

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.

Sweden

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

Country entry

3. What is the title of the project?

The initiative TICKAN and the Phase model

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

Local police district northeast Gothenburg, Police Authority Region West
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Regional Collaborative Council in Region West (RSR)

The City of Gothenburg
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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.

May 2015, still ongoing

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).

Street Crime in Northeast Gothenburg. A descriptive analysis of the development of public violence in the local police district of northeast

Gothenburg 2014-2018, Tova Thorén & Isabel Tolsheden, Malmö University – Summary in English. See links below

<http://muep.mau.se/handle/2043/29229>

[http://muep.mau.se/bitstream/handle/2043/29229/Tova Thore&Isabel Tolsheden.pdf?sequence=1&isAllowed=y](http://muep.mau.se/bitstream/handle/2043/29229/Tova%20Thore%26amp%20Isabel%20Tolsheden.pdf?sequence=1&isAllowed=y)

Book: FAMILJEN en reportagebok om insats TICKAN (THE FAMILY, reportage on the TICKAN initiative) by Johanna Bäckström Lerneby

The Phase model: <https://www.bra.se/forebygga-brott/samverkan/genomforande/valj-atgarder-som-paverkar-orsakerna.html>

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

In mid-2015 the local police chief decided that the Phase model was to be introduced in the local police district northeast Gothenburg. The Phase model, which is a way of planning work in socially disadvantaged areas, was to form the basis for law enforcement, crime prevention and community safety activities in the local police district. The overarching purpose behind introducing the model was for local police to regain control of the streets in the disadvantaged areas and to increase trust in and the legitimacy of the police in the local police district. A survey was launched and a situational analysis produced of the problems of the local police district jointly with various collaborative partners. This encompassed a more in-depth survey of a family-based network comprising a large number of criminally active persons resident in the area with a major negative influence on the local community.

The initiative to counteract this family network would not have been possible without the introductory work in the first phases of the Phase model in which phase 1 (roughly 2015–2016) focused on visibly repressive action to regain space taken over by criminal actors, through measures including an increased police presence. This involved hot spot patrols by uniformed police officers, mainly to prevent the open sale of drugs.

In phase 2 (roughly 2016–2017) the focus was on location-based preventive work and dialogue, and actions to build relations. An invitation to ongoing talks with the family network was part of exercising the procedural justice policing method. Five knowledge-based methods were produced and implemented: hot spot patrolling, focused deterrence, the broken windows theory, individual-focused intervention and procedural justice policing. A media strategy was also produced, which was important to the work.

In phase 3, in spring 2017 a decision was made by the operational council to launch a multi-agency initiative (TICKAN) against the family and its network. The measures, which began in the autumn, focused on the family network with all the different tools of the law enforcement agencies, including administrative measures, to tackle hidden criminality in the local police district. The work in the earlier phases was essential to the ability to work on the TICKAN initiative. In this phase a great deal of energy was put into focused deterrence in communication with the family network, including a police chief explaining to the head of the family that the police and other bodies would be fully focused on the members of the family who are criminals.

All rank-file police personnel were responsible for reporting the family members and members of their network for every crime they committed. Coercive measures including secret phone tapping were launched against different members of the family network, focusing on serious crime. All inquiries in which the family or their network were involved were prioritised and dealt with rapidly by the different investigative units within the police force. If the cases are not processed quickly, there is a great risk that witnesses and plaintiffs will withdraw and refuse to participate.

The work of other agencies and external actors

- Social services, schools and housing companies were urged to start taking action against family members demonstrating delinquent behaviour and were to take children at risk in these families into care to a greater extent than previously, in line with current legislation.
- The housing companies were to pursue cases of eviction to a greater extent than previously.
- The Social Insurance Agency removed incorrect benefit payments and demanded their repayment.
- The Public Employment Service removed incorrect benefit payments and demanded their repayment.
- The Swedish Tax Agency demanded unpaid tax.
- The Swedish Enforcement Agency went through all debts and seized property in lieu of payment where possible.
- Swedish Customs conducted checks and blocked goods that the family were attempting to illegally import into Sweden.
- The Swedish Economic Crimes Agency conducted several inquiries against various family members.
- The emergency services and the environment administration worked with the police to close down and fine illegal businesses that the family were behind using decoys.
- The City launched a special initiative against unlawful influence, see appendix 1.

The multi-agency initiative is still ongoing. It is still headed by the local police district in partnership with the law enforcement agencies at regional level.

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 work in phase 1 on hot spot patrolling, etc. enables boundaries to be set by the police. We have attempted to exercise *procedural justice policing* by always behaving extremely correctly when working to set boundaries and build relations with citizens. We believe that trust in and the legitimacy of the local police has increased among citizens due to correct treatment in all situations. Patrolling police officers are now finding that unlawful influence against them has reduced. In phase 2 we believe that our collaboration with the property companies based on *the broken windows theory* has helped us to prevent crime partly by repairing various housing areas and CCTV linked to *hot spot patrols* and an increase in the number of security guards operating in the areas concerned. In phase 3 we believe that we prevented crime by working on *focused deterrence* towards identified family network. The increased pressure on the network has led to them maintaining a considerably lower profile in the area. We have attempted to practise *procedural justice policing* re. the family by constantly conducting a dialogue with them despite having increased legal proceedings and

measures against them. Via intelligence it has emerged that other criminals are reluctant to do business with the family because they are under the police spotlight, which should reduce their criminality. Several people in the network have also been the subject of legal proceedings resulting in imprisonment, which has reduced their criminality.

The work of the City on unlawful influence is reducing threats and violence against local government officers, which is also helping to reduce influence from criminal structures and thus also their opportunities to carry out, e.g. benefit fraud (appendix 1).

Local government staff are also strengthened in reporting concerns regarding children at risk, and in conducting inquiries that can lead to children being taken into care. In the long run, this means that these children will have the chance to grow up in an environment without violence, drugs and 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**)

Initially, a situational analysis was produced with collaborative partners, in line with the models for planning community safety and crime prevention work that form the basis of the work of the police and local government in Sweden. In Gothenburg this is called the "Trygg-i-modellen" (the Safe-in-model). The situational analysis was interview based, with employee dialogues with the police, interviews with different partners in the City of Gothenburg and property companies. Community safety surveys have been conducted throughout the work. Crime statistics and intelligence were analysed using statistics from incident reports and incoming cases.

The police also have a special instrument for surveying socially disadvantaged areas and this was also used. From looking at certain aspects of the survey in greater depth, it emerged that a family-based criminal network with many criminally active individuals is resident in the same area and was having a major negative influence on the local community. Material used in the survey included police intelligence.

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

The overarching aim is to reduce crime, increase safety and create confidence in government agencies among the local population.

Subordinate aims of the Phase model were to remove one of the urban areas in the police district from the police's list of particularly vulnerable areas within 5

years and for none of the areas in the police district to be classed as particularly vulnerable within 10 years.

Subordinate aims of the TICKAN initiative were to prevent and disrupt criminal activity by the family-based network by:

- Surveying criminality of the individuals and other activities that the collaborating agencies can tackle in different ways.
- Taking legal action against threats, violence, drugs and crimes involving weapons and hitting the family network's finances by recovering the proceeds of crime, asset-focused crime prevention and administrative measures.
- Increasing the number of people brave enough to report and be witnesses in court proceedings against the network.
- Offering support to those leaving a criminal lifestyle so as to reduce their opportunity to exert negative influence on the local community and their collective fear capital in the longer term.
- The initiative is to make it harder to exert unlawful influence and to commit crimes against the welfare state.

11. Has there been a process evaluation?¹ 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)**

No process evaluation has been conducted. However, the different phases of the Phase model were measured to determine progress, mainly using community safety surveys and interviews with collaborative partners as stated above. The different activities carried out in the different phases (which can be seen as milestones when the area enters a new phase) have been documented.

¹ **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.

² **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**.

12. Has there been an outcome² or impact³ 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**)

Criminality has fallen in the local police district since the Phase model was introduced in 2015.

Crimes reported in the police district

2016	28668
2017	26519
2018	24305
2019	24234

How safe do you feel in the area you live in?

	Very safe	Fairly safe	Niether/n or	Failry safe	Very safe
2016	36%	33%	13%	11%	8%
2017	46%	31%	14%	5%	3%
2018	49%	33%	10%	7%	2%
2019	53%	28%	11%	5%	3%

The police care about the problems in the area

	Agree	Partly agree	Niether/n or	Disagree	Strongly disagree
2016	27%	24%	26%	12%	11%
2017	31%	22%	27%	10%	9%
2018	40%	21%	20%	11%	8%
2019	42%	18%	26%	5%	9%

Reduced number of particularly disadvantaged areas
 One subordinate aim was to remove one particularly vulnerable area from the Police Authority's Department of National Operations' list within five years. When the Department of National Operations presented its most recent update (2019) of the list of particularly disadvantaged areas, one of the district's urban areas (Gårdsten) was moved to the lower level risk area.

² **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**.

³ **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.

Other effects that have been seen but not evaluated

- greater inflow of intelligence from residents in the local police district
- more people brave enough to participate in court proceedings
- more people wanting to abandon their criminal life
- criminals in the family network identified have moved abroad or elsewhere in Sweden. Some members of the network have changed their surname. Fewer reports to the police with family members as suspects
- less unlawful influence on police personnel
- less damage to police vehicles
- higher number of employee-driven proposals for measures that can be carried out in the different phases of the Phase model

Results for the TICKAN initiative from the Department of National Operations' follow-up:

Refers to the period 28 June 2017 - April 2020 in total in the local police district against the network:

District court

<i>Judgements:</i>	16
<i>Prosecuted:</i>	33
<i>Convicted:</i>	31
<i>Custodial sentence:</i>	26
<i>Length of imprisonment:</i>	90
<i>Confiscations of profits fr a crime:</i>	286670
<i>Damages payable:</i>	180364
<i>Deportation:</i>	2

Seizure

<i>Cannabis (kg):</i>	68
<i>Amphetamines (kg):</i>	4,5
<i>Cocaine (kg):</i>	1,68
<i>Tablets (Tramadol):</i>	160000
<i>Automatic weapons:</i>	4
<i>Pistols:</i>	16
<i>Handgrenades:</i>	6
<i>Valued seizures (cash):</i>	700 000

Administrative outcomes

Tax Agency – Tax increases decided including tax surcharges: SEK 143 461

Tax Agency – Control fees decided: SEK 102 500

Tax Agency – No. of residency checks resulting in a decision to amend the population register: 11 (this also includes checks on the population register in the Taket case, which are relevant to the geographical area covered by the TICKAN initiative. Questions on this should be referred to the Regional Intelligence Centre West).

Social Insurance Agency – Amounts demanded to be repaid to a value of: SEK 612 069

Social Insurance Agency – Prevention of inaccurate payments to a value of (amount saved): SEK 40 800

Employment Office – Prevention of inaccurate payments to a value of (amount saved): SEK 286 480

Enforcement Agency – Value of seized assets: SEK 83 550

(Source statistics: Operative council)

Summary

Criminality has fallen, safety has increased and more cases have been reported to the prosecution authority. The Phase model and the five knowledge-based methods are currently incorporated in day-to-day work. We find that our trust and legitimacy have increased. This can be seen by more people being brave enough to participate in the court process, an increased flow of intelligence, a reduction in unlawful influence exerted on police personnel and crime surveys showing greater confidence in the police. We ourselves feel that we have a closer relationship with citizens in the local police district.

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**)

The multi-agency initiative "TICKAN" in Gothenburg is based on the recognition of the importance of family and clan-based networks to organised crime, which is unusual in a Swedish context. The initiative has used several knowledge-based methods in an advanced way based on prioritisation in different phases – the Phase model – so as to gain trust in work in the local area over time. The introduction of the Phase model has led to the local police district gaining a clear focus and priorities and has created team spirit in the local police district and strengthened internal collaboration within the police force. The Phase model has also helped to improve cooperation and collaboration with external partners. The TICKAN initiative operates in partnership with a large number of agencies and other actors at national, regional and local level but is run locally. Local governance has been vital for retaining a focus on locally organised crime where part of this is the municipality's active work to combat unlawful influence. The ongoing, long-term work has so far produced positive effects on both visible and hidden crime, safety in the area, trust in the police and the number of cases reported to the prosecutor.

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**)

The initiative operates in partnership with a large number of agencies and other actors at national, regional and local level but is coordinated and run locally by the local police district.

- Social services, schools and housing companies were urged to start taking action against family members demonstrating behaviour that contravened norms and were to take children at risk in these families into care to a greater extent than previously, in line with current legislation.
- The housing companies were to pursue eviction cases to a greater extent than previously.
- The Social Insurance Agency removed incorrect benefit payments and demanded their repayment.
- The Public Employment Service removed incorrect benefit payments and demanded their repayment.
- The Swedish Tax Agency demanded unpaid tax.

- The Swedish Enforcement Agency went through all debts and seized property in lieu of payment where possible.
- Swedish Customs conducted checks and blocked goods that the family were attempting to illegally import into Sweden.
- The Swedish Economic Crimes Agency conducted several inquiries against various family members.
- The emergency services and the environment administration worked with the police to close down and fine illegal businesses that the family were behind using decoys.
- The City launched a special initiative against unlawful influence, see appendix 1.

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

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

No extra funding has been allocated for this purpose and all financing has been via the budgets of each of the organisations concerned.

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

No additional budgets have been allocated for the purpose. Existing infrastructure and material have been used from the respective organisations. At times different special units within the police force have contributed resources for intelligence analysis and reconnaissance, but these are part of their everyday duties. The local police district has appointed an operational coordinator to lead the TICKAN initiative.

The focus has been on the work being performed as part of the day-to-day operations of the organisation concerned.

17. Has a cost-benefit analysis⁴ 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**)

No

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

Cooperation between different crime prevention agencies must be adapted to the law of each country, as must interventions to counteract family-based networks, e.g. of an administrative nature. Working in line with the Phase model ought to work for all police authorities irrespectively of the country.

⁴ **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.

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

The Phase model has been developed in a Swedish context but is likely to be capable of being replicated in a European context. Not only in terms of work to counteract family-based networks but all crime prevention and work to foster safety and security in socially disadvantaged areas. Local governance of the work, with support from national actors, should also be of interest from a European perspective. The mix of evidence-based methods used in the work to counter family-based networks in particular should be studied further and tested in areas with the same types of problems.

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

The multi-agency initiative TICKAN to counter a family-based criminal network is based on working in line with the Phase model. In phase 1 (ca. 2015–2016) the police took a visibly repressive approach. In phase 2 (ca. 2016–2017) the focus was on location-based work and dialogue with the family network. Five knowledge-based methods were implemented.

In phase 3, 2017, the TICKAN initiative was launched to counter the family-based network, while work in phases 1 and 2 continued. All the different tools of the participating agencies to tackle hidden criminality in the local police district were used. The work of the police was targeted towards the network and cases were handled rapidly to reduce the risk of witnesses and plaintiffs withdrawing from the legal process.

Other actors also stepped up their efforts to tackle the network. Social services, the Swedish Social Insurance Agency, the Swedish Tax Agency, the emergency services, and others, contributed their tools, for example. The City launched a special initiative against unlawful influence.

The long-term multi-agency initiative is still in progress. It is headed by the local police district in partnership with agencies at regional and national level and the City of Gothenburg.