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I. INTRODUCTION

Over the past years, crime has been characterized by a negative dynamics of its quantitative and qualitative parameters to which the crisis processes in the field of economy and social life have largely contributed. The burden of the crisis, the demographic processes and the criminological analyses give grounds to assume that the criminogenic situation will continue to get complicated which would have an adverse effect on crime in the Republic of Bulgaria.

The policies that have not been implemented over the years in the field of economy, social sphere, education and culture have accumulated some considerable social negatives generating criminal activity. The interaction and coordination among the institutions fails to achieve the desired and targeted outcome. This necessitates an activation of countering crime and taking anticipating actions to avoid the occurrence of adverse behavior in its development.

International experience proves that prevention is the most effective method to counter crime. It includes a set of measures that aim at establishing, limiting and removing the criminogenic and victimogenic factors. Prevention results in reduction of crime and costs for countering crime, increased security of citizens and citizens' trust in the capacity of law-enforcement bodies to protect their rights and lawful interests.

Prevention is a complex activity carried out by the central public authority, district governors and mayors, bodies of local self-government and private sector, non-governmental organizations, academic circles and the general public.

II. GENERAL PROVISIONS

1. STRATEGY'S GOAL

The strategy's main goal is to set up a political framework for building a complex and sustainable statutory and institutional basis for the successful conducting of Government's policy in the field of crime prevention.

The achievement of the main goal will lead to:

➢ Reduction of crime and the costs for countering crime;
➢ Reduction of the share of crimes of high level of public danger and frequency of committing;
➢ Increase of citizens' trust in institutions and enhancing their participation in the implementation of prevention policies;

1 The Crime Prevention Strategy is a part of the system for strategic administration of state policies and a main component of the planning of state activities in the sector of security and public order. The strategy aims at limiting conventional crime by taking account of its link to and interaction with organized crime, corruption, economic crime, traffic accidents, national security as a whole and other fields of public and state security of the Republic of Bulgaria.
Stimulation of socio-economic development by creating a secure and foreseeable business environment.

2. PRINCIPLES

1) Government's leading role in crime prevention
The Council of Ministers has a central place in the implementation of the national crime prevention strategy.

The National Crime Prevention Council with the Council of Ministers is one of the main coordinators on the implementation of the Government's policies in that field. The connection between the state institutions and the non-governmental organizations is carried out via it.

2) Humanity
The state policy on crime prevention is carried out subject to the unconditional consideration for individual's basic rights. Crime prevention ensures protection of human and civil rights by preventing them from being violated by means of criminal encroachments.

3) Lawfulness
Prevention activity is carried out subject to the observance, enforcement and application of the laws and other delegated legislation and statutory acts by both the institutions and the citizens. Its efficiency is directly dependent on the institutions, the legal culture of society and the legal consciousness of the individual person.

4) Cooperation and partnership
Crime prevention is carried out in cooperation and partnership among the central institutions, the district and municipal authorities, the non-governmental organizations and citizens.

5) Comprehensiveness and coordination
Prevention activity is the optimal combination of measures conducted in accord by individual state institutions and structures of civil society. An individual approach is applied to persons at risk of victimization and criminalization in accordance with the general prevention.

6) Maximum proactiveness of preventive effects
The efficiency of prevention activity is directly dependent upon the time of its realization. It should be applied at the earliest possible stage of occurrence of criminogenic and/or victimogenic risk.

7) Sustainability
Prevention is a leading and continuing policy of the government and its bodies to ensure public security and safety. Prevention measures and policies are applied continuously, consistently and purposefully which furthers the achievement of a long-term and lasting
effect. Prevention aims and leads to the achievement of stable positive changes related to civil activity and increase of legal culture to prevent any violation of the laws.

8) Scientific validity
Prevention is carried out in compliance with scientifically valid conclusions and forecasts on crime development which are a result of researches conducted by specialized institutions and non-governmental organizations. They rest on data and conclusions from official statistics and on criminological research carried out by the specialized institutions and non-governmental organizations.

9) Flexibility
Prevention policy conforms to the dynamics of socio-economic reality and criminogenic situation in the country. Prevention is conducted while considering all negative changes that may result in activation of existing causes and conditions as well as to the emergence of new ones.

10) Transparency and accountability
The subjects who carry out prevention activity inform the civil society of the national policy on crime prevention. They publicly report its results by scientific publications, provision of information, organization of public discussions and other appropriate forms.

11) Decentralization and consideration of the specific local condition
The specific prevention measures find an immediate application in the everyday environment of citizens in view of the socio-economic, demographic and other peculiarities of population. On local level prevention is conducted depending on the conditions in the specific region, populated area and neighborhood.

12) Unavoidability, timeliness and adequacy of punishments
The unavoidability of punishments for committed crimes achieved by means of high rate of punishability is an important premise for an effective prevention.

The timeliness of the imposition of punishments by reducing to the minimum the interval between the time of committing of the crime and the coming into force of a guilty verdict for it contributes to the maximum achievement of its goals.

The imposition of punishments of adequate gravity conformed to the public danger of the act and the doer has an important preventive effect. However, it is only achieved if the initial premises are present: unavoidability and timeliness of punishments.

3. TARGET GROUPS
a) All citizens of the Republic of Bulgaria – in order to get them committed to the conducting of the policies on crime prevention;
b) Groups at risk of victimization\(^1\);

c) Groups at risk of criminalization\(^2\);

d) The institutions and the non-governmental organizations carrying out preventive activity in order to get them committed to the implementation of the policies on crime prevention.

III. SITUATION ANALYSIS, TRENDS AND CONCLUSIONS

1. INSTITUTIONAL SYSTEM

In the Republic of Bulgaria there is a system of state bodies competent on the matters of crime prevention. Each of them carries specific activities with respect thereto in accordance with its powers.

- Council of Ministers
  The Council of Ministers administers the institutional system for crime prevention on national and local level. It is the supreme body of the executive in whose scope of general competence falls the conducting of the sector and joint policies and programs for crime prevention. On a territorial level the policy of the Council of Ministers is implemented by the local administration.

- State-Public Advisory Commission on Crime Prevention Matters
  The State-Public Advisory Commission on Crime Prevention Matters (SPACCPM) is a collective advisory body that gives guidelines and opinions, monitors and ensures coordination in the work of the state bodies, the bodies of local self-government, the non-governmental organizations and other structures of civil society on crime prevention matters.

SPACCPM carries out analytical, advisory and coordination functions by summarizing and analyzing information regarding the causes and conditions for crime and the ways to remove and limit them, organizes surveys, analyses and periodic victimization reports in relation to its condition and trends, prepares recommendations on the spending of national resources for prevention policy according to the set goals and priorities.

SPACCPM prepares proposals for new statutory acts, annual plans and prevention programs and amendments of statutory acts, annual plans and prevention programs in force and coordinates the implementation thereof, recommends prevention measures and coordinates the implementation thereof, interacts with the bodies of the judiciary, local self-government and non-governmental organizations, conducts international cooperation in the field of prevention policy with institutions of other countries, international governmental and non-governmental organizations as well as through the European Crime Prevention Network.

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1 Potential victims of crimes
2 Potential perpetrators of crimes
For the period from its establishment in 2005 to mid-2009 SPACCPM existed only formally and did not work actively. It actually started to operate from the second half of 2009 when plans and programs on its activity were adopted. Nevertheless, the results of its work are not satisfactory. In order to increase its efficiency it is necessary to reconsider its organization, composition, tasks, powers and overall activity and, if necessary, subsequent change to statutory framework.

- Ministry of Interior
The Ministry of Interior carries out activities aiming at protection of citizens' rights and freedoms, national security and public order. Prevention is among the leading functions and one of the most important through which the ministry's main tasks are carried out.

The bodies of the Ministry of Interior carry out general and specific preventive activity, prevent and neutralize crimes and other violations of the law by systematically analyzing the criminogenic factors, warning persons of whom there are sufficient data and who are assumed that they could commit crimes and other violations of the law, giving signals to state bodies, legal entities and citizens of established causes and conditions for crimes, using technical means for open surveillance and issuing mandatory directions.

- Ministry of Justice
There is a direct bilateral link between the judicial activity and crime prevention. The Ministry of Justice conducts the state policy in the field of justice. The Minister of Justice is a competent body on the organization and implementation of the state policy on the execution of punishments imposed by an enforced guilty sentence.

The Directorate General “Security” with the Ministry of Justice ensures security of the bodies of judiciary. The specialized division “Bureau on Protection of Redetected Persons” with that directorate ensures the special protection of persons whose testimony, explanations or information are of crucial importance for the criminal proceedings under such procedure as laid down in the Protection of Persons Threatened in Relation to Criminal Proceedings Act.

- Ministry of Labor and Social Policy (MLSP)
Ministry of Labor and Social Policy conducts the state policy in the field of income and standard of living, social security, protection in case of unemployment and enhancement of employment, labor market, labor migration, free movement of workers, labor safety and health, social investments, social protection, social inclusion, support for children and family, demographic development, integration of disabled people and prevention of discrimination.

Due to their nature a part of the policies implemented by the Ministry of Labor and Social Policy have an important supplementing role for crime prevention policies.

- Employment Agency
The Employment Agency is an administration with the Minister of Labor and Social Policy for the implementation of the state policy on promotion of employment, protection of labor market, professional orientation and training for adults as well as
carrying out of intermediary activity on provision of information and hiring.
To provide citizens with an opportunity to get a job is a fundamental premise for personal and family maintenance. Financial security and independence are leading factors for promotion of full-scale social expression of the individual and for reducing the encroachments upon another’s property.

The predominant part of the activities carried out by the Employment Agency directly concern crime prevention policies.

- **Social Assistance Agency**
The Social Assistance Agency is an executive agency with the Minister of Labor and Social Policy carrying out the state policy of social assistance. Social assistance is based on social work by applying an individual approach and assessment of specific needs of individuals and families.

Social assistance is carried out by providing financial aid and social services. It plays an important role in aiding people to overcome a difficult situation they are experiencing and is a premise for their active inclusion and participation in social life.

A part of the activities carried out by the Social Assistance Agency have an important supplementing role for crime prevention policies.

- **Ministry of Physical Education and Sports**
Ministry of Physical Education and Sports (MPES) develops, coordinates and controls the implementation of state policy in the field of physical education and sports as well as social tourism. The activity of the Ministry of Physical Education and Sports aims at creating conditions for social integration and activity of the population for a meaningful organization of spare time.

Development of physical education and sports extends the scope of social groups for increasing the interest in physical exercise, sports and tourism as a means to build a positive system of values, an opportunity for personal expression by achievements in sports against the negatives of aggression and criminal acts as well as opportunities for a balanced life upon overcoming stress (in the intervals between occupation with work and study, physical activity and rest). The building of the system for engaging in physical exercises and sports will influence different social groups to attain a healthy lifestyle and a higher standard of physical and mental health, preparation and long-term professional realization by preserving physical ability under a long life expectancy.

MPES conducts a policy of building a modern and sports infrastructure for all social groups which will provide the citizens with an opportunity for an active and systematic engagement in physical exercise and sports. MPES assists in the preparation of personnel for the implementation of the state policy for improvement of the socio-economic conditions as a premise to provide citizens with opportunities for active systematical engagement in physical exercise and sports. These functions have a considerable anti-criminogenic potential. The positive prevention effect is achieved by the variety of opportunities to make sense of spare time as well as the opportunities to affirm an active civil position in society and a sense of importance in society, especially concerning young people who are the most active portion of people with criminal record.
• Ministry of Education, Youth and Science

Ministry of Education, Youth and Science (MEYS) carries out the state policy in the field of education, youth and science. The role of education and science among children aims to build and educate their personality in social, cultural and professional aspect. Educational process is a set of education, upbringing and socialization of individual. The aim is to develop the strengths of children and apply the systematic approach in the various pedagogical situations.

Crime prevention is a function of social erudition, professional realization of citizens as well as the achievements and social scope of science on the society. Prevention is a result of the successful educational process carried out with the active participation of all interested parties: children and students, teachers, parents, institutions, local community.

• Ministry of Healthcare

The Ministry conducts the state policy on the implementation of health prevention, treatment and rehabilitation of citizens. The Ministry coordinates the implementation of national strategies and programs in the field of fighting narcotic drugs and, jointly with other competent state bodies and the non-governmental organizations, creates conditions for limiting dependences among the population such as tobacco smoking, alcohol abuse and forestalling the use of narcotic substances.

Among the main activities of the Ministry is the conducting of preventive activities, ensuring access to medical aid and social protection of people affected by use of drugs, organization and conducting of programs for health education of children and students, for protection against the use of narcotic and psychotropic substances, for prevention against the use of alcoholic beverages and for building a sexual culture. Within the framework of the approved curricula the Ministry carries out training of students in health risks due to the use of alcohol and narcotic substances and thus contributes to limiting the criminogenic risk.

• State Child Protection Agency (SCPA)

SCPA manages, coordinates and controls the implementation of state policy in the field of child protection. The chairman of SCPA organizes the development and controls the implementation of national and regional programs aiming at reduction of child victimization. He organizes the process of monitoring and analysis of the state child protection policy. Preventive measures of child safety and protection are a main principle of action. They are implemented by aiding, assisting and providing services with respect to children at risk of abandonment as well as in support of families (financial aid and by means of social services).

• Central Commission for Fight Against Anti-Social Behavior of Minors and Juveniles (CCFAASBMJ)

CCFAASBMJ develops, participates in development and proposes to the Council of Ministers, ministries, other institutions and not-for-profit legal entities programs and activities to prevent and limit the criminalization among minors and juveniles. In relation to the adopted Concept of the state policy in the field of justice for children
it is imminent to reconsider the commission’s activity and to find a new approach for centralized and local administration of the policy in that field.

- National Commission for Combating Human Trafficking
  The National Commission for Combating Human Trafficking (NCCHT) with the Council of Ministers organizes and coordinates the state policy on prevention and countering human trafficking. The commission defines and administers the application of the strategy in the field of countering human trafficking; develops annual national programs; participates in the international cooperation for prevention and countering human trafficking; organizes the conducting of information, awareness and educational campaigns for people from the groups at risk of human trafficking; develops employee training programs. NCCHT carries out its work by administration and local commissions for combating human trafficking.

- Private Security Structures
  Private security units (PSU) carry out preventive activity based on the causes and conditions of violations of the law in the sites they guard. In order to implement their objects of business PSU carry out a detailed analysis of criminogenic risks in order to satisfy the security interest of their clients.

- Non-governmental organizations
  The sector of non-governmental organizations is an important part of the institutional system of crime prevention. The non-governmental organizations carry out civil monitoring of critical public domains related to crime prevention. The cooperation with civil associations is manifested in the implementation of joint projects, plans and programs in the field of prevention, use of organizations’ expert potential and promotion of the benefits of the prevention activity.

2. STATUTORY FRAMEWORK

Crime prevention is an activity regulated by statute. The universal manifestation of prevention makes difficult the comprehensive review of its statutory sources.

- Criminal Code
  The main function of the Criminal Code is to protect the personal and citizen rights and the entire rule of law established in the country against criminal encroachments by defining which acts constitute offences and what punishments are imposed for committing them.

The punishment imposed on a person for a crime committed by him/her aims at correcting and reeducating the convict so as to make him/her observe the laws, to have a precautionary effect on him/her and to deprive him/her of the opportunity to commit other crimes. Punishment may not aim to cause physical suffering or humiliation of human dignity but it should have an educative and precautionary effect on the perpetrator and other members of society. The Criminal Code protects the relations against anti-social misconduct. Its sanctioning force carries out general and special prevention among the population.
Crime Prevention Strategy

- **Criminal Procedure Code**
  The Criminal Procedure Code stipulates the procedure under which the criminal proceedings must be carried out in order that offenses be detected, those guilty be exposed and justice be fairly administered. The code guarantees the state coercion for the prosecution of perpetrators of crimes as well as the protection of citizens against criminal arbitrariness. The causes and conditions for committing criminal offenses are established in the course of investigation and are used for the purposes of prevention.

- **Ministry of Interior Act (MIA)**
  The act stipulates the principles, tasks, structure and administration of the Ministry of Interior, whose activity aims at protection of citizens’ rights and freedoms, national security and public order.
  In addition to ministry’s general activities of preventive effect, MIA explicitly regulates the preventive function of the Ministry of Interior in chapter 12 “Preventive Activity”. The bodies of the Ministry of Interior carry out overall and individual prevention of violations of the law as if necessary they issue directions to state bodies, organizations, legal entities and citizens.

- **Fight Against Anti-Social Behavior of Minors and Juveniles Act (FAASBMJA)**
  FAASBMJA regulates the activity on prevention and fight against anti-social behavior of minors and juveniles and on ensuring the normal development and education of perpetrators thereof.
  It regulates the activity of the central and local commissions for fight against anti-social behavior of minors and juveniles; the functions of juvenile delinquency prevention units, socio-pedagogical boarding schools, juvenal correctional institutions, facilities for temporary detention of minors and juveniles and the orphan asylums.

- **Child Protection Act**
  The act stipulates the rights, principles, measures and state and municipal bodies and the interaction thereof while carrying out the activities relating to child protection.

- **Protection Against Domestic Violence Act**
  The act stipulates the rights of victims of domestic violence, the measures for their protection and the procedure for the enforcement thereof. It creates conditions for the implementation of programs for prevention and protection against domestic violence and programs ensuring help for the victims. In addition to the subsequent protection the act also stipulates the prevention of domestic violence as a method to counter it.

- **Social Assistance Act**
  The Social Assistance Act stipulates the social relations pertaining to the social assistance for the citizens. It has quite an important role for strengthening and development of social solidarity in hard situations in life as well as in assisting the employment of unemployed people.

- **Combating Human Trafficking Act**
  The act stipulates the prevention and protection of the victims of human trafficking by regulating the measures for prevention and countering such crimes. To that end the act
stipulates the interaction and coordination between state and municipal bodies as well as between them and the non-governmental sector.

Under CHTA a National Commission for Combating Human Trafficking and analogous local commissions are established that develop and conduct programs and activities for prevention of human trafficking.

- **Physical Education and Sports Act**
  The goals of that act have direct repercussions regarding crime prevention. The act defines the activities of state and local authorities aiming, via established standards, to ensure conditions for sports infrastructure for engaging in physical exercise and sports of the entire population of the Republic of Bulgaria; imposes an obligation on sports organizations to work with different social groups and especially with young people in order to: build moral and ethical standards of conduct; improve physical and mental health of people of all ages by means of various forms of systematic engagement in physical exercise and sports; build a system for working with the fans in order to prevent anti-social acts and acts of vandalism; assist the young people in their obligation to complete their education at school; regulate the benefits of engaging in physical exercise and sports as an alternative to criminal activity. Physical education and sports carry out educational, healthcare, social, cultural and recreational functions.

- **Instruction No. Is – 2353 / 20.12.2006** for police’s prevention activity further elaborates the overall and individual preventive activity and police preventive measures to prevent and neutralize crimes and violations of public order.

3. **CHARACTERISTICS IN TERMS OF CRIME STRUCTURE**

The information from police statistics shows that for the period 2007-2011 an average of 134,519 crimes per annum were registered in the country. Of them 47.6% were detected (64,058 crimes). The analysis is based on the data for detected crimes.

The trend of offences against property having the highest share (47.5%) is preserved, followed by crimes related to arms and ammunition, arsons, drugs, encroachments against motor vehicles and transport crimes (33%). The offenses against the person preserve their low share (6.3%). The share of crimes of negligence is even lower. Traditionally, men display much higher criminal activity than women. About 90% of crimes were committed by men, and just about 10% by women. Women crime shows a variable dynamics but as a whole the trend is manifested in a smooth increase in the share of crimes committed by women.

Anti-social conduct committed by minors and juveniles are a serious problem for the country. Their share is 13.8% (2.8% by minors and 11% by juveniles). In 2011, they increased in both age subgroups compared to the preceding year. There has been an increase of thefts and also of homicides committed by persons from these two subgroups.

For that reason the weaknesses in the field of education determining and stimulating
the youth criminal activity such as school non-attendance, education of poor quality that could hamper the future professional realization of young people, lack of sufficient incentives and opportunities for meaningful way of spending their spare time, etc., deserve attention. The consumerist attitudes among a part of the children as well as the lack of a sense of responsibility, the increasing aggression, the inclination to taking the law into their own hands, violation of public order, etc., also pose a problem.

Traditionally the group of 18-30-year olds is the one of the highest criminal activity. The share of crimes committed by them is the highest both compared to the other groups as absolute figures (47.1% on the average) and in relation to the number of population from that group. Crime in the country is affected by the demographic processes related to the decreasing birth rate that were observed as early as in the 1980s. As a result thereof the number of people from the age groups of the highest criminal activity is constantly decreasing.

Data reveal a relatively big share of recidivism. The people with past convictions are more than one-third (35.6%) of perpetrators. But one could reasonably assume that their share in the perpetrators of actually committed crimes is higher. A high rate of recidivism is present in some types of crimes that become criminal “occupation” such as drug distribution, frauds (especially telephone frauds), pickpocketing, etc.

One-sixth of detected crimes were committed with an accomplice (16.4%).

Economic crisis and thereto related poverty and unemployment remain important and determinant criminogenic factors. Almost 20% of perpetrators are unemployed. The crisis processes in global and European economy that also affected the Republic of Bulgaria, provide grounds to assume that these factors will continue to exert criminogenic influence in Bulgaria in near future.

The lack of and low level of education continue to be a criminogenic factor. The illiterate and people with low level of education are predominant among perpetrators. The share of illiterate (37.8% on the average) has steadily increased from 34.3% in 2007 to 41.3% in 2011 or a total increase of 7%. On the average, 8.1% of perpetrators are with primary (i.e. completed fourth grade) and almost 10% with elementary (i.e. completed eighth grade) education. Low-level education is also emerging as an important premise for criminalization. This is mainly due to the fact that under the conditions of unemployment people with low level of education suffer the adverse effects of the conditions of employment when looking for a job and therefore are exposed to a very high criminogenic risk.

A steady criminogenic factor is the alcohol abuse. It is manifested particularly in violent crimes and especially in cases of violence at home. On the average, 20.9% of detected crimes were committed by people while under the influence of alcohol. The share in statistics of people committed crimes while under the influence of drugs is low – 1.2%. However one should not disregard the fact that people who are inclined to use drugs and other intoxicating substances actually commit more crimes in their pursuit of self-seeking goals.
The geographical situation of the country is another criminogenic factor. Through the territory of Bulgaria pass routes for illicit trafficking in humans, goods and capitals which leads to a deterioration of the parameters and conventional crime.

There is an increasing trend of Bulgarian family’s failure to sufficiently perform its functions as a social institution. Family and school do not always manage to fulfill their socializing function with respect to the young people and to coordinate their efforts. As a result a considerable part of the possibilities for prevention of anti-social behavior of minors and juveniles remains unutilized. A part of preventive effects are general and do not conform to the specific character of communities.

Data indicate that 78.5% of crimes were committed in cities and towns and 21.5% in villages. The intensive migration to the big cities intensifies the influence of criminogenic factors such as urbanization and alienation. A part of migrants do not manage to adapt to urban living conditions and become marginalized social groups. The latter are especially susceptible to criminalization and victimization. The possibilities to spend money at gambling, entertainment and other public establishments also have an adverse contribution. In villages, problems mainly emerge in relation to the ageing of population and the insufficiently developed infrastructure. Thefts of agricultural products and inventory and home thefts are among the most wide-spread crimes and the victims thereof are predominantly elderly people living alone.

The victims of crimes are 71,125 on the average as 36.2% of them are women and 3.9% are children (minors – 1.6%, and juveniles – 2.3%). A significant part of the victims (women and children) are victims of domestic violence. Because of the high latency of domestic violence a considerable part of the victims are not covered by the police statistics.

The rate of victimity\(^1\) among the elderly is also high which is due to weaknesses in the work of the institutions in charge of guaranteeing their security: law enforcement, social assistance, healthcare, and others institutions.

Victimization\(^2\) is on the rise also because of the fact that citizens often do not know the activities of institutions and non-governmental organizations from whom they could seek help, that they feel distrust or are disappointed with the formalism and lack of coordination between them. A considerable part of victims are victims of domestic violence to which society is still tolerant and indifferent.

Ineffective crime prevention and victimization are often due to the burdening of institutions with functions not typical of them which is a result of frequent and unjustified changes to statutory framework or its untimely renewal.

The administration decisions pertaining to the prevention activity are not always

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1. Victimity means the complete set of features and qualities of one’s personality or of an entire community that increases the risk of becoming a victim of a crime.
2. Victimization is an objective process of turning an individual, a group or a community into a victim of a crime and emergence of a set of properties characterized as victimity.
scientifically justified. An additional problem is the lack of explicit regulation on the enforcement of preventive activities. As a result the allocation of financial and human resources for carrying out prevention activity does not correspond to its significance.

The mass media play an important role with respect to crime prevention and can be a powerful anti-criminogenic factor. They can contribute to the increase of the effect of prevention by promoting ideas and measures directed at prevention as well as by pointing out the causes and conditions of crimes. A positive effect will be produced if the dissemination of criminal behavior patterns and the idealization of the image of the criminal as an end in itself are avoided as well as the instilment of fear and a sense of dead-lock in citizens.

4. CONCLUSIONS

➢ Prevention as a method to counter crime is underestimated by both the responsible competent institutions and the society;
➢ Interaction and coordination between institutions from the prevention system is not satisfactory and do not always attain the target results;
➢ It is necessary to systematize and further develop the statutory framework in the field of prevention;
➢ It is necessary to increase the role of education and science in the government decision making and realization of the overall policy on crime prevention;
➢ Early prevention must be a priority for preventive effect;
➢ A systematic and integrated crime prevention work is needed among children and young people who are the nation’s future;
➢ Prevention activity must be activated in view of committed crimes and their level of social danger;
➢ In order to increase the effectiveness of crime prevention it is necessary to use the potential of different social communities (social groups such as minorities, adolescents and young people, elderly citizens and other vulnerable groups);
➢ The effectiveness of the work of institutions needs to be increased which will increase the citizens’ sense of security and protectedness.

IV. NATIONAL CRIME PREVENTION POLICIES

The overall national crime prevention strategy is a set of interrelated priorities and sector polices. The policies are based on the main criminogenic factors deduced from the analysis and aim to eliminate them.

1. PRIORITIES WITH REGARD TO CRIME PREVENTION
Crime Prevention Strategy

- To increase and affirm the role of prevention as strategic, priority and most effective approach in the fight against crime;
- To develop and improve the national and local crime prevention policies;
- To increase the effectiveness of cooperation between the institutions in the field of crime prevention;
- To develop mechanisms for activation of civil society as a key element of the complex of subjects of prevention;
- An active participation of national institutions in the work of the European Crime Prevention Network;
- To draw, disseminate, adapt and implement positive foreign experience into the field of crime prevention;
- To introduce specialized training in crime prevention for the employees at law enforcement bodies;
- To strengthen the role of scientific research in the field of crime prevention;
- To implement systematic monitoring on the results of prevention activity;
- To make citizens familiar with models of safe behavior in order to keep them out of crime;
- To improve the system for physical education and sports for a maximum coverage of different social groups.

2. INSTITUTIONAL POLICY

State institutions consider prevention policy a principle of their activity in its various typical manifestations. The state-public, advisory commission on crime prevention matters was transformed into a National Crime Prevention Council (NCPC/Council). The Council carries out the overall coordination and interaction on the implementation of the national crime prevention policy. The need to increase NCPC’s role, expedite its activity and improve the interaction within the framework of the institutional system requires that an amendment of statutory framework be undertaken as well as that a Secretariat be individualized on a permanent basis as NCPC’s operational body. The Council’s activity is carried out by means of developing plans and measures, preparing annual reports, participating in the development and implementation of projects and specific activities, proposing draft bills for statutory acts, etc.

The members of NCPC and its Secretariat are representatives of the competent state institutions whose activities deal with crime prevention. The state institutions pursue and achieve prevention targets by means of preparation and implementation of the

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1 The transformation is also required by the Law on the amendment and supplementation of the Administration Act (AA) (State Gazette, issue 15/2012) in relation to the repeal of article 53 of AA on the grounds of which the Council of Ministers adopted Ordinance No. 125 of 24 June 2005 on the establishment of the State-Public Advisory Commission on Crime Prevention Matters.
strategies, programs and measures characteristic of their competence, participation in projects, development of draft bills for statutory acts, etc. The results of conducting the prevention policies are reported to the Council by its members.

State bodies and their subordinate institutions conduct a state crime prevention policy in close, sustainable and intensive cooperation with the non-governmental sector. Non-governmental organizations are a permanent partner of the state in conducting preventive measures and activities. State institutions carry out their policy under the conditions of traditional integration of non-governmental associations, foundations, societies, institutes, centers, etc. whose objects of public work includes crime prevention. The sector of non-governmental organizations is engaged in the activity of state bodies to enhance prevention as the established relations of cooperation benefit to the fullest extent the mechanisms and conditions for interaction and dialogue provided to them by NCPC and its Secretariat.

The Council establishes cooperation with the mass media in order to achieve a comprehensive prevention of citizens against the contemporary manifestations of criminal activity, inform the population of the analyzed criminal processes and drawn trends in their development as well as to encourage the citizens to undertake and maintain personal prevention and to establish cooperation with the competent state bodies in charge of security and public order.

3. PREVENTION OF OFFENSES AGAINST THE PERSON

Offences against the person are criminal acts of the highest level of social danger. They retain a relatively steady share in the structure of crime. The analysis of crime attaches considerable contribution of criminal encroachments against the person to the arousal of the feelings of public fear and insecurity among citizens. The leading activity to counter that kind of crime is the work of law-enforcement bodies. The Ministry of Interior is the main competent institution for countering the offenses against the person as the indirect responsibility of all state institutions should not be disregarded. In countering the trafficking in humans the Ministry of Interior interacts with the National and local commissions on countering human trafficking. The prevention of offenses against the person is attained by adhering to the following guidelines:

- To carry out active work for establishing the causes and conditions furthering the commitment of offenses against the person in order to timely eliminate or limit them;
- To increase the social control and active work with respect to timely overcoming and resolving public crises and problems;
- To create conditions and to motivate citizens to resolve the conflicts that may arise by lawful means;
- To carry out active prevention activity with respect to the offences against the person with an emphasis on those of the highest level of social danger: domestic homicide and injuries, sexual crimes and human trafficking;
• To inform citizens of patterns of safe behavior and avoidance of criminogenic situations with respect to the offenses against the person;
• To carry out an active preventive work and systematic control of persons who engage in alcohol abuse or abuse of other intoxicating substances as well as those suffering from mental diseases who are not committed to the relevant healthcare facilities;
• To increase the effectiveness of the activity of the center for psychological advice aiming to assist the victims of rapes and other offenses against the person;
• To establish persons devising or committing offenses against the person in order to cause them to hesitate and give up;
• To develop, elaborate, adapt and implement specific measures in accordance with the National Program for Combating Human Trafficking and Protection for Victims of Trafficking;
• To use physical education and sports to build personal qualities from an earliest age such as team working, tolerance, responsibility, discipline, etc. in order to achieve an active conduct against violence and aggression against the person.

4. PREVENTION OF OFFENSES AGAINST PROPERTY

According to the analysis of crime the share of illicit encroachments against items of another’s property is mainly determined by the adverse economic situation, the negative impact of economic crisis on employment, the high share of citizens with low-level education, their financial need, etc. The main institution in charge of prevention of offenses against property is the Ministry of Interior and all institutions responsible for the economic policy and employment. Prevention attains the prevention targets by adhering to the following guidelines:

• To tie prevention to implemented employment enhancement programs and to stimulating of state economy;
• To carry out active prevention work with respect to all offenses against property and mainly with respect to the offenses causing the widest circle of victims: thefts as the most wide-spread crime, robberies and frauds;
• To establish persons devising or committing offenses against property and carry out active prevention work with them and with the rest of people with criminal record who engage in offenses against property in order to cause them to hesitate and give up;
• To carry out victimological prevention implemented in order to reduce victimization of citizens with respect to offenses against property by informing them of the ways and means they could use to protect their property against criminal encroachments;
• To inform citizens of patterns for safe behavior and avoidance of criminogenic situations with respect to the offenses against property;
• To carry out active prevention work to get citizens involved in the activity to prevent offenses against property;
• To establish persons devising or committing offenses against property in order to cause them to hesitate and give up;

• To carry out active prevention work in order to establish the causes and conditions furthering the commitment of offenses against property in order to timely eliminate or limit their criminogenic impact.

5. PREVENTION IN THE FAMILY

Family plays an important role for crime prevention, especially among children and young people. Early prevention is carried out mainly in the processes of communication in family environment. Family does not always fulfill its educative function and in some cases may exert a criminogenic effect on its members. The lack of required attention to children by their parents is a premise for the former to get into criminogenic and victimogenic risk. On the other hand, patterns of criminal behavior can be adopted by young people under the influence of their parents or relatives. A serious problem is forcing and persuading of children to engage in thefts, begging, sexual services, etc. Domestic violence is also characterized by criminogenic and victimogenic effect. The institutions whose activity reflects on the improvement of the conditions in the family environment are the Ministry of Justice, the Ministry of Education, Youth and Science, the Ministry of Labor and Social Policy, the National and local Commissions for Combating Human Trafficking, the State Child Protection Agency, the Employment Agency, the Social Assistance Agency. The activities related to the improvement of the conditions of family environment are also supported by non-governmental organizations operating in that field. An effective prevention in the family is possible by adhering to the following guidelines:

• To work with families at risk of criminalization;

• To support families experiencing grave social problems;

• To develop and implement programs for prevention of domestic violence and human trafficking;

• To develop and implement programs for prevention of child aggression;

• To develop and implement programs for prevention of child victimization;

• To develop and implement programs for responsible parenthood – prevention of offenses against marriage, family and youth, including non-payment of alimony, abandonment of children without parental care, etc.;

• To provide assistance to families having among their members people suffering from mental disease or dependences (alcohol and drug addictions);

• To train police officers to work on reports of domestic violence.
6. PREVENTION IN THE COMMUNITY

Community is a social group individualized within society on the basis of territorial, ethnic, socioeconomic, cultural-religious, age, sub-cultural or other criterion in relation to which the group is identified as a characteristic community of its own kind. The conduct of social individual has different manifestations in different communities. Prevention in the community is a complex phenomenon the responsibility for which can not be imposed on a particular institution or body. Alongside the general criminogenic and victimogenic factors in individual communities exist causes and conditions that are specific for them and whose impact can be limited by using the potential of the community itself. Conforming to the peculiarities of communities is an important premise for the effective prevention for which it is also necessary to seek people’s empathy and activation of community’s own protective mechanisms. Prevention in the community is achieved by means of the policies and activities of the structures of local self-government and municipal administration of all central state bodies. The guidelines for prevention in the community are:

- To identify specific criminogenic and victimogenic factors that are at work within the community;
- To coordinate local institutions in the joint work of conducting the policy for crime prevention;
- To use the community’s prevention potential also through the informal leaders;
- To affirm the ethnic and religious tolerance that is a traditional characteristic of our society in individual communities;
- To work on programs aiming to develop skills for communication and non-violent settlement of conflicts between community members and use of mediation tools for crime prevention;
- To work on programs aiming to limit domestic violence and stimulate attitudes of intolerance towards it;
- To enfold the technical potential of video surveillance;
- To promote infrastructure projects for the improvement of prevention in towns and villages;
- To affirm the work of police near community;
- To develop programs for working with the sports organizations and fans in order to counter anti-social behavior.

7. PREVENTION AMONG CHILDREN AND YOUNG PEOPLE

Prevention among children and young people is a premise for limiting the overall crime

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1 Pursuant to article 2 of Child Protection Act (promulgated in the State Gazette, issue 48 of 13 June 2000) child means "any person until reaching 18 years of age".
and a care for nation’s future. The presence of stable criminogenic and victimogenic factors having impact with respect to those age groups requires an activation of preventive effects of different institutions that work with children by employing education, culture, arts, sports and all other means for development of young personality. Of special importance are the implementation of early prevention against anti-social behavior, upbringing in a spirit of responsibility and development of civil culture. Among the main responsible institutions stand out the Ministry of Education, Youth and Science, the State Child Protection Agency, the bodies of local self-government, the Ministry of Interior, the Central Commission for Fight Against Anti-Social Behavior of Minors and Juveniles and its local units, the National and local Commissions for Combating Human Trafficking and others that implement their policies by adhering to these guidelines:

- To support large families in order that children receive adequate parental care and to prevent the children from getting exposed to criminogenic and victimogenic risk;
- To prevent children’s and young people’s use of drugs and alcohol abuse;
- To develop programs to support the professional realization of young people;
- To structure children’s and young people’s spare time;
- To do preventive work with out-of-school children;
- To develop and implement programs for prevention of child aggression on the street;
- To develop and implement programs for prevention of violence at school;
- To prevent the formation of children’s criminalized gangs;
- To prevent the hooliganism in sports and to use sports as a powerful tool for education in a spirit of tolerance, fair play and partnership;
- To make children familiar with patterns of safe behavior protecting them against victimization;
- To build skills and habits for safe communication over the Internet in children;
- To educate volunteers and develop a volunteer’s network with regard to prevention of human trafficking.

### 8. PREVENTION WITH PERSONS AND GROUPS AT RISK OF VICTIMIZATION

Prevention activity aims to reduce the possibilities that a person can become a victim of a crime. This activity must be carried out in cooperation with the non-governmental sector and a wide circle of institutions. Prevention is carried out with respect to persons for whom there is a risk of becoming victims of crime. The main groups and persons at risk are:

- Children and elderly people;
- Children deprived of parental care;
Preventive work against the victimization of elderly people living alone;
- Victims of domestic violence;
- Disabled people (children);
- Marginalized groups of population;
- Groups of people practicing victimogenic professions;
- Persons or groups with dependences.

All central institutions and their local units as well as the bodies of local self-government are responsible for the achievement of prevention among the groups at risk of victimization and competent for the achievement thereof as in their prevention policy they adhere to the following specific guidelines:
- To cooperate with the non-governmental sector on the matters concerning prevention among victims of domestic violence;
- To cooperate with the non-governmental sector for the prevention of victimization of disabled people;
- To carry out public campaigns to increase citizens' awareness in view of their preventive protection against crimes;
- To carry out prevention work against the victimization of elderly people living alone in villages.

9. PREVENTION WITH PERSONS AND GROUPS AT RISK OF CRIMINALIZATION

Persons and groups at risk of criminalization are identified in view of a wide range of criminogenic factors. Criminalization is a function of being in different social communities. It is necessary to produce a purposeful, versatile and active preventive effect with respect to the following categories of persons and groups:
- Convicted persons of whom, because of their lifestyle and conduct, it can be assumed that they will commit a new crime;
- Persons released from prison facilities, people convicted by suspended sentence, people punished by probation and persons on bail under the Criminal Procedure Code;
- Habitual offenders of public order;
- Persons engaging in alcohol abuse or dependent on narcotic or other intoxicating substances;
- Children of deviant behavior as well as their parents;
- People deprived of their right to drive motor cars, habitual and gross offenders of traffic rules, including people driving motorcars without proper license.
Prevention of persons and groups at risk of criminalization is achieved by the activities, joint or individual, of the Ministry of Interior, the Ministry of Justice, the Ministry of Labor and Social Policy, the Ministry of Healthcare, the Ministry of Education, Youth and Science, the National Association of Municipalities in the Republic of Bulgaria, the National Center of Drug Addictions. The wide scope and diverse manifestation of the criminalization risk presume the responsibility of conducting prevention among the target group by both the state bodies and the non-governmental sector. The prevention of the risk of criminalization is achieved by adhering to the following guidelines:

- To raise the awareness of the public via the mass media regarding the criminal responsibility for committing crimes;
- To activate prevention activity towards children and young people at risk of criminalization through joint work of law-enforcement and educational institutions as well as the non-governmental sector;
- Non-governmental organizations to provide, jointly with the local authorities, social services for social rehabilitation via specialized prevention of asocial behavior and crimes committed by persons at risk of criminalization;
- To organize and conduct programs for social and professional integration of persons at risk of criminalization;
- To organize and conduct prophylactic preventive activities with the people having criminal record by the bodies in charge of security and public order;
- To increase the effectiveness of probation activities and the administrative capacity for conducting them.

10. PREVENTION OF DEPENDENCES

Dependences are a steady criminogenic factor. They include alcoholism and other forms of addiction. Criminal manifestations of dependences are often in the different forms of aggression. Persons in deep dependence commit crimes mainly in pursuit of self-seeking goals. For prevention of dependences the leading role have the Ministry of Healthcare as well as the Ministry of Education, Youth and Science, the Ministry of Interior, the Ministry of Labor and Social Policy, the Social Assistance Agency, the Employment Agency and others. Prevention of dependences is carried out by adhering to the following guidelines:

- To develop and implement programs to fight alcoholism;
- To develop and implement programs to prevent drug addiction;
- To develop and implement programs for active engagement in sports as an alternative to addictions among children and young people;
- To develop and implement programs for reintegration into community of persons with dependences who have lapsed into social isolation;
- To consult families among whose members there are people with dependencies/
addictions.

11. EDUCATIONAL POLICIES AND TRAINING AS A MEANS FOR EFFECTIVE PREVENTION

The practical experience and research accumulated demonstrate that crime prevention is more successful when it covers much greater scope of tasks of different institutions and sectors of society and not when it is an activity restricted to police only. In this regard the educational policies are a main element of crime prevention under the following guidelines:

- To increase and update the professional qualification of employees engaged in order to maintain the necessary capacity of institutions for crime prevention;
- To inform and train the employees from different institutions of what they can contribute to the various sectors of crime prevention;
- To use the possibilities of educational field to build lasting habits and attitudes of intolerance towards criminal acts and to avoid getting involved in such;
- To build lasting habits of observance of the laws, protection of environment, cultural and historic properties and increase the citizens’ legal culture;
- To inform the general public and provide balanced information about the issues of crime prevention;
- To make the public familiar with patterns of safe behavior and with the ways they can protect themselves so as not to become victims of crime;
- To inform of good practices, improvement of security and decrease of vulnerability in populated areas;
- To provide professional training and education to young offenders.

12. SCIENTIFIC RESEARCH AS A MEANS FOR EFFECTIVE PREVENTION

Scientific research of crime is a main tool of effective prevention. Analysis and assessment of crime, victimization and factors that cause them provide an opportunity for scientifically valid conclusions and forecasts. On the basis thereof administration decision can be made for a purposeful and effective preventive activity. Scientific research on crime must be a priority in the policies implemented by the Ministry of Interior, the Ministry of Justice, the Ministry of Education, Youth and Science and the non-governmental organizations. Scientific research favoring prevention follows these guidelines:

- To systematically conduct scientific research in order to establish the actual state of crime and the priority fields to which prevention must be directed;
- To systematically conduct studies of victimization;
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- To systematically analyze the activity of institutions on crime prevention and to prepare scientifically valid proposals for increasing its effectiveness;
- To implement these proposals into the practice of institutions;
- To forecast the development of crime and victimization which will be serving as a basis for administration decision making;
- To analyze good practices on crime prevention as well as to adapt positive foreign experience to Bulgarian conditions;
- To strengthen and develop the scientific potential of research and development units dealing with crime issues;
- To develop scientific research of didactic and applied nature to be used in the training at higher educational institutions and civil education at secondary school;
- To develop methodologies for assessment of effectiveness of preventive activities and to appropiate the practice of systematical assessment of the programs applied in the field of crime prevention.

13. INTERNATIONAL COOPERATION IN THE FIELD OF PREVENTION

Crime prevention is a universal approach to countering crime. In order to disseminate the global and the European achievements in the field of prevention and to exchange experience, good practices and successful policies it is necessary to establish, maintain and conduct political and inter-institutional cooperation. The benefits from international cooperation for prevention are possible by adhering to the following guidelines:

- To strengthen cooperation between national competent institutions of the European Union member states in prevention matters;
- To increase the effectiveness upon the utilization of European funds for the purposes of the preventive policy being implemented;
- To establish a permanent organization for participation in the annual competitions for projects on crime prevention within the framework of the European Crime Prevention Network (ECPN);
- To organize seminars, training and conferences in cooperation with the ECPN member states in order to exchange experience and good practices, develop joint projects and establish contacts with foreign non-governmental organizations.
V. CONCLUSION

1. FUNDING OF STRATEGY’S IMPLEMENTATION

This strategy is funded by the state budget through the budgets of the respective institutions within the amount of their approved budgetary funds for the respective year as well as by financial instruments of the European Union.

2. STRATEGY’S IMPLEMENTATION MECHANISM AND REPORTING

At the suggestion of the National Crime Prevention Council the Council of Ministers adopts an annual plan on the implementation of the Strategy. In its annual report NCPC gives an assessment on the implementation of the Strategy and make proposals, if necessary, of changes thereto based on the analysis made by a Secretariat operating on a permanent basis and composed of experts from the institutions being members of the Council.

Within the first quarter NCPC presents the report on the implementation of the Strategy for the preceding year to the Council of Ministers.