

The National Council for Crime Prevention

SWEDEN

It is important to ensure that criminal policy is adjusted to the nature and scope of the offences in question, but it is also essential that it should be in line with changes in society which affect people's social situation. Increasing pressure is being exerted on society to be prepared for changes.

The links existing between the different correctional measures employed and the demand for adjustment of decisions concerning criminal policy to developments in the community as a whole have revealed a need for a central co-ordinating body in the field of crime and punishment. These are the facts which lie behind the foundation of the National Council for Crime Prevention.

The scope available to the Council for making a contribution in the field of criminal policy is more or less entirely dependent on collaboration with other authorities and organizations operating in fields connected with criminal policy. It is therefore gratifying for us at the Council that a keen interest has been shown from the very beginning in various quarters in helping us in our work.

A handwritten signature in cursive script, appearing to read 'Arne Rainer'.

*Chairman of the National Swedish Council
for Crime Prevention*

Background

Discussion on criminal policy in Sweden over the past few years has brought the idea of a central co-ordinating body in the field of criminal policy to the fore. Parliamentary commissions which have examined the subject of criminal policy have for instance been able to reveal that there is a need for an organization of this type.

In the course of the 1972 session of Parliament (the Riksdag) the Standing Committee on the Administration of Justice issued a report stating that there could be good reason for creating a central body for the task of supervising developments in criminal policy. The Committee was of the opinion that a national council should be given the general task of co-ordinating, planning och granting priority to reform activities in the said field.

A committee was appointed in 1973 to study the question and submitted a draft plan for the organization and work of the National Council for Crime Prevention. The Minister of Justice subsequently summoned 16 persons to form the board of the future council.

The National Council for Crime Prevention came into being on 1st July 1973, but pending a parliamentary decision on its future status and organization work took place during the first year of its life in committee form.

However, since 1st July 1974 the National Council for Crime Prevention has had the official status of a government agency under the Ministry of Justice.

Terms of reference

According to the directives issued by the Government the Council is to promote efforts to prevent crime in different walks of life and try to co-ordinate the contributions made both by the community and by

individual persons towards preventing criminal activity. With this end in view the Council will have the following tasks:

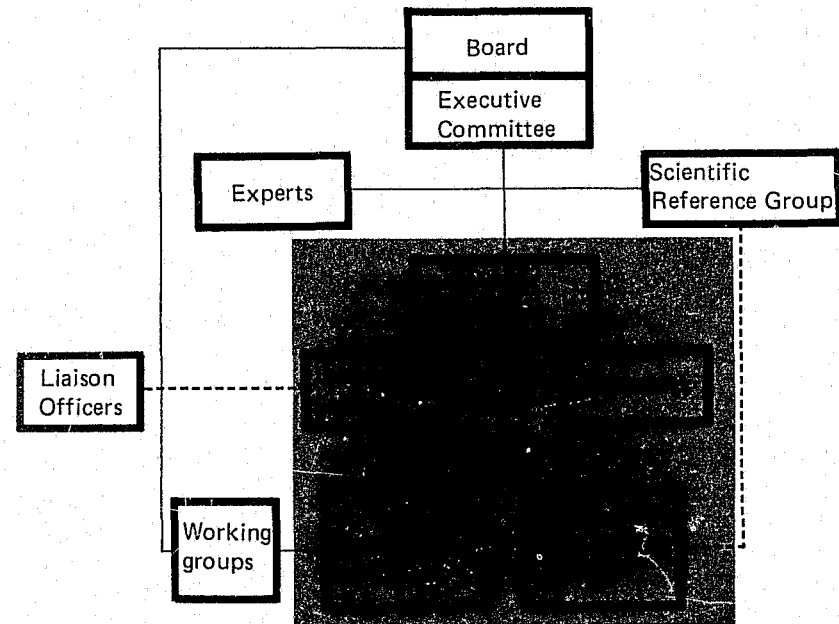
- to follow and analyse criminal trends and to produce forecasts on their subject
- to follow, support and take the initiative in research and development work on the causes and prevention of crime, evaluating and disseminating the results
- to try to co-ordinate research and development projects in the field of criminal policy
- to contribute to work in the field of criminal policy by means of surveys and by taking the initiative.

The above is the general gist of the directives. How the Council goes about its tasks in practice is described in what follows.

Organization

The Council is headed by a Board of 16 persons appointed by the Government and representing a wide range of important functions in the community. The Board includes politicians from all parties represented in Parliament, the under-secretaries-of-state to the Ministries of Justice, Health and Social Affairs, and Education, and members of the associations of county councils and local authorities. The labour market is represented by the chairmen of the Swedish Confederation of Trade Unions and the Swedish Central Organization of Salaried Employees, and by the managing director of the Swedish Employers' Confederation. The Board also includes representatives of insurance companies and criminological research. The chairman of the Council is Ove Rainer, Director-General, formerly under-secretary-of-state to the Ministry of Justice.

The Board determines the policy of the Council on major fundamental issues. An Executive Committee and the Council's Agency are responsible for the daily routines of the organization. The Executive Committee consists of the chairman of the Council, the



director of the Agency and three members of the Board (two politicians and one research representative).

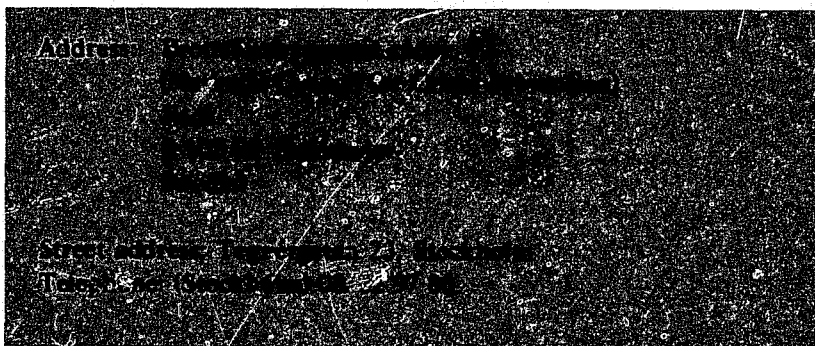
Attached to the Council is a group of five heads of central administrative agencies who can be consulted on different issues — namely, the Chief Public Prosecutor and the directors of the National Police Board, the National Correctional Administration, the National Board of Health and Welfare and the National Board of Education.

In addition there is a reference group for scientific questions consisting of research specialists from the fields of criminology, sociology, psychology, psychiatry and penal law. The head of the Council's Research and Development Division is a member of the scientific group.

The Council's organization also includes a large number of liaison officers for different authorities, organizations and universities.

Agency

The agency is in the charge of one person who is responsible for its operation. It is divided into two parts, a Research and Development Division and a Co-ordinating and Inquiry Division. A great deal of the work directed by the Council is carried out by working groups consisting of representatives of authorities and organizations affected by the activities of the Council. The Agency proper has a fairly small permanent staff (15 approximately). In addition, approximately 13 persons are employed either on a full-time or part-time basis on different projects and in working groups.



Director of Agency: Carl-Johan Cosmo, Lord Justice of the Court of Appeal

Head of Co-ordinating and Inquiry Division: Arne Wikström, Bachelor of Laws

Head of Research and Development Division: Professor Gösta Carlsson

The Council publishes continual reports and memoranda on work done by the Research and Development Division and working parties. An information bulletin which appears four times per year is designed for a wider circle of readers consisting of politicians, newspapers, authorities and organizations. Reports of interest in the international context will be published in English.

Research and Development Division

The main functions of this division are to co-ordinate and take the initiative in research and development work, to evaluate and recommend how to put into practice the results of research on crime and delinquency, and on the treatment of offenders. An important task is to inform decision-makers and politicians on research-results in the field of criminal policy. It is also part of its functions to improve the information about crime statistics and other data on crime trends, thus laying a foundation for planning.

The Council is provided with funds which can be distributed for research in the field of criminal policy. Much of the practical work connected with the research-council role of the Council for Crime Prevention is handled by this division such as reviewing applications for grants from people outside the Council, e.g. at universities.

A list of priorities has been agreed on and forms the basis of the research policy of the Council although considerable allowance can be made for good projects not falling under the high-priority categories in a strict sense. The highest priority has been assigned to work on general deterrence, law obedience and general social factors behind crime. After this come studies of youth and youthful offenders, in the third place treatment studies in general.

An international research conference on general deterrence is scheduled for June, 1975, and publication of reports and papers read at the conference is anticipated.

The staff of the Research and Development Division is pursuing studies of crime indicators and the problem of the distribution of criminal activity within the population, forecasting methods, the development of a more active and constructive policy with regard to firsttime young offenders, and evaluation studies of police work.

The most extensive research and development project run by the Council to date is the Reinforcement of Non-Institutional Care project (the Sundsvall experiment), which was ratified by Parliament in 1970.

This project was started before the Council was founded but is now part of its obligations.

What it means is that the resources in a probation officer district (Sundsvall) have been greatly increased and that this campaign is being followed up by means of a scientific study. The effects of the experiment, in particular on the clients, are the focus of attention for the follow-up.

Sixteen preliminary reports have been issued on the project to date and the final report on the experiment will be published at the end of 1978. A sub-report summarizing developments up to now will be released in the Spring of 1975.

Co-ordinating and Inquiry Division Working groups

The daily routines of the Council are mainly carried out at the Agency and the various working groups.

The working groups have considerable scope for conducting their work independently under the terms of reference issued by the Board. They deal with various questions of particular significance in the field covered by the Council. Reports produced by the working groups are first submitted to the Council's Agency. The Board or the Executive Committee subsequently decides what steps should be taken in view of the report following consultations with the director of the Agency.

Each working group has between five and seventeen members recruited from authorities and organizations affected by the projects assigned to it (see list). Several groups also included scientific experts. Altogether almost 100 people are involved in working groups at present.

Members of the Board act as chairmen in several groups and members of the Co-ordinating and Inquiry Division act as secretaries in a number of the working groups. In the other working groups the secretary has been recruited from other authorities which work in the field covered by the Council.

1 Crime prevention

The working group on crime prevention has been given the task of encouraging the community and individual companies to take steps to restrict or eliminate the scope for committing crimes. This applies both for offences against private citizens and against public institutions (e. g. traffic offences, environmental offences, currency offences and fiscal offences).

The group deals not only with what one might term "traditional crimes", but also concentrates to a large extent on "modern crimes", i.e. offences which are very often associated with modern society's technical, economic and social evolution.

Chairman: Håkan Winberg M. P. (Conservative Party)

2 Trends in crime

The working group for analysis and forecasting has been given the primary task of analysing trends in crime. It is also the job of the group to produce forecasts on these trends.

To date the working group has submitted one report containing forecasts on crime trends for the period 1974—1979. These forecasts refer only to crimes which come to the knowledge of the police.

The group is at present examining different forecasting methods which may open the way to a deeper understanding of how criminal tendencies develop. Here criminal tendencies are analysed in conjunction with trends in other sectors of the community.

Chairman: Sune Olsson M. P. (Communist Party)

3 Information

Information is the responsibility of the Agency. In the case of external information, however, it has the assistance of a reference group including representatives of information departments of authorities affected by its activities.

In addition to providing an information service, the Council plans and conducts special information projects. Worthy of note are projects concerning facts and study material on the scope and development of crime, basic material on criminal policy, relations between the general public and persons with criminal records etc.

Chairman: Åke Polstam M. P. (Centre Party)

4 Drugs

The working group on drugs follows development both at home and abroad in the field of narcotics, e.g. through field reports by various members of the working group and through frequency studies carried out by different authorities on the abuse of drugs and the extent to which it has penetrated different groups of the population.

This working group acts as the co-ordinating body in Sweden as regards international co-operation on narcotics. The chairman of the group is liaison officer for Sweden in the context of collaboration between the Nordic countries in this field.

Chairman: Justice Carl-Edvard Sturkell

5 Co-operation between social and child welfare authorities, schools and the police

This working group has taken over a number of the tasks which were previously the domain of the central management committee for closer co-operation between social and child welfare committees, schools and the police (a joint body for the Board of Health and Welfare, the National Police Board and the National Board of Education). It has also assumed some of the duties of the joint body dealing with steps to combat juvenile delinquency (a state committee). The material with which the group works includes the annual reports submitted by local authorities on the subject of co-operation along the lines specified in

the joint instructions issued by the Board of Health and Welfare, the Board of Education and the National Police Board and in recommendation made by the Association of Local Authorities. The group is also studying local co-operation at local level via visits to different places. In addition, it keeps up to date on co-operation issues arising in connection with enforcement of the law on temporary supervision.

Other issues examined by the group are the significance of professional roles in co-operation between different categories of staff personnel (e. g. police officers and social workers) and the need for a certain degree of adjustment and co-ordination in respect of vocational training and further training in the respective specialist fields.

Chairman: Hans Petersson M. P. (Liberal Party)

6 Children and young people

This working group does not concentrate solely on juvenile delinquency as a phenomenon per se. It is also an important duty to examine and suggest preventive measures of a general nature which would reinforce the efforts made by other authorities (e. g. local social welfare boards) on behalf of children and adolescents who as a result of deficiencies in their home environment or otherwise are in need of special support in their mental and social development.

The group has been given the particular task within this framework of studying and voicing opinions on the ways in which the community deals with young offenders. It is also the job of the group to study the resources available for preventive measures such as field work, community work and round-the-clock welfare service. The aim is to co-ordinate and promote contributions made by the community in general and by private citizens. This does not mean that the group intervenes in activities and responsibilities already established at local government level. Instead it is also to concentrate on investigating whether these questions need to be discussed in a broader perspective in order to assess the total effort on the part of the community for children and adolescents.

Chairman: Arne Nygren M. P. (Social Democrat Party)

7 Rehabilitation of offenders

This working group has been given task of examining the scope open to society for facilitating readjustment of persons released from prison or probationers. This is largely a question of providing aid in various forms. The co-operation of various organizations and individual persons is an important feature of the work.

The group has submitted one report as yet on the status of persons with criminal records on the labour market. This publication discusses preparations for release during the prison sentence, parole and leaves, steps taken in connection with release, the contributions made by the labour market authorities, help from trade unions and employers etc. Another report deals with the problems of foreign offenders and the efforts made to help them, e. g. in respect of interpreter service, instruction in the Swedish language, social contacts, information and cultural service.

In future the group will be examining and reporting on offenders' problems in the family and financial fields, their living accommodation, supervision, social contacts, non-institutional help in the medical and social welfare spheres and so on. A resolution has recently been passed by Parliament approving a continuous and extensive process of correctional reform which will, among other things, call for greater co-ordination of the work of the correctional system and other public agencies. The working group has been asked to submit proposals as to how this system of collaboration should be established.

Chairman: Gunnar Nilsson, Chairman of the Swedish Confederation of Trade Unions

8 Teaching in schools on legislation

The working group has been given the task of following and promoting instruction on the subject of the legal system. This is to take place on the basis of present goals and guidelines applying for welfare activities for schoolchildren in general and community-oriented instruction in particular. Research findings of topical interest will also be dealt with. The work is to be carried out in conjunction with the work in progress

at the National Board of Education on the development of school curricula.

The group has started an extensive project involving a survey of the forms and content of the contributions made by different authorities to the activities of schools in respect of instruction on the legal system. Special attention is being focussed on the contribution made by the police. Using this experience as a basis, the group will then take the initiative in launching an experiment in which schools, various child and youth welfare authorities and organizations will take part both within the framework of the normal school curriculum and in extra-mural activities on school premises or in their vicinity. A further task for the group is to try to establish a closer link between pupils' homes and the schools on issues concerning the shaping of standards and attitudes, to suggest models for application in instruction on the legal system at nursery schools, to examine the content and organization of this instruction at higher secondary school level, to keep a continuous eye on teaching materials and in the longer-term perspective to study the content of teachers training syllabi in respect of the school's responsibility for the development of pupils' personalities at various stages and in different types of schools.

Chairman: Lars Sköld, Director of the National Board of Education

9 Criminal policy

The working group appointed to study criminal policy is to assist the Council in dealing with issues of fundamental significance to development in the field of criminal policy. The group has already presented a report dealing with basic questions concerning the work of the Council in matters of criminal policy. This report also indicates certain priorities for the work of the Council in this field.

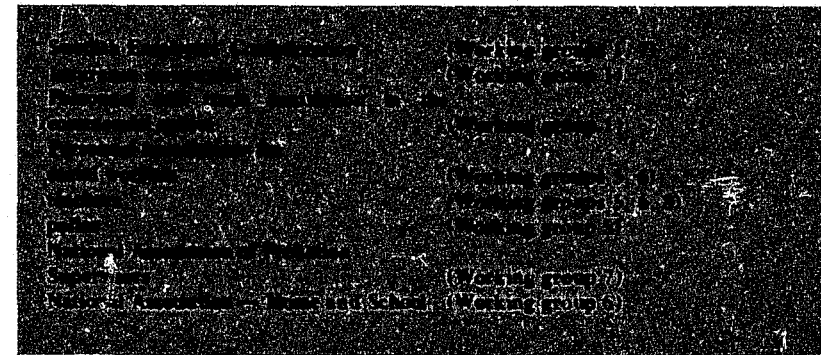
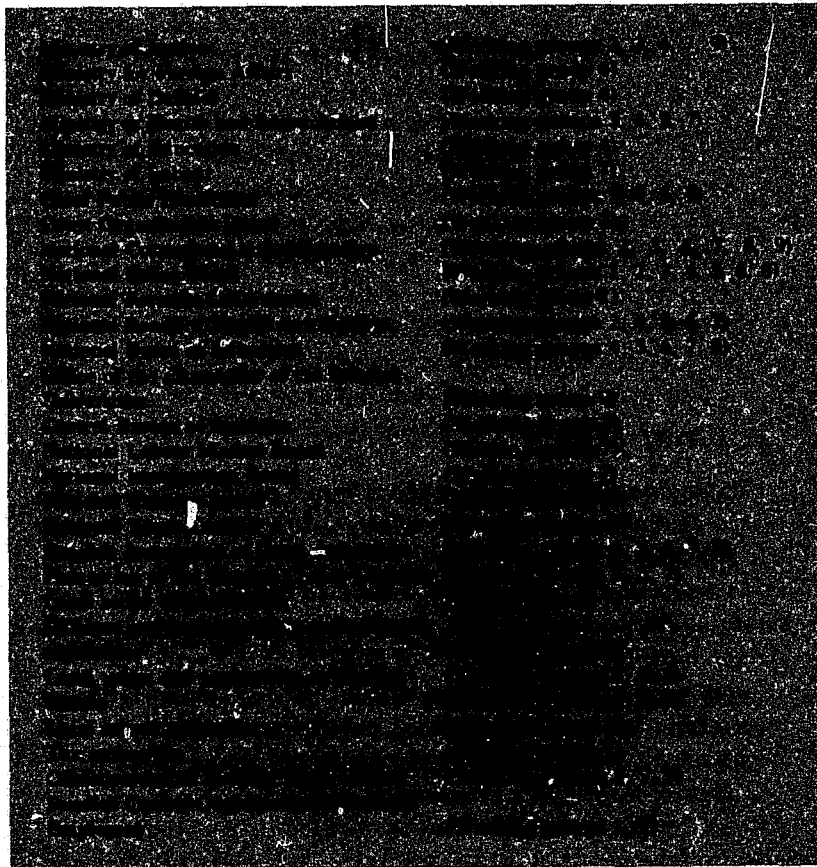
The working group has suggested that a review of penal legislation be undertaken with a view to adjusting penal regulations to the needs of modern society. In certain cases the group has recommended that offences should no longer be classified as criminal.

A closer scrutiny should be undertaken of legislation whose origins are to be sought in past history. This applies in particular to crimes

against property. The group also discussed special criminal jurisdiction in its report and expressed the view that if criminalization is taken too far, this may have negative consequences in the long term.

Chairman: Sven Andersson, Under-Secretary-of-State, Ministry of Justice

Authorities and organizations represented in the working groups (as of 1975)



In addition to the members of the working groups who are directly involved in the activities of the Council there are also liaison officers at some forty different authorities and organizations and this liaison system is constantly being extended.

Expenditure

The Council received a grant amounting altogether to Skr 4 600 000 for the fiscal year of 1975/76. Skr 1 900 000 of this amount will be spent on administration, Skr 1 400 000 on research, Skr 600 000 on studies of drug-taking, Skr 500 000 on information and Skr 200 000 on evaluation of work on reforms in the correctional sphere.

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