

# European Crime Prevention Award (ECPA)

## Annex I – new version 2013

Please fill in the template in English in compliance with the ECPA criteria contained in the RoP (Par. 2 §3).

### General information

1. Please specify your country.

BELGIUM

2. Is this your country's ECPA entry or an additional project? (**Only one ECPA entry per country, plus a maximum of two additional projects may be submitted**)

This project is the Belgian ECPA entry.

3. What is the title of the project?

CO3

4. Who is leading the project? Contact details.

Province of Antwerp. Department Welfare and Health. Desguinlei 100, 2018 Antwerpen.

City of Antwerp: Department Samen Leven, Grote Markt 1, 2000 Antwerpen

5. What was the start date of the project? Is the project still running?

The project is operational since 01/01/2012 and is still running in a pilot phase till 2014. The preparations for the project have started in 2010, but there is a long pre-history policy of domestic violence aimed at organizing a more multi-agency approach. However, 2010 marked a defining moment to speed up the existing intentions.

6. Please give a short general description of the project. (**Abstract max. 150 words**)

CO3 stands for a client-oriented organisation with three partners collaborating: (1) the police and judicial authorities, (2) the aid and social care services, (3) as well as the

local administrations. They are organized around the client, which is at the core of this approach. CO3 attends to the cooperation between partners.

The common goal is to put an end to violence within families, prevent repetition and improve the living situation of the family members.

CO3 establishes cooperation by looking for solutions for family situations characterized by frequent violence, problems regarding different living situations (small housing, debts, alcohol abuse, conflictual divorces), a difficult start for the aid process and a worrisome situation in which children are brought up. Not only the facts of violence are discussed, but also the underlying problems. The strengths of the family (social network, day spending, bond with the children) are the starting point of the action plan. In every family, one staff member, 'the case manager', attends to the cooperation between the different organisations.

I. **The project shall focus on prevention and/or reduction of everyday crime and fear of crime within the theme.**

7. How does the project contribute to the prevention and/or the reduction of crime or the fear of crime? (**Max. 150 words**)

Co3 aims at putting an end to domestic violence, preventing repetition and reinforcing the protective factors.

By stopping the escalating domestic violence, the number of violent incidents (no new facts) in families (quantitative impact) decreases. Thanks to protective factors, the family is more secure, repetition is being prevented, and prevention actions are undertaken for the future (qualitative impact). Beside the impact in the present, there is also a preventive effect towards the future, more specific the next generations: restoring security in the family and improving the problem situations in families has a preventive impact on handing on violent behaviour from generation to generation. The aim is also to have an impact on other deviant and/or criminal behaviour (drugs, vandalism, violence,...) of youngsters and young adults by providing the family with a healthier base.

8. How is the project related to the ECPA-theme selected by the organising Member State? (**Max. 150 words**)

The project is directed at resolving the most complex cases in which family members with multiple problems are involved, as different agencies. There is a need of cooperation between police, justice, aid and social care services. Altogether, the CO3 project focuses on three major groups of clients. First, it aims to prosecute the perpetrators of domestic violence. Second, it is directed at supporting the victims of acts of domestic violence. Last, it specifically directs its efforts on helping and supporting children that are victims of domestic violence or have witnessed acts of domestic violence. An integrative collaboration between the various organizations

participating in Antwerp's CO3 project is needed to serve these client groups.

In their work, the team focuses on all forms of domestic violence: partner violence, elderly abuse, child abuse, honour-related violence,... as well as towards all the people involved: victims, children, perpetrators,...

9. How is the project contributing to raising citizens' awareness of crime prevention? (**Max. 150 words**)

Co3 is aimed at the entire family, its context and her network. Perpetrators are given a clear signal (accountability of perpetrators) that domestic violence is not being tolerated.

The different family members concerned become a partner in preventing (further) violence and reinforcing the protective factors, by working on housing, health, income, day spending, addiction, education,... The project's goal – beside a repressive action in case of violence – is to have an impact on all family members. The network around the family members is also involved and/or enlarged in order to offer the family more possibilities to use its own strengths. An important message is given by doing so: domestic violence requires efforts from society and must not only be transferred to the perpetrators and/or victims of violence. Furthermore, campaigns, lectures are organized, announcements, articles for the press and journals are written in order to spread the message.

**II. The project shall have been evaluated and have achieved most or all of its objectives.**

10. What was the reason for setting up the project? What problem(s) did it aim to tackle? How, when and by whom were these problems defined? (**Max. 150 words**)

Between the years 2007 and 2010, the city of Antwerp has witnessed a doubling in its number of police reports relating to domestic violence. In 2011, almost 5000 official police reports were registered. In an effort to get a grip on these expanding problems, policy makers chose a radical different approach to the problem. Case analyses, workshops, case discussions revealed a segmented approach where different organizations focused their efforts on one family member instead of the entire family. Clients were referred to different intakes for long months. An average of 6 different organizations were active in one family. Not working together. Victims of other ethnic backgrounds were not reached. The use of services was inefficient (on 45 analysed cases, 48 different agencies were active). There was no common goal, no common reference. There was no strategic level that coordinated and managed the different services active on a case level.

11. What were the objective(s) of the project? Please, if applicable, distinguish between main and secondary objectives. (Max. 150 words)

Main objectives:

Chain partners in the areas “administration”, “security” (police, justice) and “aid care services” in the district of Antwerp are permanently working together in order to prevent (repetition of) domestic violence and/or stop violence inside family systems.

The professionals tune their activities and results to one another based on an integral process chain model for supra-organisational cooperation and are therefore able to address the social issue of “domestic violence” in a long-lasting and efficient way.”

Secondary objectives:

- Organize the cooperation between chain partners so as to tune the services’ interventions on one another
- Create and organize a physical environment in order to support the cooperation.
- Organize information sharing between the partners involved.
- Set up cooperation processes for multidisciplinary cases handling.
- Organize the management over cases handling.
- Handle 100 pilot cases for scientific evaluation in the first pilot year.

12. How was the project implemented? How were these objectives translated into actions? What was the action plan of the project? (Max. 300 words)

**Step 0 : Consciousness-raising      February 2010**

States-General Domestic violence

Defining the problem and providing for an alternative to the chain approach

**Step 1: Preparing and vision drafting      April – June 2010**

Work conference with chain partners

**Step 2:                    Orienting      July - December 2010**

1.        Preparing the initial *blueprint* of the chain based on the current casuistry and adapting with managers and policy officers
  - a.        Research and *analysis of the cases*.
  - b.        *Sounding board session – implementation level*: adapting the conclusions as a result of the case research with operational staff.
  - c.        *Set-up proposal / blueprint*.
2.        Initiating and organizing a *strategic platform* in which strategic stakeholders participate in order to come up with a *common vision* on chain cooperation:
  - a.        Determining *the partners* of the strategic platform as well as the

*decisions* which have to be made by the platform;

- b. Listing which *stakeholders* are playing a role at the strategic, tactical/policy and operational level inside the cooperation chain.
3. Setting up a *chain management team*, which is responsible for the chain cooperation.
    - a. Drawing up a *strategic cooperation agreement*.
    - b. Signing a cooperation agreement by the directions of the chain partners involved and the political leaders concerned.

**Step 3:           Setting up     January – December 2011**

1. Setting up chain processes with the chain management team.
2. Developing tools for the operational chain activities (deontological code, agreements information sharing).
3. Preparing manuals for professionals who perform tasks and roles.
4. Setting up and organizing the 'organizational materials':
  - a registration procedure
  - an operational case consultation
  - an assessment team
  - appointment of case managers
5. Organization of meetings of the strategic platform in which strategic decisions are taken for the purpose of setting up the chain.
6. Developing a chain information system

**Step 4:           Carrying out   January 2012 – December 2014**

1. Regular activities related to the chain implementation
  - a. Managing the chain
  - b. Managing the cases
  - c. Further developing the chain process
  - d. Drawing up a sustainability plan to follow up developments and achieve the intended results
  - e. Training the staff

**Step 4:           Evaluating     January 2012 – December 2014**

1. Intermediate evaluations
2. Scientific research: effect and efficiency
3. Final evaluation

13. Was the context analysed **before** the project was implemented? How, and by whom? Which data were used? (**Max. 150 words**)

Context analysis student University of Tilburg:

The aim of this research was to gain insight in the relationship between intensity of collaboration and perceived chain effectiveness.

The methods which were used to collect data are a document study, semi-structured interviews and observations.

The most important finding in the part of roles and responsibilities is the fact that the chain misses a manager on the strategic level.

**Case analysis Inflecto:**

At the mid of 2010, the consultancy department Inflecto carried out *qualitative, exploratory and descriptive research* in order to visualize the target groups as well as the approach of domestic violence. This case analysis was the basis of a *blueprint* for the chain cooperation. The specificities of the target groups (perpetrators, victims, witnesses), the tools used by the professionals, the number of interventions and the existing methods were a.o. recorded in the light of the existing cases with casuistry relating to domestic violence. The different chain partners analyzed in total 55 complex cases.

14. Has the project been evaluated? Internally and/or externally? Process and/or impact evaluation? How, when and by whom? Which data and techniques were used? (**Max. 300 words**)

**External evaluations:**

**Process evaluation: Researcher at the University of Tilburg.**

Period: March 2012 – June 2012

Three methods of data collection have been applied in this research thesis.

Documents, observations and interviews were used to gather information.

The research question was "*How did the various preconceived causal factors result in making up Antwerp's CO3 chain?*"

**Impact evaluation: external. Researcher at the University of Leuven.**

Period: January 2012 – December 2012

The sub-questions of the research were:

- (1) *What are the effects of the CO3 cooperation relating to the approach for the client system in all its aspects?*

*(2) What are the effects of the CO3 cooperation in terms of repetition?*

*(3) How does the situation within the client system develop regarding a number of living situations?*

For the first research question, 80 cases have been handled by CO3, as well as 80 similar cases by the services and organizations which receive signals of domestic violence. These cases have been analyzed and compared in the light of a series of characteristics providing information on the intakes, the reach and the guidance continuity.

Besides, these factors have also been examined, for the first research question, more generally and qualitatively in interviews with case managers who have mainly been asked for information about the third research question.

For the second research question relating to the effect on possible new facts, the same 80 CO3 and 80 non-CO3 cases have been examined in terms of repetition.

As far as the third research question about the evolution in a number of living situations in CO3 cases, the screening tool defining the signals and protective factors has been used as a basis for an action plan as well as when closing the case.

In addition, 15 cases have been examined in detail concerning these living situations, and the case managers concerned have also been consulted on the matter.

**Internal:**

Status reports are transmitted quarterly to the local and supralocal steering committee.

15. What were the results? Was the project implemented as originally intended?

To what extent were the intended objectives of the project achieved? Please refer back to the objectives mentioned in question 11. What works/has worked for whom in what circumstances? Was there any unexpected side-effect? (**Max. 300 words**)

**Strategic goals:**

- In order to come to a long-lasting cooperation, a cooperation agreement has been drawn up and signed by the different chain partners. It has then been confirmed by the permanent deputation of the province as well as the borough council of the City of Antwerp.
- As far as achieving a long-lasting and efficient approach is concerned, current impact evaluation, results in December 2013

**Operational goals:**

- Cooperation is organized in one physical work environment.
- As far as information sharing is concerned: agreements are written down in the cooperation declaration. There is a deontological code for CO3 staff members, as well as a declaration of pledge of secrecy and a folder for the

clients.

- The cooperation processes are defined. A manual has been drawn up and is being used, evaluated and adapted for several months each time. A sustainability plan has also been drawn up and includes goals which have to be achieved by 2014 in terms of finality, clients (not only the clients' system but also the partners), organization and growth.

The factor 'culture creation' is closely related to the creation of an organizational structure. The creation of a structure and a corresponding culture go hand in hand. By organizing training sessions, the various participants have been introduced to each other's viewpoints, and action has been taken to forge mutual trust and share meanings and interpretations.

An intended side effect is the possibility of gains in operational 'efficiency'. By reducing the amount of duplicate work and by reducing repetition, organizations expect to make improvements in their internal capacity.

A side effect with immediate benefits is that, by 'learning' about each other's activities and working methods, the various organizations get a better view of what to expect from each other, and consequently what not to expect. They are also able to get a more nuanced perspective on issues of domestic violence, and they are enabled to reflect on their own methods and approaches by contemplating the methods and approaches of other organizations.

16. Are there any reports or documents available on the project and/or the evaluation of the project? Please, provide references to the most relevant ones. **(Max. 5 references)**

1. Report of the case study. "Intrafamiliaal geweld in casu". Inflecto B.V. see annex
2. An explorative study to the relationship between intensity of collaboration and perceived chain effectiveness. Marcel Hoefnagel. Master Thesis. University of Tilburg. Department of Organization Studies.
3. The Formation Process of Antwerp's CO3 Chain. Samir Azerki. Master Thesis. University of Tilburg. Department of Organization Studies. see annex
4. Declaration of cooperation Pilot project CO3 see annex.
5. Periodical status reports to the local and supralocal steering committee.

**III. The project shall, as far as possible, be innovative, involving new methods or new approaches.**

17. Why is the project innovative, original or creative in its methods and/or approaches? (Max. 150 words)

For Belgium, the project is very innovative at the organization level as well as the clients' level.

The most innovative aspect has been the effective cooperation in accordance with a chain approach as well as casuistry. Professionals of different organizations are physically one very team which discusses complex cases together and handles according to well-defined, successive actions. An action plan has been developed according to a common goal by which the professionals concerned have a mandate to make decisions and where agreements are binding. The fact that a prosecutor, police officer and social worker are working together casuistically makes the project unique. It is also the first time that these services use a common registration tool, so as to no longer spread data over different sources.

A second innovative aspect is that the client is involved in the tackling the issue. We assume that the client is responsible for his behaviour, but that the context in which this behaviour took place needs to be taken into account. We are therefore experimenting for instance with "Eigen Kracht Conferenties" ("Own Strengths Conferences", a kind of empowerment).

**IV. The project shall be based on cooperation between partners, where possible.**

18. How and to what degree were relevant stakeholders involved (directly or indirectly) in the project? (Max. 150 words)

Multiple stakeholders were involved. Three organizations (province, city and chief public prosecutor) have joined forces in 2010 to 'push and pull' their own organization and other essential partners in setting up the project. The director of the city department invested the necessary budget.

Political support had to be built for the CO3 project. A strategic meeting in January 2011 between the governor of the province of Antwerp, the mayor of Antwerp, the minister of justice and the minister of welfare was a first milestone for the project.

The support of the leaders of the individual organizations was also needed and got concrete by setting up a strategic platform. This steering committee was split up from the operational start of the project in a local committee and a national

committee. The local committee plays a role in ensuring the progress. The national committee's role is to be informed and discuss structural issues.

19. Which other (local, national, international) partners were involved in the planning, development and/or implementation of the project? Who were they and what were their roles? (**Max. 150 words**)

	Organization	Sector	Organizational level
1	Province of Antwerp	Administrative	Tactical + Operational + strategic
2	City of Antwerp	Administrative	Operational + tactical + strategic
3	BZN De Stobbe	Assistance	Operational
4	Police Minos	Police	Operational
5	FPS Justice	Judicial	Strategic
7	CAW Metropool (Centre for Social Welfare)	Social work	Operational + tactical + strategic
8	OCMW Antwerpen (Social Service Department)	Administrative	Operational + tactical + strategic
10	Police of Antwerp	Police	Operational + tactical + strategic
13	Public Prosecutor Antwerp	Judicial	Strategic
14	Justitiehuis (House of Justice) Antwerp	Assistance	Operational + Tactical +strategic
15	Dienst voor Strafrechtelijk beleid (Department for Criminal Policy)	Judicial	Strategic
16	Instituut voor Gelijkheid van Mannen en Vrouwen (Institute for Equal Opportunities between Men and Women)	Administrative	Strategic
17	Federal Public Service Home Affairs	Administrative	Strategic
18	Centrum Geestelijke Gezondheidszorg VAGGA (Centre for Mental Healthcare)	Assistance	Strategic + operational
19	Vereniging voor Ontwikkeling en Emancipatie van Moslims (Association for the Development and Emancipation of Muslims)	Assistance	Operational

20	Integrale Jeugdhulp (Integral Youth Assistance)	Assistance	Operational + strategic
21	Vertrouwenscentrum Kindermishandeling (Advice Centre for Child Abuse)	Assistance	Operational + strategic
22	FPS Justitiehuizen (Houses of Justice)	Judicial	Strategic
23	Welzijn, Volksgezondheid en Gezin (Welfare, Public Health and Family)	Administrative	Strategic
23	Inflecto	Private	Strategic

**V. The project shall be capable of replication in other Member States.**

20. How and by whom is the project funded? **(Max. 150 words)**

From the start of the project, the City of Antwerp and the province have combined their means in organizing the project. Specific services of the city and the province who work on the topic of domestic violence use their own budget. In general, the city and the province provide for the conditions: location, ICT, back-office support (e.g. communications, team coaching).

The project started with a small team of members who had a lot of experience in domestic violence. These professionals stay on the pay-roll of their own organization. There is no extra funding, the goal is to encourage services, that already focus on domestic violence, to work more closely together when confronted with the CO3 target group. From October on, 20 social workers from the police, 5 more justice assistants, 4 extra workers from the Social Service Department, as well as different social work services will start working on CO3-files. The strategy consists in slowly spreading the CO3-method.

21. What were the costs of the project in terms of finances, material, infrastructure and human resources? **(Max. 150 words)**

The operational cost is spread among the chain partners.

The different partners provide themselves for the staff expenses, with laptops and mobile phones. They second a staff member according to a part-time scheme. These staff members have already been active for years in tackling domestic violence. The current team of CO3 is made up of 14 persons, who make up 7 FTE.

The City and Province of Antwerp provides for the framework and spreads the costs according to a 50/50 arrangement. Regular budgets are used as much as possible. The City has adapted her existing electronic registration system (Digitt) for CO3. Communication tools (a.o. folders) are provided by the province. Housing is provided by using, during the first two years, an available

place in the new justice house. Everyone is therefore contributing.

Extra investments at the start of the project (city and province):

- Process supervision by consultancy bureau in the period 2010-2011: 300.000€
- Scientific research: 60.000€

22. Has a cost-benefit analysis been carried out? If so, how, and by whom? What were the findings? Please provide supporting information. **(Max. 150 words)**

The goal is to evaluate CO3 on the 3 levels: a process evaluation has been carried out in the beginning of the project, an impact evaluation is currently performed and will be delivered in December 2014. The goal is to start an efficiency evaluation next year, running until the end of the project (December 2014). Due to cut-backs in the city and province, we still lack the necessary funding for this third analysis.

23. Please describe the context of the project in as much detail as possible: basic theory or principles which form the basis of the project, geographical area, legal context, timescale. **(Max. 300 words)**

The pilot project CO3, running 2012-2014, covers the arrondissement of Antwerp, a predominantly metropolitan area with one million inhabitants. An arrondissement is an administrative and judicial territory. Half of the inhabitants live in the city of Antwerp, with a large port and very diverse population. The other inhabitants are spread in more agricultural regions.

The theoretical idea of the project is that in order to deal with a fragmented community with various complex and social problematical cases, organizations are forced to collaborate with each other (Goedee & Entken).

The most cases of domestic violence reported show that different types of violence occur in one family and that many of the families have multi-problem situations. Therefore, a multidisciplinary approach is needed. The judicial approach and the welfare approach should be connected wherever needed.

Police reports (federal police statistics): in 2011, 57.142 reported cases of domestic violence.

For the arrondissement of Antwerp, 5.837 cases of domestic violence were reported to the police in 2011. Dark number research show that 14,7% of women and 10,7% of men report to have experienced partner violence.

Domestic violence is a priority of the criminal justice system. There is not one "overall" law, but a combination of different laws, e.g.:

- a federal guideline for police and public prosecutors, on how to handle cases concerning the investigation, the interrogation of victims and suspect, the use of victim support and the criminal prosecution;

- a constant refinement of the legal framework, with the main following examples:
  - 1° The law of 15 May 2012 concerning temporary restraining order: in cases of imminent danger, the public prosecutor can impose a temporary restraining order of ten days;
  - 2° The law of 30 November 2011 on exception of the oath of secrecy for professional social workers and members of the medical sector.

2. Please, write a **one page** description of the project:

*Administration, police, judicial services and aid care services working together for an efficient approach of domestic violence.*

Violence in the family is a social issue which staff members of different organizations are often confronted with. A case study carried out among different services of the City of Antwerp showed that on average, six organizations are in contact with the family concerned. In order to come to the most efficient approach possible, a better harmonization between the services concerned is necessary.

To make this possible, staff members from the three areas in Antwerp, i.e. the administration (city and province), police/justice and aid care services are cooperating as part as one Client-oriented Organization: CO3. The goal of this organization is to put an end to violence in families.

By cooperating on the basis of a chain model, the different working methods are being tuned to one another in a common action plan in which the family (the client) is at the centre. Not only the facts of violence are discussed, but also the underlying problems inside the family. In order to prevent repetition, emphasis is laid on protective factors. The strengths of the family are the starting point of the action plan.

Het ketenmodel werkt via de volgende stappen:

1. Reception and intake: in this process, incidents of possible domestic violence are reported by different services. If those cases meet the criteria – complex situations with a need of multidisciplinary cooperation -, several organizations involved, an unsafe situation for victims and children, and difficulties to start up an aid care or judicial process -, they are reported to CO3 and the participating services screen the cases for risks of danger and, if necessary, crisis interventions are performed in order to avoid acute danger. Reporting comes from justice, the police as well as the aid care services.
2. Making-up of a file and analysis: the cases which meet the CO3 criteria are discussed in according to a multidisciplinary approach during round table meetings. A case manager in charge of collecting all the information is appointed.
3. Assessment and classification: in this process, cases are being assessed (seriousness of the problem), classified (which problems) and prioritized (how urgent it is to take action), according to a risk screening tool. This is the basis of a global action plan in which long-lasting measures are defined. The client's perspective is taken into account as much as possible in this plan.
4. Assignment of the case management: at this point, the case is attributed to a case manager, the action plan is made concrete with the executive chain partners and tuned with all the members of the client system concerned.
5. Implementation: at this stage, the interventions are carried out, coordinated and adapted in the light of the results such as intended for the client system.
6. Evaluation: in this process, the effects of the interventions on the client system as well as the cooperation between the chain partners (within and outside CO3) are evaluated.

The project is in a pilot stage from 2012 up until 2014, with an extra goal consisting in creating a cooperation practice which can be extended to other regions and target groups.