

# European Crime Prevention Award (ECPA)

## Annex I

Approved by the EUCPN Management Board in 2018

Please complete the template in English in compliance with the ECPA criteria contained in the Rules and procedures for awarding and presenting the European Crime Prevention Award (Par.2 §3).

### General information

1. Please specify your country.

SPAIN

2. Is this your country's ECPA entry or an additional project?

Yes

3. What is the title of the project?

Police documentation in Easy-Reading format for vulnerable people

4. Who is responsible for the project? Contact details.

Central Unit for Women and Family Affairs (UFAM)  
Judicial Police General Commissariat  
National Police of Spain

Studies Cabinet of the Central UFAM  
Phones +34 91 582- 1081 / 1079 / 1074  
Email: [cgpj.ufam.gabinete@policia.es](mailto:cgpj.ufam.gabinete@policia.es)  
Site: [https://www.policia.es/\\_es/colabora\\_ufam.php#](https://www.policia.es/_es/colabora_ufam.php#)

5. Start date of the project (dd/mm/yyyy)? Is the project still running (Yes/No)? If not, please provide the end date of the project.

From 2018 up to now

6. Where can we find more information about the project? Please provide links to the project's website or online reports or publications (preferably in English).

**Easy Reading Institute:**

<https://www.institutolecturafacil.org/>

**UFAM. National Police of Spain:**

[https://www.policia.es/\\_es/colabora\\_ufam.php#](https://www.policia.es/_es/colabora_ufam.php#)

**Documentation in easy-reading format:**

The rights of the victim: [https://www.policia.es/miscelanea/ufam/acta\\_victima\\_delito.pdf](https://www.policia.es/miscelanea/ufam/acta_victima_delito.pdf)

The rights of the victim of gender-based violence:

[https://www.policia.es/miscelanea/ufam/acta\\_victima\\_genero.pdf](https://www.policia.es/miscelanea/ufam/acta_victima_genero.pdf)

The rights of the victim of sexual violence:

[https://www.policia.es/miscelanea/ufam/acta\\_victima\\_sexuales.pdf](https://www.policia.es/miscelanea/ufam/acta_victima_sexuales.pdf)

The rights of the victim of Human being trafficking:

[https://www.policia.es/miscelanea/ufam/acta\\_victima\\_trata.pdf](https://www.policia.es/miscelanea/ufam/acta_victima_trata.pdf)

The rights of the victim of terrorism:

[https://www.policia.es/miscelanea/ufam/acta\\_victima\\_terrorismo.pdf](https://www.policia.es/miscelanea/ufam/acta_victima_terrorismo.pdf)

7. Please give a **one page** description of the project (**Max. 600 words**)

In order to facilitate cognitive accessibility to victim's crime rights, by means of Easy Reading police documentation, a public-private partnership between Spanish National Police (UFAM) and Easy Reading Institute has been established. The project began in 2018 starting with the "translation" of the Victim's Rights in easy-to-read format, specifically for victims of gender-based violence, sexual violence, human beings trafficking and terrorism.

Institutions Concerned :

The Family and Women Attention Units (UFAM) are the Spanish National Police Units specialised in the fight against gender, domestic and sexual violence.

There are 173 UFAM's in Spain with tasks of prevention and investigation of crimes and protection of victims. UFAM is a police unit with a special concern for the most vulnerable victims.

The Easy Read Institute is a social organization that defends the right of all people to understand the information that surrounds us. It vindicates the right of all people to understand the information that surrounds us. Carries out advocacy, research and awareness-raising activities. It specialises in managing projects related to Cognitive Accessibility, such as Easy Reading.

Institutionalization of the collaboration:

The collaboration between both parties originated from the need to make available reports of rights to the most vulnerable victims of crime in an easy read version. The collaboration was formally embodied in a Collaboration Agreement between the two institutions which was published in the Official State Gazette of Spain.

Beneficiaries:

Easy read is an internationally approved technique that allows information to be adapted to formats that are easier to understand for the needs of all people.

Vulnerable people as: people with intellectual disabilities, people with low literacy level or people at risk of social exclusion are the main beneficiaries of this initiative.

Benefits of the Project

With this project, the victims can have reports of rights and other police documentation in an easy read format, which facilitate the communication between the Police and the victim at the moment in which they are being informed of all their rights. In this way, the person can understand autonomously, and regardless of their cognitive ability, what their rights are as a victim of crime in such a critical situation. This initiative allows the National Police to lead a public innovation strategy by introducing accessibility criteria in the design of police services and committing to the social responsibility of public administrations, taking into account social inclusion as an inspiring principle of citizen assistance.

This project is framed within:

- The Sustainable Development Goals
- The Convention on the Rights of Persons with Disabilities relating to respect for legal capacity through procedures for the provision of support measures such as easy read.
- The Directive 2012/29/EU of the European Parliament and of the Council Establishing Minimum Standards on the Rights, Support and Protection of Victims of Crime.

Currently, it is planned to make more police documentation available to the public in easy-to-read format, and work is continuing along these lines.

**A 17-minute video explaining this initiative has been produced and can be used for a presentation to other interested Law Enforcement Agencies.**

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

8. Which **crime prevention/ reduction mechanisms** were used in this project to contribute to crime prevention and/or the reduction of crime or the fear of crime? Multiple answers are possible.

**Establishing and maintaining normative barriers to committing criminal acts**

e.g. 'Offenders, we are watching you' campaigns

**Reducing recruitment** to criminal social environments and activities by eliminating or reducing the social and individual causes and processes that lead to criminality

e.g. social and financial support for disadvantaged families

**Deterring** potential perpetrators from committing crimes through the threat of punishment

e.g. decreasing the time between arrest and punishment

**Disrupting** criminal acts by stopping them before they are carried out

e.g. increasing police patrols in vulnerable areas

**Protecting vulnerable targets** by reducing opportunities and make it more demanding to carry out criminal acts

e.g. placing locks and cameras

**Reducing the harmful consequences** of criminal acts

e.g. initiatives to recover stolen goods

**Reducing the rewards** from criminal acts

e.g. restorative justice programmes

**Incapacitating** (or neutralising) perpetrators by denying them the ability (capacity) to carry out new criminal acts

e.g. imprisonment of key gang members

**Encouraging** desistance from crime and rehabilitating former

offenders so they are able to settle back into a normal life

e.g. prison rehabilitation programs

Explain how this/these crime prevention mechanisms were used ((**Max. 300 words**))

The focus of the project lies on the prevention and reduction of secondary victimisation of those who have been victims of such serious crimes as domestic, gender-based and sexual violence. It focuses specifically on vulnerable people with a greater emphasis on those with intellectual disabilities.

Judicial and police procedures are complex in terms of formalities, deadlines, bureaucracy, etc., which in many cases leads to defencelessness and re-victimisation. Hence the fear of victims to report and to initiate a procedure whose terms they do not fully understand.

Making police documentation available to people with disabilities in Easy Read format makes it easier for them to understand their rights and the procedure as a whole. This encourages reporting and reduces the fear of facing such revictimising processes.

The easy-to-read police documentation project aims basically to facilitate victims' access to justice and police services.

One of the main objectives of the UFAM is to improve the police response to crimes of gender, domestic and sexual violence. Along with this, police attention to the most vulnerable people is the great challenge.

Avoiding re-victimisation is a fundamental task to be carried out in any police intervention. Preventing re-victimisation in this area means, among other things:

- Taking into account the needs of the victim, understanding that if they have a cognitive disability it will be necessary to interact with them in a language or way that they understand. It is about their right to understand and be understood. Easy Reading contributes to this.
- Consider the victim as an active part of the process, informing them of all the steps to be taken and allowing them to have autonomy to make decisions. This can only be done if they understand the process they are involved in, which can also be achieved through easy-to-read documents.

Guaranteeing all these rights is not an option, but an obligation that derives directly from the victims' statute (Directive 2012/29/EU of the European Parliament and of the Council Establishing Minimum Standards on the Rights, Support and Protection of Victims of Crime).

**II. The project shall have been evaluated and have achieved most or all of its objectives.** For more information on evaluation, click [here](#)

9. What were the reasons for setting up the project? Was this context analysed before the project was initiated and in what way (How, and by whom? Which data were used?)? In what way did this analysis inform the set-up of the project? (**Max. 150 words**)

The UFAM is responsible for the prevention and investigation of serious crimes against persons, such as gender, domestic and sexual violence. Among its strategic objectives is the attention to vulnerable people. In this framework, a study has been carried out to observe the prevalence of these crimes among people with disabilities. According to the macro-survey on gender violence carried out in Spain by the Government Delegation for gender violence it has been found that:

- 31% of women with some degree of disability reported having suffered some form of violence (either physical, sexual or psychological) from their current or former partner.
- In the case of sexual violence inflicted by a partner, 8.5% of women with disabilities report having suffered it, compared to 3.9% of women without a disability.
- 10.9% of women with disabilities reported having suffered physical violence from their partners compared to 4.7% of women without disabilities

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

In compliance with the strategic objectives set for the UFAMs lies the improvement of the police response to vulnerable victims of gender-based crimes. Thus, the project is focused on:

- Preventing secondary victimisation and re-victimisation
- Generate more confidence of victims in police services
- Encourage vulnerable victims to report to the police.

As more concrete objectives the project aims to:

- To enable victims with intellectual disabilities to understand their rights.
- To improve communication between the police and victims who may have cognitive difficulties.

- To enable victims to make autonomous decisions in the police and judicial process.

The overall aim is to comply with the provisions of Directive 2012/29/EU of the European Parliament and of the Council Establishing Minimum Standards on the Rights, Support and Protection of Victims of Crime.

11. Has there been a process evaluation?<sup>1</sup> Who conducted the evaluation (internally or externally?) and what were the main results? Which indicators were used to measure the process? Did you make changes accordingly? **(max. 300 words)**

Although a formal evaluation of the implementation of the Project has not yet been carried out, Instituto de Lectura Fácil has carried out an evaluation process of a previous initiative, resulting in very positive conclusions in the implementation of cognitive accessibility measures in the design and execution of public services. It means that more specific data cannot be provided for this evaluation since the study to which these results correspond, owned by the Government of Andalusia (Spain), and has not yet been published.

Police documentation in easy-to-read format is the same as in the normal format but is written in a simpler way: the definitions of the most complicated concepts appear in context, they are visually more user-friendly, they have to have certain margins, etc. They must also follow IFLA and Inclusion Europe protocols and may, in their edition, include a pictogram indicating that they are easy-to-read documents. The resulting documentation undergoes several processes of legal, cognitive and technical validation, so that an evaluation is already implicit in the production process itself.

In order to ascertain the degree of use of the victims' rights reports in easy-to-read format, the heads of the UFAMs established throughout the country (a total of 173 units) were asked whether they are using this type of documentation to hand over to vulnerable victims. As a result, it was found that the degree of use is not as widespread as desired, the main reasons being:

- The majority of victims who have cognitive accessibility difficulties are usually accompanied to the police station by family members or caregivers. In these crimes, the perpetrators are often the caregivers on whom the victim is emotionally dependent. For this reason, the aim is to continue to promote the autonomy of the victims.
- Easy-to-read documents take up considerably more space than the original documentation, which in some cases prevents them from being used because they consume much more paper in printing. This will be solved by hosting them on a server for downloading via a QR code to be delivered to the victims.
- It has also been found that it is cumbersome for the police officer dealing with the case to have to search for the easy-to-read documentation in a different file than the one he/she is using to take the report. It is therefore planned to incorporate this documentation directly into the police report database so that it can be obtained automatically.

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<sup>1</sup> **Process evaluation:** Also called *implementation evaluation*, or *monitoring*, this process documents **how the activities were implemented** in order to determine any deviations from the original planning. It facilitates finding explanations for when the results of the intervention are not as expected.

12. Has there been an outcome<sup>2</sup> or impact<sup>3</sup> evaluation? Who conducted the evaluation (internally or externally?), which data and evaluation method were used and what were the main results? Which indicators were used to measure the impact? (**Max. 300 words**)

In the evaluation carried out by the Instituto de Lectura Fácil for another initiative that it previously developed, it was determined that offering public services that are more cognitively accessible, through tools such as easy reading, increases citizen satisfaction, decreases the complexity of administrative procedures associated with public service and drastically reduces the need for advice from officials in assisting citizens in accessing public service and the corresponding loss of time for the performance of their own functions, so that greater efficiency is achieved and effectiveness of human resources in those services that we implement taking into account the cognitive accessibility approach.

In the light of the surveys carried out among the different territorial UFAMs, a number of lessons have been learned:

- The existence of this police documentation in easy-to-read format needs to be better publicised among the police services (it should be borne in mind that the Spanish police force is an institution made up of more than 60,000 people).
- It is necessary to train police officers in disability awareness. There are currently between 2 and 3 online courses on police attention to disability with an average of 2,000 students each. In addition, within the framework of the Next Generation EU recovery funds programme, specific training is planned in the form of a video entitled "Cognitive Accessibility as a guiding criterion for police work within the framework of the Family and Women's Services Unit (UFAM) of the National Police Force" and a training day on "Police procedures in Easy Reading: resources to make police service an accessible and inclusive public service".
- It is necessary to inform the general public about the existence of this service in the Spanish National Police. To this end, the information leaflets and the institutional video of the UFAM ([https://www.policia.es/\\_es/video\\_colabora\\_ufam\\_presentacion\\_en.php](https://www.policia.es/_es/video_colabora_ufam_presentacion_en.php)) place special emphasis on the preparation of UFAM personnel to attend to vulnerable groups and in particular to people with some kind of disability.

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

13. How is the project innovative in its methods and/or approaches? (**Max. 150 words**)

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<sup>2</sup> **Outcome evaluation:** Measures the **direct effect** (i.e., extent of the changes) **of the intervention on the target group, population, or geographic area**. The information produced by the outcome evaluation determines at what level the **objectives were achieved**.

<sup>3</sup> **Impact evaluation:** Measures **long-term effects** of the intervention on the target group, as well as **indirect effects** on the broader community. The information produced by the impact evaluation determines at what level the **ultimate goals** of the intervention were achieved.

This initiative allows the National Police to lead a public innovation strategy by introducing accessibility criteria in the design of police services and committing to the social responsibility of public administrations, taking into account social inclusion as an inspiring principle of citizen assistance.

The easy-to-read work process allows for the generation of a co-creation environment where the same potential users of the police records participate in their creation, for which a firm commitment is made to place the citizenry at the centre of the design of new services accessible to the public. It also represents an important measure of social inclusion for all the validators who perceive how their participation in these projects provides public value for an important part of society and represents a commitment to inclusive and socially innovative public services.

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

14. Which partners or stakeholders were involved in the project and what was their involvement? (**Max. 200 words**)

Central UFAM of the National Police of Spain and the Easy Reading Institute are the main partners of this Initiative. The collaboration was formally embodied in a Collaboration Agreement between the two institutions which was published in the Official State Gazette of Spain. Public-private partnership between Spanish Police (UFAM) and Easy Reading Institute (ILF) has made possible to facilitate cognitive accessibility to victim's crime rights.

The process in which all the parts participate is the following:

The UFAM makes available to the ILF that police documentation used in its relations with citizens for its adaptation to Easy Reading.

The ILF develops the process of adaptation and layout according to the criteria established by IFLA and Inclusion Europe and following specific criteria in the fields of grammar, lexicon, semantics and textual style reflected in the easy reading standard UNE 153101: 2018 EX. The team of doctors from the Pablo Olavide University carries out the technical-legal validations.

Finally, Dilee Easy Reading is responsible for coordinating groups of people with different cognitive and social profiles to carry out cognitive validations. These results are returned to the ILF with the appropriate observations for modification according to the feedback received.

Once again, the documentation is reviewed at the Central UFAM for a new validation from a technical point of view. The UFAM takes all the necessary steps to disseminate the materials among the police units concerned.

The UFAM Central, the ILF, the Department of Law of the Pablo Olavide University of Seville and the DILEE Co-operative Society are therefore active parties in this project.

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

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

Initially, the costs of the project were covered by own funds of both institutions (the Spanish National Police and the Easy Read Institute).

In order to make further progress and extend Easy Reading to more police documentation while training the police personnel who will use it, a project has been submitted to European funding and has been chosen as eligible for funding under the Next Generation EU recovery funds programme. It is currently in the process of implementation. The following section shows the items and their costs by way of illustration.

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

The following is an example of the next actions to be undertaken in the framework of the collaboration between the UFAM and the ILF, with their cost, which serves to give an idea of the costs of the project:

- Adaptation to easy reading of various police documentation used in relations with the public, mainly minutes of information on the rights of victims and perpetrators, up to a total of 45 pages and a maximum of 15 documents.
- Preparation and delivery of a seminar on "Police documents in easy-to-read format: resources to make the police service an accessible and inclusive public service".
- Preparation of a training video on "Cognitive Accessibility as a guiding criterion for police work within the framework of the Family and Women's Services Unit (UFAM) of the National Police Force".

Total cost VAT included: 3,499.97 €.

17. Has a cost-benefit analysis<sup>4</sup> been carried out? If so, describe the analysis, including how and by whom it was carried out and list the main findings of the analysis. (**Max. 150 words**)

In spite of the fact that a cost-benefit analysis has not been carried out yet, the costs can be covered with a low budget, as can be seen in paragraph 16. In addition, several European funding lines consider these types of projects based on disability attention as eligible.

18. Are there adjustments to be made to the project to ensure a successful replication in another Member State?

Yes, especially the lessons learned already described in paragraph 12 of this fiche.

19. How is the project relevant for other Member States? Please explain the European dimension of your project.

Cognitive accessibility is no longer an option but an obligation of States. The police and the rest of legal operators have the obligation to facilitate it, especially when it concerns vulnerable victims, such as people with an intellectual disability. If these people are victims of serious crimes, such as gender, domestic or sexual violence, it becomes even more necessary to facilitate their relations with the justice system.

These obligations are enshrined in Directive 2012/29/EU of the European Parliament and of the Council Establishing Minimum Standards on the Rights, Support and Protection of Victims of Crime, in particular the rights of the victims: to understand and to be understood, to receive information from the

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<sup>4</sup> **Cost-benefit analysis:** A type of economic evaluation that compares the direct and indirect cost of the resources employed in the intervention, with the equivalent economic value of the benefits.

first contact with a competent authority, to receive information about their case, and to interpretation and translation.  
The European dimension of the project is therefore clear.

Please provide a short general description of the project (abstract for inclusion in the conference booklet – **max. 150 words**).

The Family and Women Attention Units (UFAM) are the Spanish National Police Units specialised in the fight against gender, domestic and sexual violence with a special concern for the most vulnerable victims.

The Easy Read Institute is a social organization that defends the right of all people to understand the information that surrounds us.

With this project, the victims with intellectual disabilities, low literacy level or at risk of social exclusion can have reports of rights and other police documentation in a easy read format, which facilitate the communication between the Police and the victim at the moment in which they informed of all their rights. In this way, the person can understand autonomously, and regardless of their cognitive ability, what their rights are as a victim of crime in a situation that is of maximum vulnerability.

All this helps these particularly vulnerable victims to lose their fear of facing justice when they are victims of crime.