in registration criteria or an actual improvement in the social situation. Contrary to popular belief, most child and youth offenders are raised in intact families. In 2002, three-quarters of child offenders and over a half (55.8 per cent) of youth offenders were jointly raised by their parents. 9-10 per cent of offenders lived in children's homes at the time they committed the crime. By contrast, the proportion of those between 0 and 17 years old who were under child protection was only 0.88 per cent. The vast majority of detected youth offenders come from disadvantaged, marginalised family environments where poverty, unemployment and daily social problems are dominant experiences. Most of their parents are semi-skilled workers, have no occupation, or are unemployed. They live in a segregated and marginalised environment from their early childhoods. Adverse socio-economic conditions have turned the eastern regions of the country into "crime-producing areas" where the rate of child and youth offenders is above the national average. (For example, as many young people fall foul of the criminal law in Borsod-Abaúj-Zemplén county, with a population of 740,000, as in Budapest, with 1.8 million.)

Segregation

A large proportion of youth offenders neither work or study, and this situation is not improving. In 1982, only 11.7 per cent had no occupation, rising to 45 per cent in 1997, and although the 2001 figure shows some improvement, 34.7 per cent were neither in education nor work at the time they committed the crime.[50]

Young victims

Young people are victims as well as offenders. Every year, over ten thousand people under the age of 18 fall victim to crimes. The number was 12,141 in 2002. In crimes of violence and disorder, children and youths are often victims of offenders in the same age group. Among young people as a whole, it is 17 year-olds that have the highest chances of becoming victims of crimes of violence. In 2002, people under 18 accounted for 13.6 per cent of all victims of violent crimes, 57.7% of rape victims and a fifth of robberies.

Lack of institutional responses

In preventing children and young people becoming offenders and victims, key roles are played by the family, child and youth protection services, educational institutions, civil organisations and churches, and – in setting up local coordination – by local authorities and the police. Experience in Hungary shows that the early-warning system does not work and there is a lack of effective cooperation between child

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[50] Figures for 2002 are not yet available.

protection, social, health, education and judicial institutions and the police. Neither is there an effective multi-source early-warning system for identifying children at risk even within the child protection service. The child protection system has not been integrated with the school child protection network and has not explored the potential in organising school recreational activities. The Child Protection and Care Act provides for inter-institutional case conferences, but in practice this has only taken place among organisations "disposed" to cooperate in any case. The penal authorities, in the absence of the relevant statutory provision, do not develop restorative penal forms, or the restitution and mediation measures that work effectively in other countries.

International obligations

The Council of Europe, in recommendation 20/2000, emphasised the significance of early psycho-social intervention. In drawing up their psycho-social strategies, the member states must follow the principles of minimum intervention and proportionality, and must ensure the avoidance of stigmatisation and discrimination in their procedures. Preventing people from becoming criminals, the recommendation encourages measures which specifically reduce the probability of recurrent criminal behaviour in future. The International Covenant of Civil and Political Rights (1966) states that in the case of a young person, court proceedings must take into account the age of the person and rehabilitation. The UN's "Peking Rules" (1985) set out the framework for an effective judicial system for juveniles. These specified that purely punishment measures should be avoided for young people. The UN Conference on Children's Rights (1989) emphasised the paramount interests of the child, and the "Riyadh Principle" (1990) the necessity for a "child-centred approach". In the prevention of juvenile crime, these documents assigned key roles to families, enhanced family responsibility, schools, the local community and the media.

Tasks of the law enforcement and criminal justice services

Police, Customs and Financial Guard and other investigating authorities

Set up special organisational units at town, county (metropolitan) and national level dealing with juvenile crime.

Cooperate in communication work presenting the dangers of alcohol and drugs to young people.

Implement signalling – to parents and, in the case of children under child protection care, to the guardianship authority.

Protect young witnesses in the investigation procedure. Make use of – in the central and local crime prevention systems – information specific to child and youth age groups that can contribute to crime prevention and combating other deviances.

Public prosecution service

Define requirements for appointment of a youth public prosecutor.

Promote the detection of crimes committed and suffered by young

people and the observation of special provisions; initiate child protection action as necessary.

Attorneys

Defence attorneys who can gain the confidence of a young defendant have a role in preventing recidivism.

National Judicial Council

Provide special training for youth court judges, constantly update courses.

Penal institutions

Devise and introduce research, training, therapeutic and other prevention programmes designed for specific types of offenders and crimes with the aim of preventing re-offending. Carry out regular appraisals of the programmes.

Provide treatment programmes and special teams for alcohol-dependent and drug-using young people in penal institutions and young offenders' institutions and for those not in custody.

Further differentiate youth penal institutions; create semi-open institutions.

Probation service

Impose special age group-specific requirements on youth probation officers, and take measures to enable execution of prescribed rules of behaviour.

Organise communication forums in specific communities involving the police, local authorities, child protection authorities and institutions, employers, schools and skills training institutions.

Establish intensive cooperation with the child and youth protection system during probation and aftercare. Support entry into work.

Recruit volunteers to assist probation officers, make cooperation agreements with them.

Constantly develop the requirements imposed on probation officers regarding mandatory provision of opinions and proposals in cases involving juvenile offenders, and expand the rules of behaviour that seem most promising.

Set up network of social aftercare services for young people released from custody and young offenders' institutions, and establish contractual cooperation with probation officers.

Produce annual report assessing probation officers' experiences regarding juvenile crime in the area, particularly in respect of the causal factors involved in the crimes and in young people becoming offenders.

Tasks to be pursued via sectoral cooperation

Health policy Investigate local characteristics of juvenile alcohol and drug use in cooperation with the bodies involved; draw up local preventive action plan.

Develop assistance service for children and youth (telephone help-line, after-hours service in drug out-patient departments and local youth psychiatric clinics) on the pattern of the existing "Blue Line" service.

Social policy and family policy Develop cooperation between probation services, police, public prosecution service, and family assistance and support services, with particular regard to warning of deviance risk factors and early psycho-social intervention.

Draw up assistance plans for children and youth at risk for financial or social reasons, and prevent segregation.

Expand network of temporary family homes for homeless families.

Set up programmes and institutions to provide social assistance for homeless families and enable continuation of children's education. (Children may not be separated from the family for social reasons.)

Set up leisure-time, training and retraining schemes for young people not attending school and unemployed.

Prepare young people taken into care and in children's homes for family life. Draw up special methods and set up pilot schemes involving external staff.

Youth and sport policy Increase the number of juvenile psychiatric carers, open new juvenile psychiatric wards, and prepare addictological and regional general preventive addictological service clinics for more effective treatment of youth alcohol problems.

Continue and develop the drug consultancy forums. Set up cooperation between them, the bodies responsible for local crime prevention coordination, and the probation services.

Introduce harm-reduction methods and means into drug policy (e.g. needle exchange programmes, "low-threshold" services).

Sponsor ongoing quantitative and qualitative epidemiological studies into the drug problem.

Organise talent-search schemes in cultural, IT and sport activities.

Set up facilities for safe transport home from places of youth entertainment.

Open sport facilities in sports centres and schools to recreational sport for children and youth.

Organise and sponsor small-community sport competitions and championships.

Develop local community schemes and the "safe entertainment venues" movement.

Education policy

Set up an early-warning system for school failures; draw up and regularly assess remedial programmes.

Set up cooperation between teachers involved in school children and youth protection and local crime prevention and alcohol- and drug-prevention workers. Set up forums at county and metropolitan level for those with management responsibility for school children and youth protection.

Integrate non-violent conflict-resolution techniques into national education syllabuses.

Develop decision-making, problem-solving, communication, self-assessment, stress management and interest-assertion skills.

Draw up schemes that respond to truancy and other deviant acts.

Set up and run school clubs that provide recreational and community-creation activities.

Incorporate schemes into education syllabuses to raise respect for nature and the environment (e.g. "forest nursery schools" and "forest schools").

Child protection

Set up institutional cooperation between child- and youth-protection coordinators of the county (metropolitan) probation service, the police, the public prosecutor's office, and the county (metropolitan) guardianship authority and school child- and youth-protection workers' forums. Organise an early-warning system to prevent marginalisation of children and youth, and early psycho-social intervention schemes.

Set up a system of institutions to provide assistance for children and youth who display signs of deviant lifestyle (e.g. alcohol or drug use, straying, truancy, committing summary offences, etc.), helping them to avoid more severe forms of deviance or crime.

Cultural policy

Widen and support the programmes of child and other public libraries, public collections and cultural institutions providing free access to information and useful leisure time activities.

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Roma policy	Set up cooperation between local Roma affairs rapporteurs, minority self-governments, and crime detection, penal, health, family and crime prevention and educational institutions involved in prevention of juvenile crime and juvenile alcohol and drug abuse.
	Organise school preparation and catch-up projects for Roma children and youth, and regularly assess their effectiveness.
	Draw up schemes to support people of Roma origin in becoming social workers, probation officers and family and child protection workers.
Environmental protection and nature conservation policy	Organise youth schemes and exhibitions and set up grant schemes aimed at fostering respect for nature and the environment; support youth organisations with environmental and nature-conservation aims.

Tasks of community crime prevention arenas

Local governments	Set up and operate a coordination forum for all organisations and institutions involved in children and juvenile crime prevention and alcohol and drug prevention.
	Provide funds for local recreational, cultural and sport programmes with crime prevention aspects, with special regard to discovering the abilities of segregated young people.
	Coordinate grants related to local crime prevention schemes.
	Provide accreditation for civil programmes.
Civil sector, churches	Cooperate in crime prevention and alcohol and drug prevention schemes.
	Set up and operate schemes to prevent deviance among children and youth.
	Set up and accredit a non-state (civil and church) probation and after-care network.
Business sector	Organise and provide financial support for schemes contributing to juvenile crime prevention and alcohol and drug prevention.
	Draw up support scheme to widen training opportunities for first-time employees and unemployed youth.
Media and publicity	Carry out regular, broad based reporting on strategic aims, action by cooperating partners, crime prevention schemes and their outcomes.
	Produce family and age-group programmes propagated on media preferred by children and youth (television, magazines and Internet).

National-television children and youth talent-seeking programmes (games and quizzes).

Expected results

By strengthening control by small communities – family and school – the numbers of straying youth can be reduced.

Improvement of conditions for social integration, mainly socialisation opportunities for children and schemes to combat marginalisation and isolation will contribute to strengthening solidarity between generations.

Strengthening the role of schools in moral education and the effectiveness of the crime prevention system will enable the younger generation to learn non-violent techniques for managing social conflict. Confronting young people who face punishment, especially those engaging in violent behaviour, with the consequences of their acts, and running medical schemes, will raise levels of moral responsibility.

Information and educational work to foster respect for nature and the environment will lead to a reduction in the number of children and juvenile crimes harming the built and natural environments.

Setting up an early-warning system and cooperation between representatives of health and social services and social and employment policy, and relevant persons in schools, the police, the probation service and the justice service, and continuous working relationships between local authority departments will prevent children from becoming at risk or presenting risks. Operating the child protection early-warning system will reduce the number of young people drifting towards crime and becoming its victims.

Moral and, where necessary, financial support for families will strengthen small communities and their moral base. Fostering responsibility towards children and raising family responsibility will reduce the chances of deviant forms of behaviour spreading among young people. Applying sanctions to the behaviour of parents who deliberately provide unsatisfactory care will curb the formation of criminal lifestyles.
As a result of the above activities, tolerance within age groups towards distressed and isolated groups should increase.

Beneficially influencing socialisation and other circumstances, especially strengthening training of first-time employees, will foster social integration of young people and equality of opportunity.

Use of restorative justice, with the involvement of the probation service, will raise the chances of forming a sense of moral responsibility, and enhance the subjective conditions for social integration.

7.2 Improving urban security

Present situation

Cities bear much of the burden of crime	Crime is a mainly an urban phenomenon. As in most Western European countries, crime is highest in the capital city. This is where 18 per cent of the Hungarian population live, but where 27-30 per cent of all revealed crimes are registered. There are 450-500 crimes a year per ten thousand of the Hungarian population, compared to 650-680 per ten thousand Budapest inhabitants. Budapest's crime incidence figures are at least fifty per cent higher than those of other towns, and some Budapest districts are well in excess of this.
Typical urban crimes	The number of cars parked on the street has risen by some one and a half million since the nineteen seventies, and this has fostered the spread of crime, especially in larger cities. The highest concentration of vehicle-related crime – 50-60 per cent of the total – is in Budapest. Since the mid-nineties, eight times as many vehicles have disappeared without trace than in the seventies. In three-quarters of cases, the identity of the offender remains unknown. There is a very close relationship between drug dependence and crimes against property in the cities. Personal attacks and robberies in public places are the visible part of violent crime, "street crime": In 2000, 4-12 per cent of the population suffered a street attack, theft in a public place, burglary, or vehicle intrusion or theft. Robbery had become an urban phenomenon by the turn of the millennium, and was being committed with greater violence, brutality and harm. The statistics show a continuous rise in cases of disorder in urban areas. Rising industrial and service activity has led to increasing quantities of waste harmful to the environment. Sensitivity to the environment is traditionally low, and so activities and defaults carrying environmental and health risks have risen substantially.
Factors disturbing urban residents	The quality of life of city people is degraded by, apart from crime, such disturbing phenomena as graffiti, illegal or unauthorised trading, summary offences related to public cleanliness, begging, the presence of homeless people on the streets, and the loosening of traffic discipline. In February 2002, 26.9 per cent of Budapest respondents to a

survey cited litter, 18.8 per cent the poor state of roads, and 16 per cent the low level of public security as the most disturbing factor of city life. Security of urban life is adversely influenced by long-term urban unemployment, urban child poverty, social isolation and the constant compulsion to consume. Constant migration retards the formation of small communities, and inhibits the urban integration of "immigrants". An understanding of security in modern cities, especially big cities, cannot be reduced to the dangers caused by crime. Loneliness, worries about health, tensions arising from existential uncertainty and fear of crime are mutually reinforcing problems.

Public security in cities, authority reactions

Law enforcement is perceptibly unable to fully meet the security demands of city-dwellers. Since the political transition, services that contribute to local security – particularly community-service type law enforcement and crime prevention – have failed to develop at a desirable rate. Consequently, city police officers are frequently looked on by citizens as hostile parties, and citizens have an antipathy towards the police. (A national analysis found that over a third of police covered by the survey were of the view that "a police officer must always have superiority in relations with citizens.") The clear-up rate of revealed crimes is very low in towns. In 2001, the figure for Budapest was 5.6 per cent for theft, 9.4 per cent for burglary, and 21.4 per cent for robbery. Owing to the feebleness of the police's community relations, in many areas it is now only the operation of a volunteer "civil guard" organisation that is an effective basis for improving the local sense of security.

Exodus from the city

The rise of urban crime and the steady decline of urban security is one of the reasons behind the outflux of inhabitants from the city. Budapest's population has fallen by 120,000 in the last six years. The departure of people and families in better social situations has accelerated the weakening of communities and loosened community control. This has a knock-on effect on the structure of the city. Poor security, buildings in bad condition and ghettoisation is reducing the value of areas and housing within them.

Urban segregation

In recent decades, social marginalisation has become a mass phenomenon, and is strongly concentrated on particular cities and districts. The low and still-declining social status of Gypsy people, the weakening of social bonds, and the manifestations of prejudices against Gypsies have become stimuli to crime. The number of Gypsy offenders is highest in underdeveloped regions of the country and segregated zones within cities. Basic knowledge of minority cultures and problems, which could improve communication, is lacking from existing crime prevention work and the professional culture of the criminal justice and penal services.

Responsibility of urban municipalities

Most urban local authorities do not view local public security as their own responsibility, and leave the problem to the police. They do not realise that enhancing public security, as well as its value in raising the

sense of safety among the public, has tangible value for economic development and market security. Community and personal security are not adopted as considerations in local authorities' long-term development plans, and do not appear in local social policy. Working relations between departments and institutions that could be involved in crime prevention are deficient, and information that accumulates in one area is not made use of in long-term local authority planning. The ineffectual role assumed by local authorities, especially in the big cities, inhibits the emergence of community solutions to local security problems.

In setting up a crime prevention network, the European Union has set the reduction of urban crime as a mandatory task – and one of the three priority crime prevention tasks – for collaborating member states.

Tasks of the law enforcement and criminal justice services

Police and other investigating authorities

Produce surveys and appraisals of the effectiveness of area surveillance technology, and build the results into permission-granting and signalling practice.

Analyse reports to police on a regional basis, identify serious crime areas in cities, and conduct continuous problem analysis. Apply crime mapping techniques in the organisation of police work.

Review and assess enforcement practices for summary offences judged within the powers of the police and local authorities.

Restrict outlets for stolen goods by analysing the nature and extent of the market and appraising successful stolen-goods sales methods.

Analyse forms of fraud common in cities (such as those relating to real estate of housing, bank cards and credit) and work out special preventive measures.

Intensify police presence in areas where public-area violence, robbery, disorder and crime against property are common.

Strengthen the service function of the police. Maintain relations with citizens and their communities (rapid reaction, signalling).

Strengthen police training and discipline, improve relations with the public and procedural culture.

Strengthen police-public relations to prevent the occurrence of acts attributable to ethnic discrimination and community conflicts.

Strengthen cooperation between local authorities and the police encourage the formation of public security and crime prevention committees.

In collaboration with the local authorities, propagate effective

situational crime prevention tools to combat crimes against property most frequent in cities, such as burglary, attacks on filling stations, shoplifting, car theft and crimes of violence in public places.

Support initiatives to set up joint police and local authority crime prevention centres; strengthen the links between local residents and the police.

Regularly inform the business sector of new forms of crimes against property directed at them.

Public prosecution service

Enforce accountability in supervision of detection more consistently than is the case at present, in order to fulfil procedural deadlines and raise the efficiency of the criminal justice service.

Courts

Improve the efficiency of the criminal judiciary and reduce the duration of procedures.

Probation service

Strengthen the objective resources for aftercare and social integration via cooperation agreements (contracts with local authorities, businesses and civil organisations).

Draw up employment schemes that efficiently enforce rules of behaviour, with due regard to urban conditions.

For offenders sentenced to community service, organise special schemes aimed at the improvement and restoration of the urban environment, and thus the satisfaction of the community and/or victims.

Set up the objective and subjective conditions for restitution in each town (restorative justice).

Apply mediation.

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Tasks to be pursued via sectoral cooperation

Health policy

Set up progressive treatment and rehabilitation facilities for offenders and victims of violent urban crime, encourage their use, and set up accredited institutions to manage related punishments and actions.

Put special emphasis on expanding alcohol-, drug- and tobacco-smoke-free entertainment facilities for urban youth.

Strengthen the execution of the National Drug Strategy under urban conditions paying heed to the relation between drug addiction and crimes against property. Spread this to neighbouring towns.

Drug consultancy forums shall coordinate their activities with urban crime prevention strategies.

To prevent the development of drug use among young people, raise the effectiveness of school prevention, and draw up targeted programmes in conjunction with the police.

Social policy and family policy

Reduce worries about isolation and personal security among elderly urban inhabitants, women living alone and people with disabilities, by conveying the realistic hazards and raising crime-related self-defence capabilities.

Reduce urban homelessness, develop care for the homeless to incorporate crime prevention considerations, reduce crimes committed by homeless people, and reduce the incidence of victims among them.

Youth and sport policy

Recreation facilities should become accessible to urban children and youth at risk of committing or becoming victims of crimes and to their families. Enhanced support is required for leisure and sport activities directed at them.

Encourage urban sport associations, by providing targeted funds, to involve young people in at-risk and minority groups into regular sporting activity, and ability and talent-seeking activities should be carried out among them.

Education policy

Encourage urban youth to adopt a culture of abiding by the law and fulfilling obligations.

Educate urban children in the traffic rules, the usefulness of public transport, the harm done by vandalism, and the rules for using it.

Strengthen the network of school social workers and child protection workers in urban schools, especially segregated zones within cities, and support organised recreational activities and clubs run in schools.

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Child protection	Set up efficient signalling and cooperation between child welfare and child protection institutions, authorities, services, schools, the police, probation officers and judiciary workers acting in youth affairs.
	Organise special courses to train child welfare service workers in handling children and youth who commit summary offences and display other deviant behaviour.
	Draw up and implement special city-specific educational and employment programmes for difficult-to-handle, deviant, but not yet offending youths and children, including those in child protection care and in children's homes.
Cultural policy	Widen and support the activities of public libraries, public collections and cultural institutions that provide free access to information and distance learning and promote non-school education.
Employment policy	Address potential causes of social exclusion (e.g. prevention of long-term urban unemployment, unemployment among urban youth in their first jobs).
	Full- and part-time employment of unemployed people in crime prevention (e.g. guide, house caretaker, district guard, crime prevention coordinator, street social worker, hospital security guard).
	Widen the range of employment and training opportunities creating the conditions for long-term employment for non- or under-qualified people, retraining for people disadvantaged for reasons of age, social situation or living circumstances.
	Combat illegal work and prevent subsistence crime.
	Organise and support training programmes and work experience promoting long-term employment for unemployed heads of families raising young children.
	Set up special forms and opportunities of employment for the homeless, especially for people of reduced working ability.

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Regional policy	Incorporate the principles of safe environmental design[51] and building into town planning, house building, the planning and operation of shopping centres, banks and industrial, social, health care, cultural and educational institutions.
	Crime prevention considerations have to feature in regional development policy too. Efforts must be made to prevent segregation of residential areas in urban design and reconstruction.
	Build security and crime prevention elements into the development strategies for deprived/segregated urban zones. Reduced geographical and social inequalities within cities and inhibit the development of segregated zones by supporting block rehabilitation and housing estate projects, fostering responsibility for owner-occupied property, and encouraging functional change in urban rust zones.
	Review public lighting standards and the scope for area surveillance technology.
	Enhance passenger security in public transport.
	Plan vehicle traffic and order marking-out of speed-reduction zones around educational, health and social institutions.
Environmental policy	Draw up a National Environmental Protection Programme and a system of related subsidies up to incorporate prevention of activities harmful to the environment, and should strengthen methods encouraging law-abiding conduct.
	Foster social respect for environmentally aware persons, communities and civil and business organisations.
	Reinforce the efficiency of official inspections in the interests of environmental protection.

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[51] Crime Prevention Through Environmental Design – CPTED is a set of solutions and procedures for reducing opportunities for committing crimes through the design of public areas and the conversion of existing structures (parks, pedestrian routes, public transport stops, etc.).

The national strategy for social crime prevention

Tasks of community crime prevention arenas

Local governments   Set up public security and crime prevention committees.

Draw up and support methods to encourage municipal crime prevention associations. Encourage a system of cooperation within the city and its surroundings to pick up warnings of factors that impair the local sense of security (drug use, noisy entertainment venues, other associative conduct), set up a mechanism for addressing these, and operate a public feedback system for handling the problems.

Regularly survey local residents' views on public security (through research, public meetings and residents' forums, and targeted questionnaire surveys). Provide constant information on issues affecting the security of urban residents.

Continuously expand the stock of information available on crimes committed in public areas, and the circumstances, direct causes and consequences of summary offences.

Strengthen working relationships between local authorities and their departments involved in crime prevention, so that information accumulating in each area can be made use of in local authority planning and crime prevention.

Produce comprehensive short- and medium-term local security plans.

Organise projects to reduce social disadvantages to address social exclusion (primarily affecting the Roma population). Strengthen provision of assistance for minority groups or other groups at risk of being offended against.

Encourage return to inner-city areas and draw up urban development policy that inhibits the emergence of segregated urban zones.

Strengthen informal social control by combining residential and shopping zone functions, and establish appropriate service facilities in housing estates and "commuter towns".

Install public area surveillance systems, mainly in the inner cities, and provide information on their installation.

Manage the natural environment in a way that also reinforces residents' sense of security.

Establish security in public areas. Employ urban crime prevention rapporteurs to organise the execution of urban crime prevention strategy.

Provide incentives to local employers and businesses to take an active part in urban restoration and employment programmes.

Draw up a law enforcement practice to incorporate crime prevention considerations in issuing permits to local businesses and in setting the conditions for holding local events.

Regulate opening hours for entertainment venues taking into account the security and peace of the local community.

Support events that present the variety of urban inhabitants in a positive light.

Municipalities should take action to foster the involvement of the media, especially the local media, in crime prevention initiatives. The local community must be properly informed of crime prevention projects.

Propagate security-related information (by newspapers, leaflets, meetings held by local representatives, thematic neighbourhood forums, etc.).

Local businesses   Encourage insurance companies, local security enterprises, local business people, shops, service providers and catering outlet proprietors to protect their own property, workers and customers.

Civil sector, churches   Operate a collaborative network of field workers and civil and church organisations to explore problems related to urban security, and to demonstrate and assess applicable means and methods. To ensure sustained collaboration, it will be required to select collaborating parties, define collaboration parameters and funding, specify the information to be shared and agree on methods of assessing results

To make way for the integrative approach to crime prevention and to boost the innovative power of crime prevention programmes, the "sectoral" structure by which crime prevention programmes are currently pursued must be broken down, and a broad-based collaborative system be aimed for.

Enhance security in public areas by establishing cooperation with civil guard organisations, clearly demarcating duties and providing the funds to carry them out.

Set up cooperation with civil and church organisations undertaking roles in victim assistance, provide the requisite training, and set the cooperation into agreements.

Support urban community forms of crime prevention by which local residents can themselves strengthen monitoring in their neighbourhoods and protect the environment (e.g. the neighbourhood watch, civil guard).

Set up a communication and media strategy for crime prevention that influences attitudes to crime prevention among the public and in civil organisations, and promotes willingness to cooperate with local authorities and/or the police.

Neighbourhood and local residents' tasks

Take part in, or support the work of town/district guard organisations.

Strengthen and support community problem-solving and conflict management related to local security.

Organise and support small-community movements (neighbourhood watch, civil guard, parental solidarity movement, environmental protection initiatives).

Media and publicity

Essential for the improvement of security in towns is the role of the local printed and electronic press. Provide incentives for cooperation between the local authority, and official bodies, institutions and the civil sector in the locality.

National publicity must be provided for successful initiatives by residential communities.

Expected results

Crime prevention considerations must be incorporated into urban social and economic policy, employment, education, health care and housing policy, and town planning. Reduction of urban poverty, social marginalisation and exclusion will lead to improvement of urban public security and foster urban residents' sense of security and tolerance.

By systematically surveying opportunities for committing crime and applying means of control appropriate to the specific local circumstances, crime can be greatly reduced, thus boosting profitability and local business confidence, raising willingness to invest and leading to an increase in local property values.

Improving residents' sense of security is a fundamental element of urban policy, and can be achieved by harmonising police and local authority tasks. Action drawing on thorough analysis of the crime situation, and involving town- or district-level cooperation among various organisations – state, civil, church, small-community – can become a community-forming factor.

As attempts are made to raise the public security of cities, the possibility has to be faced that crime will relocate elsewhere. Crime could actually increase in areas around the city. The regional aspects of crime prevention will therefore become a part of regional development policy and planning and small-region programmes affecting towns and cities. In the surroundings of cities, then, special emphasis must be put on the three-pillar harmony defined among the principles of the strategy, i.e. measures to reduce the influence of social causes of crime, address the causes of victimisation and reduce the number of opportunities for crime.

7.3. Prevention of violence within the family

Present situation

Violence within families

Realistic knowledge of violence within the family is not available, but it is known to be more than a rare, isolated phenomenon in Hungarian society. Abuse of children, women, the elderly and the infirm is part of the way of life in many families, an "accepted" form of small-community communication. Violence within the family involves the constant ill-treatment of many children and women. Research shows that people who were ill-treated as children frequently show a tendency to violence themselves.

What is known

A large section of crimes against the person is constituted by crimes involving injury to family members. Between 1996 and 2001, the number of homicides of relatives and partners grew from 179 to 181. Of the 377 homicides committed in 2001, 47.8 per cent of the victims were members of the offender's own family. In 2001, every third act of serious bodily harm was committed on a relative or partner.[52] Sixty per cent of sexual crimes were also committed against persons related or close to the offender. Family researchers have found that violence is an accepted means of resolving conflicts in families. Alcohol and alcoholic lifestyle are "natural" attendants of sustained family conflicts. In Tolna county, for example, the vast majority of child victims lived in disadvantaged or multiply disadvantaged circumstances, or in families characterised by heavy drinking, coarseness and aggressiveness, and frequently social isolation. The annual number of child abuse cases that became known to the Hungarian health service is around 15,000. In 1994, a survey carried out in Borsod-Abaúj-Zemplén county showed that 5.7 per cent of the under-14 population of the county were seriously at risk in their families, and one-quarter of the 982 abused children were victims of sexual abuse.

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[52] This breakdown is not yet available for 2002 figures.

The national strategy for social crime prevention

Lack of institutional responses	It has been observed in Hungary that victims of family violence do seek assistance, but often change their minds before action is taken and decline any further cooperation. The reasons for withdrawal include constant threats within the family and financial or even emotional dependence. Institutions handling these cases are defective to the extent that they only have one response in case of a child at risk: to remove the child from his or her family. This measure is taken especially in cases of sexual abuse or harassment of the child within the family. Prevention of child abuse is not pursued effectively. Beat children is, with a few exceptions, accepted as a "normal" means of discipline in Hungarian society. Except for cases with the most severe consequences, child welfare services' early warning systems do not work. There is a lack of institutional means to prevent violence within the family. The authorities and service providers obliged to cooperate in this regard more often than not fail in their duties.
International requirements	International treaties regard violence within the family as a severe breach of human rights. In its Declaration on the Elimination of Violence Against Women of 1993, the General Assembly of the United Nations called on states to assist the victims and punish the offenders of violence against women by criminal, civil and administrative means. The Council of Europe, in its Recommendation number R(90)2 on violence within the family, cites articles 16 and 17 of the European Social Charter, which state that the family has a right to social, legal and economic protection, just as mothers and children do to social and economic protection. Its recommendation R(94)14 calls on member states to establish coherent and integrated family policies. This states that the social system must pay particular attention to supporting the poorest families to that they can satisfy their obligations. The means of support must not compromise the human dignity of family members. To establish uniform and integrated family policy, state organisations are obliged to create the conditions for family members to live in security and with dignity. Recommendation R(93)2 of the Council of Europe prescribes that a system of prevention of child violence and neglect be established to detect, identify and assess the problems, make the appropriate, preferably early intervention and carry out aftercare. The recommendation states that the system will only be viable if it combines the skills of several professions and clearly defines the role and responsibilities of affected organisations and authorities. The Parliamentary General Assembly of the Council of Europe, in its Recommendation 1582 (2002) noted that violence within the family takes the form of physical abuse, rape, threats and intimidation. It called on the member states to provide free legal advice for the victims of family violence, psychological and financial assistance for victims, effective protection of victims after the injury has been committed and during the legal procedure, support for NGOs dealing with victims, and training of workers in the field.

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Legislative tasks

Establish the means for applying temporary (72 hours) and longer exclusion orders.

Establish effective executive conditions in sentences imposed in family law judgements, especially for placement of children and withdrawal of communal property.

Tasks of the law enforcement and criminal justice services

Police and other investigating authorities

Respond rapidly and effectively to each request for help.

Institute immediate signalling to child protection services at the start of an investigation into children at risk.

Immediately start administrative proceedings for serving exclusion orders (under future legislation) as part of police or official proceedings launched in respect of violence within the family, where appropriate.

Probation service

Produce mandatory probation officer report and proposal to investigate, as part of the criminal procedure, the circumstances of violence within the family.

On the basis of this, produce a proposal for rules of behaviour serving to protect the victims, possibly including an exclusion order.

Where appropriate, make a proposal on protection of witnesses and enhanced protection of the victim.

Tasks to be implemented via sectoral cooperation

Health policy

Achieve substantial reduction in alcohol-related psycho-social problems.

Preventive protection of children at risk from alcoholic lifestyle, early intervention, signalling to child protection and specialised care services.

Provide therapy and treatment of pathologically aggressive persons, signal protection of those living in their environment, and put in train protective measures for them.

Train health visitors, GPs and specialists in detecting problems and dealing with them in cooperation with other institutions.

Social policy and family policy

Provide 24-hour help line for the entire population, tailored to local needs, for instance by strengthening the village social work service.

Set up early warning system involving social services, health care, courts, family assistance, child protection, education, police and probation services; operate protection, shelter and crisis intervention institutions in social administration.

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Organise rehabilitation programmes and training courses for persons convicted and those applying voluntarily.

Provide medical, legal and psychological assistance to victims of violence within the family.

Organise family therapy and advice as a service, with particular regard for young parents.

Improve skills of workers involved in dealing with violence within the family, organised training specific to the problem.

Youth and sport policy Organise sport and leisure activities for children and youths growing up in an environment posing the risk of violence within the family, reduce the cult of violence and widen means of non-violent conflict resolution.

Organise alternative drug-, alcohol and tobacco smoke-free leisure programmes and holidays.

Education policy Be involved in the early warning system.

React immediately to violent manifestations in schools and school dormitories.

Integrate non-violent conflict management techniques and education for family life into the school syllabus.

Develop decision-making, problem-solving, communication, self-assessment, stress-management and assertiveness skills.

Mobilise school boards and other parental associations to propagate methods of action against violence within the family.

Child protection Ensure that a properly-working parental support is not lost to children and young people affected by violence within the family.

Integrate non-violent conflict resolution techniques into moral education for children in child-protection care.

Provide alcohol- and drug-free leisure environment and activities for children in child-protection care.

React immediately to violent behaviour in children's homes and dormitories.

Raise priority of non-violent family life in child protection care.

The national strategy for social crime prevention

Tasks of community crime prevention arenas

Local governments Survey violence within the family in the town or city.

Organise the local early warning system, and provide coordination among sectors, professions, and civil and church organisations.

Arrange for the operation of crisis intervention accommodation and mother-and-child centres.

Provide and demand special skills for local-level coordination.

Coordinate local grant conditions.

Support accreditation of non-governmental organisations.

Civil sector, churches Support non-profit enterprises.

Support former alcoholics' clubs (Alcoholics Anonymous).

Support non-profit enterprises and civil self-organising initiatives (mediation, problem-solving) for the relief of divorce and other family crisis situations.

Prepare young people who live or formerly lived in single-parent families, children's homes and school dormitories for parenting and family life.

Organise leisure activities for young people growing up in environments burdened with family conflicts and alcoholism, and for the parents that support them.

Media and publicity Employ every means possible in the democratic context to restrict the media from conveying acceptance and rightness of violence.

Conduct a media campaign against violence within the family, informing the public of crisis intervention centres, where to seek assistance, parental responsibility and forums to which those affected, especially children, can turn. (This will be effective only after institutions have been overhauled to accept and deal professionally with victims of abuse and workers with special skills are available.)

Expected results International experience over the last twenty years shows that the wider the scope of discussion, and the clearer the message – if properly delivered – on abuse of women and children, the more reports and requests for assistance are received by authorities and care organisations. Enhanced public attention results in more and more useful knowledge of latent cases. This underpins development of the system of institutions. Access to care and effective assistance greatly reduces family members'

dependency. An essential component is "emergency care", but a sense of responsibility and understanding towards others must also be strengthened.

The media must take a fundamental role in awakening social attention essential to prevention of violence within the family. Problem-oriented programmes can inform social target groups about family conflict and how to obtain assistance. The message must be that domestic violence is an unacceptable and impermissible form of resolving family conflicts.

There are three effective means of preventing violence within the family: early recognition of abuse and neglect via an effective early warning system, special training for cooperating workers, and an institutional protection system. Early recognition of family violence can be achieved by targeted training of workers in the social, health, education and judicial services, and by setting up an early warning system. Professional procedures for handling family violence and cooperation between organisations can break the "recycling" of violence from generation to generation. Services to provide physical and mental security for women, children, elderly people and invalids who have become victims of violence, the serving of exclusion orders, crisis intervention accommodation and rehabilitation schemes for offenders reduce the chance of victims being subject to repeated violence.

By investigating the circumstances of crimes of family violence and using the information obtained, the number of cases can be reduced. With the involvement of the reformed Probation Service, the factors sustaining the habit and tradition of violent conflict resolution within families can be revealed. Knowledge of these factors will help in drawing up appropriate rules of behaviour and reduce the chance of re-offending. Research in this area will provide fact-based insights underpinning the design of family protection schemes in Hungary. Research must be directed at uncovering the attributes common among family members most liable to become victims of violence within the family. These studies will provide a basis for deciding whether there is a need for special preventive, protective or shelter schemes or measures for elderly, chronically ill, or disabled family members, adopted children or children from a previous marriage, long-term unemployed people, or women exposed to constant abuse.

7.4. Prevention of victimisation, assisting victims and compensating victims

Present situation

Chances of becoming a victim

Official statistics show that every year, 300,000 people become victims of crime[53]. A crime against property was committed against 90 per cent of them. Surveys show that the actual incidence of victimisation is much higher than this. A Budapest survey made in 1999 found that 54 per cent of victims had become victims twice or more in the five years up to the survey date, and 26 per cent in the same year as the survey. The chances of victimisation differ between age groups. In 2000, 41 of every 10,000 of the 0-14 population, 145 in the 15-18 age group and 353 in the 19-59 age group became victims of crime. 185 out of every 10,000 of the over-60 population became victims in that year. Fear of becoming a victim is highest among the over-60s, but the figures show that this age group is less at risk than 19-59 year olds.

Chances of recovery of pecuniary loss

The rate of return of damage caused by crimes of property in 2002 was only 7.2 per cent nationally (5.3 per cent in Budapest). The rate of return was particularly low in the case of theft (5.4 per cent nationally and 2.2 per cent in Budapest) and burglary (3.6 nationally, 1.3 in Budapest). Criminal justice bodies do not encourage offenders to make restitution. The rate of voluntary return among crimes against property was only 7.6 per cent. In most cases, the sentencing courts, even though there is the possibility of the "adhesion" procedure for judging civil claims, refer offended parties' claims to a civil court. Thus victims only receive compensation, if at all, after a considerable delay. Most material consequences of crimes against property are thus borne by the victims, and the costs of prevention by citizens. The very low rate of return of loss diminishes propensity to report crimes and to cooperate with the authorities. This all weakens confidence in the criminal justice service.

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[53] According to article 1, paragraph a) of Framework Decision 2001/220/JHA of the Council of the European Union, a victim is a person who has suffered harm as the direct consequence of acts or defaults committed in breach of the criminal law of some member state, with special regard to bodily or mental integrity, mental harassment or economic loss.

The national strategy for social crime prevention

Violence and fear of violence	The average frequency of victims of violent crime was 25.6 per ten thousand of population in 2000. Young people were at a higher risk than average: 39 of every ten thousand in the 15-18 year age group and 41 in the 25-29 age group were victims of violent crimes. The over-60s were at lower than average risk – 12 of every ten thousand were victims of detected violent crimes. Research shows that people are most afraid of violence and attack by strangers. By contrast, violent attacks are three or four times more common against persons known to the offender. 80 per cent of detected homicides and 70 per cent of serious bodily harm were committed by persons in some kind of close relationship to them. 60 per cent of sexual crimes were committed by people related or familiar to their victims.
Child and juvenile victims	Every year, ten thousand minors become victims of crime. Nearly a quarter of detected robberies (21.2 per cent) are committed against children and juveniles. Every day, two people under 18 become victims of robbery. The victims of 10 per cent of violent crimes against the person and 8.5 per cent of lethal crimes are minors. Whereas under half of the victims of detected sexual crimes were juveniles in 1997-1999, this proportion had risen to around 60 per cent in 2000-2001. A large part of violent attacks against minors are committed by parents or carers.
Vulnerable groups	In most counties of Hungary, homeless people are at a particularly high risk. Their social defencelessness makes them potential victims. Crimes committed against persons under the influence of alcohol and drugs are also committed at above-average frequency. Certain occupations and professions also carry a higher risk. Such are some well-defined categories of social workers, and those working in education, banking and certain service sectors. Foreign experience shows a higher risk of victimisation among minority groups. There is no corresponding data for Hungary, but if the same is found to apply here, then it must be regarded as information of strategic significance in working out the action programme.
Anxiety	It is the media that presently communicates to the public the risk of victimisation. This principally involves reports of "sensational", i.e. serious, violent crimes. Fear of crime feeds on this. Research shows that fear of becoming a victim is strongly related to sex, age, income and settlement type. Fear among more defenceless groups of society, the elderly, people living alone, women raising children alone, people with low levels of education, and urban residents also manifests itself in irrational forms. It is also true that financially worse-off social groups can less afford the means of security.
Helping victims, state compensation	The law still does not provide for compensation of mental and physical damage to victims. Procedural rules protect and serve the interests of victims only to a limited extent. Authorisation to provide compensation for victims of serious violent crimes was given to the Foundation for the Safer Hungary under Government Resolution 1070/2001. (VII.10.). The same foundation also supports crime prevention, catastrophe protection

and victim protection projects. The Ministry of the Interior's Victim Protection Offices coordinates the execution of victim protection tasks in independent bodies accountable to the Minister of the Interior. Coordination of preventive tasks involving victims is the responsibility of the National Crime Prevention Council. However, organisational and financial resources required for it to fulfil its tasks were not provided until 2002. A victim assistance service truly independent of the police is still a rare phenomenon in Hungary. There is no support for children, old people or women who become victims. Civil and church initiatives are still virtually non-existent. However, a very good example has been set by the broad-minded victim assistance service of the "White Ring" Public Foundation.

International requirements

The mandatory framework decision taken by the Council of Europe on 15 March 2001, on the Legal Status of Victims in Criminal Proceedings requires member states to develop their legal aid service for the public. Protection of victims of criminal acts must be improved, for which state administration, other organisational and legal conditions must be created. The services of victim protection organisations and specialised institutions must be made available before, during and after the criminal proceedings. Particular attention must be paid to keeping victims informed. This must be done in the interest of preventing repeated victimisation. Recommendation 77(27) of the Council of Europe was designed to serve the victims of crime and their dependants. This was amended and extended to produce the European Convention on the Compensation of Victims of Violent Crimes in 1983.[54] This is another reason why the law on protection of victims must be amended as soon as possible. Recommendation R(87)21 on assistance of victims and prevention of victimisation sets out the state's compensation obligations. Recommendation R(85)11 of the Council of Europe on the position of the victim in criminal law and procedure prescribes that the victim be informed on the possibility of compensation by the offender and by the state. Recommendation R(96)8 of the Council of Europe, entitled *Punishment policy in a transforming Europe* again calls attention to the need for enhanced attention to the witness in the criminal justice system, respect for the physical, mental, financial and social injuries suffered by the victim. Recommendation 6 (2002) of the Council of Europe on manifestations of racial hatred, xenophobia and racial intolerance in sport notes the relationship between sport-related hooliganism and violence and racist extreme right-wing movements. The recommendation encourages member states to prevent these harmful activities by effective measures to prevent and combat racist, xenophobic, discriminative and intolerant behaviour.

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[54] European Convention on the Compensation of Victims of Violent Crimes (ETS No. 116), Strasbourg, 24.11. 1983.

The national strategy for social crime prevention

Legislative tasks

Pass victim protection law.

Pass law on legal aid.

Tasks of the law enforcement and criminal justice services

Police and other investigating authorities

Make the tasks of the police clear, strengthen its service function and its relations with citizens.

Integrate the international experiences of the community oriented police model into local police activities.

Intervene rapidly and effectively on being called for help.

Provide the victim with access – in common languages – to all information important to protection of his or her interests, including the names of services and organisations from which assistance may be requested.

Strengthen witness protection practices.

Warn affected institutions (homes for the elderly, state children's homes, schools), non-governmental organisations, and at-risk sections of the public, of the concrete risk of victimisation via community oriented policing.

Provide signalling to victims of cleared-up crimes on the causes and conditions of the crime, with a view to preventing further crimes and improving self-defence capabilities.

Public prosecution service

Precisely define victim protection tasks during postponement of charging. Under the new Criminal Procedure Act, set up and apply the practice of charge postponement.

Courts

Widen application of restorative justice tools (restitution, mediation, community conciliation).

Make provision in the criminal procedure for hearing victims and allowing them to present their evidence.

Enable victims to put questions in the criminal proceedings to the extent necessary to establish the facts.

Arrange for the codification and application of "victim friendly" procedural guarantees and special rights, the strengthening of the procedural law position of victims, and the judgement of their loss within a reasonable time limit.

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Arrange for the confronting the offender with the injury or loss he or she has caused.

Provide mitigation of the moral and financial loss from crimes, restitution in kind, and the wide application of community conciliation considerations.

Probation service   Arrange for the offender's intention to make restitution and the victim's "preparedness to accept" to be revealed to by the judicial authority (mediation).

Facilitate execution of the restitution obligation imposed on the offender in sentences served in the community.

Penal institutions   Prevent crimes committed by convicts on each other.

Operate libraries promoting reading and learning, and expand material currently held in the institutions.

Tasks to be implemented via sectoral cooperation

Health policy   Set up cooperation between penal services and health services to protect victims.

With a view to reducing infanticide and exposure of children, provide education, within the health care system and as a service in schools, school dormitories and children's homes, on prevention of unwanted pregnancies.

Spread awareness of the higher risk of victimisation run by people under the influence of alcohol and drugs.

Protect health workers and provide training in avoidance of victimisation in the course of their work.

Social policy and family policy   Set up cooperation between the criminal justice service and the social and child protection services.

Expand the village caretaker service, and expand and develop the incipient caretaker service for isolated farms in every region, small region and village. Provide a 24 hour helpline for everybody.

Spread awareness of the risk of victimisation among the homeless and people in similar marginalised situations, and organise prevention (in hostels for the homeless, by street social workers).

Introduce and run victimisation prevention schemes for segregated sections of society and families.

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Draw up victimisation prevention schemes for people in need of protection owing to their age, family situation and state of health.

Raise self-defence skills and capabilities among social workers, and organise protection for them.

Develop measures and programmes to reduce the vulnerability and prevent the victimisation of the targets of "the apartment mafia".

Pay particular attention to the victims of "the apartment mafia" in victim help.

Give top priority to the prevention of the victimisation of elderly people, due to their reduced ability of physical self-defence and increased anxiety.

Youth and sport policy Launch programmes related to addiction prevention on a wide scale, with particular regard to educational institutions and social groups at high risk.

Pay particular attention to introducing highly at-risk young people to regular sport.

Strengthen the culture of sporting behaviour to protect the physically weak.

Popularise self-defence sports.

Arrange security for sporting events.

Education policy Set up cooperation between law enforcement bodies, criminal justice services and education institutions aimed at protection of victims.

Integrate development of self-defence skills into school education, and spread awareness of real risks.

Integrate conflict management training into school education.

Teach non-violent problem-solving techniques. Reinforce the "brain not brawn" attitude among peer groups.

Seek out social exclusion within school and take appropriate steps to combat it.

Give effective protection to victims of violence of bullying in schools and dormitories.

Prepare young people coming out of child protection care for the higher risk of victimisation they will be exposed to.

Protect teachers in conflicts arising from their occupation.

Child protection   Where minors are affected by violence within the family, ensure that a satisfactorily-operating parental support is not lost, keeping in mind that a child may not be removed from the family on social grounds.

Strengthen responsibility among staff, institutions and maintaining bodies to reduce physical, sexual and financial defencelessness of children in child protection care.

Improve self-defence capabilities and enhance responsibility of authorities to prevent young people who come out of child protection care from becoming victims during aftercare.

Cultural policy   Public libraries should provide publications on prevention of victimisation and organise educational events on the subject.

Roma policy   Reduce discrimination; spread awareness of Gypsy culture, customs and tradition-based behaviour among authorities, institutions and service providers in contact with them.

There is an urgent need for a survey of the frequency of victimisation among the Gypsy population and for staff and organisational resources to carry out preventive work.

Environmental and town planning policy   Harmonise the normative system for the built environment with regard to victimisation prevention considerations.

Introduce crime prevention standards for public building design.

Stimulate efforts for a secure and clean built environment and provide financial incentives to the public to create and protect a tidy, green and blooming environment.

Put an end to the "market exposure" of the natural environment, and draw up an effective set of sanctions to protect it.

Tasks of community crime prevention arenas

Local governments   Organise coordination between the local early warning system, administrative sectors, professions and civil and church organisations.

Coordinate victimisation prevention, victim protection, public security, youth, sport, education and environment policies and the child protection service, and integrate them into local public services.

Employ mediation techniques to resolve conflicts arising in the towns, especially those involving prejudices.

Create more equal opportunities for people in disadvantaged situations to obtain physical defence and security.

Provide continuous financial and moral support for neighbourhood watch and civil guards.

Multi-storey car park construction programme.

Popularise the marking of ownership on items of property.

The village caretaker service and public area guards should extend their activities in the interest of protecting victims.

Improve public park equipment to prevent offences against persons.

Set up or strengthen a system of building caretakers.

Provide specific assistance for better protection of property.

Business sector Provide incentives for insurance companies to reimburse damage caused by crimes.

Support the insurance market on the consumer side, on the basis of need (more equal opportunities for security).

Improve incentives for businesses and service providers in the prevention of victimisation. Improve their property security and the security of their employees and clients.

Use information from service provider (e.g. taxi drivers, ambulance staff, postal-, petrol station-, restaurant- and civil security workers) in drawing up crime prevention strategy and tactics, and improve self-defence capabilities among them.

Civil sector, churches Provide financial support for non-profit enterprises towards assisting victims, preventing recurrence of victimisation, and pressing claims for reimbursement of loss through legal channels.

Enable continuous and secure operation of neighbourhood watch organisations.

Support victims' self-help groups and non-governmental organisations in assisting specific groups of victims.

Assist victim protection organisations operating under church sponsorship.
Support parents for children and parental solidarity movements.

Media and publicity   The public must learn of the real dangers and the possibilities of defence via authentic channels of communication.

        The media should exercise self-restraint in publishing sensations, take a role in reducing unjustified fear of crime and raising confidence in the authorities.

Expected results   The spread of information on the links between environmental factors and crime, and the setting up of legal aid services will improve the public's self-defence capabilities.

        Informing potential victims, disseminating specific information on ways of prevention and spreading victim assistance services will reduce the chances of victimisation and the consequences of repeat victimisation.

        Cooperation between local authorities and the business sector, and support of "consumers" will enable the less well-off sections of the population to purchase basic technical equipment for protecting themselves. This promotes equal opportunities in security.

        Proper mass communication of the real dangers of becoming a victim, the means of protection, and the ways of improving self-defence capabilities and skills will moderate people's anxieties of becoming victims. Building self-defence into the training of the most at-risk occupations will result in avoidance of victimisation.

        As the result of victim-oriented procedures (guarantees, authorisations, special rights), there is an increased chance that rights of victims will be upheld, and reparations made for injuries and losses suffered as the result of crimes. This will reduce the fear of crime and boost confidence in the authorities.

        The spread of restorative judicial services, including compensation, small-community conflict management and mediation will lead to the mitigation of moral and financial loss to the victims and the appeasement of communities injured by crimes. Victims' interests can only be effectively served in the criminal procedure with the involvement of probation officers and victim protection services and bureaux.

7.5 Prevention of recidivism

Present situation

Prevention of recidivism, crime prevention

The requirements of punishment policy meet with the objectives of the social crime prevention strategy at several points. Every individual sentence imposed with regard for reducing the risk of re-offending has a crime prevention effect. Every method employed in the penal service (work for convicts and released convicts, continuation of studies, treatment of addiction, vocational training, attempts to safeguard family contacts) to promote social integration of offenders reduces the chances of re-offending, and so serves a crime prevention goal.

Prison as a last resort

In the last ten years, the prison population in Hungary has grown steadily. This is related to the increase in average term of custody. In March 2002, 17,844 persons were being held in accommodation with capacity of 10,800, a 165 per cent "saturation". 43 per cent of convicts were first offenders, 24 per cent recidivists and 33 per cent multiple recidivists. 40 per cent of prisoners came from the north-eastern region of Hungary. Some convicts (263 on 1 January 2003) had been taken into prison through their sentence being changed into a custodial sentence for non-payment of fines. The most common reason for this was lack of money to pay. Crowding of penal institutions raises tensions within them and the harmful interaction of prisoners on each other. The social parameters, level of education and vocational qualifications of prisoners are very poor. (The proportion of people with less than 8 years of school education is 13.8 per cent among adult prisoners and 50.6 per cent among juveniles.)

The prison population is made up of people of Roma origin to an extent considerably above their proportion of the general population. A great many are from disadvantaged social backgrounds. However, hardly any Roma officers work in penal institutions. Consequently, insufficient attention is paid the cultural and tradition-based needs of members of this ethnic group.

International research shows that the prison population has to be increased by at least 25 per cent to reduce the crime rate by 1-2 per cent. Establishing a new prison place in Hungary costs 11.7 million forints. The daily cost of custody in 2002 was HUF 4000 per prisoner. There are also less easily quantifiable consequences of custody. Convicts' self-supporting capabilities are impaired, and they are unable to provide for their families. Withdrawal of liberty is by far the most expensive form of punishment. It must therefore be used for what it is suited: the punishment for the most serious crimes. In Hungary, it is used on a much wider scale – and in many cases as a social care institution. Owing to organisational failings, the after-care system does not effectively serve the purpose of social integration. The reform of the probation service should deliver results much better than those achieved at present.

Reparation also serves prevention of recidivism

There is a lack of means frequently employed in other countries to prevent recidivism, such as restitution, conciliation between victim and offender, shaming punishments and reparative justice, served punishment in the community. For victims, restitution is one of the most important purposes of punishment. The system in Hungary does not meet this requirement.

International requirements and domestic reform

The United Nations' "Tokyo Rules" (General Assembly Recommendation 45/110, 1990) argue for the wider application and execution of non-custodial sanctions. This necessitates more intensive cooperation between the judiciary and the community affected by the crime, particularly in treating convicted offenders, engendering a sense of responsibility among offenders, and fostering their social integration. The Hungarian criminal justice service intends to employ non-custodial sentences and deviation from the ordinary course of sentencing for crimes involving milder judgements. To that end, it set up in 2002 a system for ensuring the effectiveness of sanctions. The purpose of operating the probation service is to expose the risks inherent in the offender's personality and living circumstances that might lead to re-offence, and to reduce their effects, thus fostering social integration and prevention of recidivism.

International experience shows that the cost of sentencing policy arrangements implemented by the probation service is equivalent to hardly 15-20 per cent of custodial punishments. (In Hungary in 2001, the total number of adult probation officers was only 65, while the number of cases was 10,821, so that one probation officer on average had to deal with 166 cases.) The lack of staff prior to reform and the high workload meant that probation officers had little opportunity of meeting with, or properly monitoring the behaviour of their charges, let alone achieving real change in behaviour. There is a need for greater involvement of non-governmental and church organisations in aftercare for convicted offenders. Experience shows that employment opportunities, safe accommodation and sustained human relations reduce the risk of recidivism among released offenders.

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Prior to the 2002 reform, the authorities did not specify rules of behaviour in trial discharge, suspended custodial sentences or conditional discharge because they were aware that the probation service was incapable of enforcing them. For its part, the probation service was insufficiently innovative and did not offer schemes for enforcing specified rules of behaviour because there was no legal provision for establishing cooperation with institutions obliged to enforce them. In postponement of juvenile charges, it is still not established practice to encourage reimbursement of damage by means of a rule of behaviour.

Under the ongoing reform programme, coherent management of probation for adults and juveniles was started up in 2003, accountable to the Minister of Justice. In future, there will be a requirement to set up regional bodies, provide sufficient staff, set up technical resources and harmonise working methods. It is the task of legislators to regulate the execution of probation, after which the service is responsible for drawing up standardised professional requirements and an appropriate training system, with regard to special needs of juveniles, young adults and other groups demanding enhanced attention. It is hoped that the reform to be completed in 2003 will result in an efficiently-operating organisation that represents consistent professional standards and successfully prevents recidivism.

A precondition of drawing up sentencing policy effective in preventing recidivism is the standardisation and reform of all criminal statistics and the regular survey and publication of public attitudes to crime and security.

Law amendment task   Amendment of the Criminal Procedure Act effective from 1 July 2003.

Tasks of law enforcement and criminal justice services

Police and other investigating bodies   Check up on persons on conditional release and persons breaching rules of behaviour at the request of probation officers.

Courts and public prosecution services   Propagate restorative justice tools (restitution, mediation, community appeasement).

Specify rules of behaviour appropriate to the criminal acts and relevant to the personality and living conditions of the offender when the punishment implemented in the community.

Penal institutions   Strengthen the effectiveness of criminal sentences served in the community.

Take minority cultural features into account in attempts to integrate the penal system.

Provide drug and alcohol withdrawal as a service.

Provide job-seeking training as a service during the period of custody.

Offer self-awareness groups and conflict management training as services.

Organise vocational training and employment programmes under cooperation contracts.

Review and re-evaluate the application of milder penal rules with a view to boosting the reintegration of offenders.

Probation service   Make widespread use of mandatory probation officer's opinion and proposals as restorative and recidivism-prevention judicial tools.

Set up the conditions for treating offenders in the community by strengthening the probation service.

Set up constant cooperation between the judicial and social services through the probation service.

Take part in probation programmes to ensure the effectiveness of rules of behaviour.

Strengthen the subjective conditions and objective possibilities in the social integration of offenders on conditional discharge from custody.

Apply the institution of placement in accommodation combined with enhanced probation supervision as a combined rule of behaviour.

Tasks to be implemented via sectoral cooperation

Health policy   Continuous cooperation of the justice service with health services.

Raise the effectiveness of prison health care; provide continuous medical checks.

Provide drug and alcohol treatment as a rule of behaviour in the community and in prison.

Social policy and family policy   Law enforcement and justice services shall continuously cooperate with social and child protection institutions.

Promote social integration of persons released from penal institutions.

Support needy family members of people in prison.

Provide integration programmes and training for offenders.

Promote law-abiding behaviour via family policy programmes aimed at

changing criminal behaviour. Strengthen family responsibility.

Youth and sport policy   Organise drug-, alcohol- and tobacco smoke-free alternative leisure programmes for offenders during the period of sentence in the prison, in the community.

Education policy   Criminal investigators, justice services, penal services and probation officers shall cooperate with educational institutions.

Specify participation in school education as a rule of behaviour for convicted offenders under 30 years old who have not completed 8 years of education.

Specify attendance of vocational training as a rule of behaviour.

Develop decision-making, problem-solving, communications, self-evaluation, stress management and assertiveness skills among offenders during the period of sentence and aftercare.

Promote law-abiding behaviour via programmes aimed at changing criminal behaviour, and confront convicted offenders with the consequences of their crimes.

Child protection   Organise after-school activities for juvenile and young adult offenders during the period of sentence and aftercare.

Integrate non-violent conflict resolution techniques into moral education for those in child protection care.

Provide alcohol- and drug-free environment and recreation programmes for those in child protection care.

Protect juvenile members of families of prisoners, and strengthen their opportunities for integration.

Employment policy   Create employment opportunities in non-profit enterprises for offenders during the period of sentence and aftercare.

Create employment opportunities for adult members of families of prisoners.

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Tasks of community crime prevention arenas

Local governments

Local authorities shall assume tasks in reintegration of offenders living in the area and cooperate with the probation service and penal institutions in the area.

Close or restrict opening times of entertainment venues with high rates of crime.

Business sector

Provide substantial subsidies and benefits for employers providing jobs to offenders during or after their sentences.

Enhance the efficiency of signalling to prevent repeated victimisation.

NGOs and churches

Reduce negative influences in peer groups.

Support groups and institutions providing assistance to offenders under the influence of alcohol and drugs, and self-help groups.

Involve offenders, during the period of sentence and aftercare, in local community programmes and organisations.

Provide and strengthen church pastoral services among offenders during the period of sentence and aftercare.

Inform the public to reduce unrealistic fears and prejudices concerning crime. (Ongoing cooperation with representatives of media undertaking this.)

Involve volunteers and NGOs into the resolution of offenders' social and mental problems.

Sponsor civil initiatives supporting offenders.

Neighbourhood and residential community

Spread restorative justice service (such as mediation).

Strengthen the conditions in the community for reintegration of offenders via a "Take Them Back!" campaign.

Private individuals

Raise tolerance to minorities, migrants, convicted offenders and victims of crime.

Media and publicity

Mass communications should be involved in publicising restorative justice.

The media should assist social integration of offenders.

Expected results	The reformed probation service will more efficiently assist prosecutors' decisions and judges' assessment by revealing on a deeper level offenders' personal characteristics and environmental circumstances relevant to specifying rules of behaviour. As the standard of probation work rises, so will the frequency of application and efficacy of alternative sanctions. This will be accompanied by reduction in penal service costs and the harmful consequences of loss of liberty, resulting in a decreased risk of recidivism.

Prevention of recidivism will be served by the combination of constructive measures in the execution of criminal sanctions, the joint application of training, education and treatment of alcohol and drug problems. Applying rules of behaviour with special regard to the monitoring of serious, violent and sexual offenders during the period of probation under conditional discharge will directly serve the security of the community.

Prejudices causing exclusion of offenders will be reduced by effective compensation of victims. These prejudices greatly inhibit offenders' social integration. Confidence in the criminal justice service will be raised and public security boosted by successful implementation of current criminal policy reforms directed at compensating victims and appeasing the community.

8. THE ORGANISATION AND FINANCE OF THE NATIONAL CRIME PREVENTION STRATEGY

8.1. Tasks of the Government

Guarantees of constant cooperation between sectoral ministers	Fulfilment of the Government's technical and political objectives in social crime prevention rests on the ministers of the relevant departments. They must establish constant coordination and forums for dialogue. They must set up forms of organisation and cooperation capable of monitoring and evaluating developments in society related to strategic goals and priorities. They must manage regulatory and deregulation activities. As part of its constitutional and political responsibilities in providing for the operation of public administration, the Government must ensure availability of the requisite organisational and technical resources and staff.
Conversion of National Crime Prevention Council	By Government decision, the National Crime Prevention Council has been converted into the National Crime Prevention Board to handle coordination of social crime prevention on behalf of the Government. The National Crime Prevention Board takes an active part in implementing the national social crime prevention strategy. The National Crime Prevention Board is led by an expert chair appointed by the Prime Minister, and his co-chairs are the Minister of the Interior and the Minister of Justice.
Tasks of the Chair of the National Crime Prevention Board	The Chair of the National Crime Prevention Board organises the ongoing coordination of social crime prevention departments, arranges for effective social and technical cooperative relationships, provides for regular communication, and provides technical management of the secretariat responsible for the National Crime Prevention Board's administrative tasks.
Tasks of the Minister of the Interior	The Minister of the Interior has responsibility for public order and public security. She has directive powers over the police organisation. She has governmental duties relating to local authorities. She has a key role in the operation of information systems and contacts for tracking domestic and international crime, the protection of victims of crime and in mitigating their losses. Consequently, in the execution of the national crime prevention strategy, she will retain the powers delegated by the Government for the duties mentioned above. The Minister of the Interior, as part of the social crime prevention system, will take responsibility for government duties relating to the Foundation for the Safer Hungary, operate and develop the Crime Prevention Centre set up within the Minister of the Interior

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Tasks of the Minister of Justice

Under the Government decree setting out the functions and powers of the Minister of Justice (157/1998. (IX.30.)), the Minister of Justice is assigned responsibility for the constitutional coherence of the judicial system. He must constantly examine whether draft legislation complies with Hungary's international legal obligations, especially human rights requirements. The Minister of Justice has governmental responsibility for drawing up and applying deregulation considerations. He also coordinates thorough social and economic impact studies for draft legislation. As departmental minister, he has duties relating to the rules of operation of the justice service organisation and the direction of penal organisations. He codifies criminal material, procedural and executive law, and exercises supervision of public bodies (chambers). These can all be harmoniously linked to new tasks serving social crime prevention objectives. The Minister of Justice will draft, introduce and harmonise legislation required for implementation of the national social crime prevention strategy. The secretariat of the National Crime Prevention Board operates within the Ministry of Justice, and its running costs must be met from the budget of the Ministry of Justice. This organisation coordinates the ministry's sectoral tasks relating to, and having an effect on, community crime prevention.

8.2 Finance

Planning and use of funds

The funds for pursuing the goals and tasks of the national social crime prevention strategy are primarily allocated in the Minister of Justice's chapter budget, and are set at the annual maximum of HUF 500 million.

The Minister of the Interior's budget heading shall include the funds to be made available to the Foundation for the Safer Hungary to cover running costs and grants.

The crime prevention strategy tasks charged to the heading must be given proper consideration by the bodies supervising the heading when planning and using their budgets, and crime prevention objectives must also be considered in grant-scheme conditions and awards.

Existing income tax and corporation tax incentives related to public purposes must be widely communicated to encourage more and more public donations and regular donations to be made in the service of social crime prevention. Social crime prevention must be added to the list of public service activity categories covered in the law on public service (non-governmental) organisations.

Continuous finance for tendering systems

Conditions must be defined for tendering systems so that they provide incentives for organisations and citizens to participate, using their own resources, in crime prevention programmes in the state and non-state sector, with calculable effectiveness. The tendering systems must be

set up so that the state uses its resources to recognise and honour people and organisations with intellectual capital, experience and skill in the crime prevention field, such as the neighbourhood watch organisations. The public's active, voluntarily-undertaken, principled participation is a key element of the national social crime prevention strategy. Therefore, state finance does not mean "underwriting" the social costs of crime prevention. However, the financial system must be operated in the awareness that without the participation of civil organisations and individuals, state objectives cannot be attained. In addition, no social policy objective can be attained by purely state means, and this applies equally to crime prevention.