

**REPORT OF THE EUROPEAN FORUM
FOR URBAN SECURITY
THE FIGHT AGAINST REOFFENDING
Thursday 29 and Friday 30 January 2009**

**THURSDAY 29 JANUARY 2009
Diagnosis**

All the participants are greeted by the Mayor who introduces city officials and partners concerned by problems of crime.

The Mayor presents the history of the city of Le Havre: its founding, in 1517; its considerable expansion in the 19th and 20th centuries; the tragic bombardment of September 1944, which practically destroyed the entire city; its reconstruction, carried out by architect Auguste Perret; and its listing, since 2005, as a UNESCO World Heritage site. He also refers to the importance of the Port of Le Havre.

Mr Binctin introduces Mr Nachbar, state prosecutor.

Speech by Francis NACHBAR, State Prosecutor

The Prosecutor deems that, in the framework of crime prevention, it is essential to work beginning with innovative actions as this work group proposes and looks forward to receiving the conclusions of the work.

In France, where three fourths of all criminal acts are committed by repeat or persistent offenders, it is important to think about means for preventing and curbing these acts.

Since 2005, several laws have been enacted concerning young adult and under-age re-offenders.

In Le Havre, juvenile delinquency is 3-4 points higher than the national average.

1- Reminder of recent legal measures for the repression of reoffending:

- Socio-judicial follow-up: this measure, instituted for preventing reoffending, applies to adults as well as to minors. It obliges the convicted person to accept certain conditions (obligation of treatment, ban on holding certain posts, local banishment, prohibition of contact with minors, being placed under electronic surveillance...). If the individual does not respect them, he may be sentenced to an additional prison term. This measure was expanded in 2005.
- Judicial surveillance: this measure resembles socio-judicial follow-up even though it concerns persons sentenced to a minimum of ten years' imprisonment for sexual offences.
- Precautionary detention (Law of February 2007): this measure applies to persons having committed the most serious crimes (murder, rape..), sentenced to a minimum of 15 years in prison, and concerns persons for whom there is no possible early release.

The Law of 10 August 2007 implemented:

- The minimum sentence, which considers that a repeat or persistent offender must be given a minimal sentence.

- The law on minors: for a reoffending minor, in the most serious cases, 16-18-year-olds can be sentenced like adults.

2- Criminal policy in Le Havre:

It consists of two main lines:

- Prevention
- Repression

Prevention: All the partners (City of Le Havre, the prison department, Legal Protection of Young People, Justice, the police, associations...) work in close collaboration to prevent crime. A synergy occurs between the various players; quality relations are based on trust.

Repression: All means are brought into play, from alternatives to legal proceedings for first-time offenders to firmness for re-offenders such as immediate court appearances.

Questions:

Bertrand BINCTIN: On the crime level, what differences are there between Le Havre and other cities?

→ Le Havre is a large port and a large city of 200,000 inhabitants, of whom 60,000 live in problem neighbourhoods. In Le Havre, crime is port-related, violent and touches minors.

Siegfried LOPRICK: Does video surveillance prevent criminal acts, in particular those perpetrated by minors? Has crime in the city dropped since its installation?

→ The Prosecutor: On the prevention level, the streets are safer. On the repression level, video surveillance constitutes a means of proof, because the video tapes can be used, under the supervision of a magistrate, to implicate or exculpate an individual.

Ibrahim OSMANI: Are citizens' rights respected? Might the costs of installing video surveillance serve for other opportunities?

→ Mr BINCTIN: The first surveillance cameras were installed in December 2005. Preliminary work was carried out a year earlier to ensure the most total transparency. Today, Le Havre has 72 cameras located especially in the problem neighbourhoods. The images are kept for a fortnight. It is important to point out that the cameras film neither building entrances nor windows. People's privacy is respected.

→ Jean-Yves BRIAND: Video surveillance is a choice for reinforcing the city's security policy. Through the Urban Social Cohesion Contract, the City of Le Havre invests enormously in other prevention actions and support for people in difficulty.

Roxana CALFA: Has video surveillance, installed three years ago, resulted in lower crime?

→ Marie GRANDJEAN, Police Superintendent, answers that there are no precise figures on the impact of video surveillance but that it is a subject for thought.

Speech by Marie GRANDJEAN, Superintendent of the National Police Force

Crime is considerable in Le Havre. In one year, 24,000 criminal occurrences on the public highway are reported.

The Police must face up to crime related to the port and are working on a field logic in the difficult neighbourhoods.

Le Havre is a city of many facets. There is an upper city and a lower city, within which the neighbourhoods are different.

The Le Havre forces are made up of 380 functionaries, one fourth of whom are in the field.

The Police are reactive thanks to neighbourhood branches (sector police stations).

They work in partnership with all the players: *Éducation Nationale*, public housing agencies, associations, companies...

The Police also work in collaboration with the city's Department of Social Cohesion through the Local Security Contract for handling problems beforehand (e.g., on New Year's Eve when work was implemented to prevent the torching of cars and fires on the public highway).

The Police endeavour to know the population, especially minors and persons at risk, to prevent crime.

The Police have implemented two specific measures for dealing with:

- alcoholic behaviour: under the supervision of the Public Prosecutor's office, three specialists in alcoholology meet with a person in police custody who has committed an act under the effect of alcohol. This measure is experimental.
- intrafamilial and conjugal violence: a specialised unit handles these cases and works with professionals to allow victims to be taken care of quickly (emergency lodging, social and psychological help...).

Speech by Sandrine AUGUSTIN, city of Le Havre, Local Security Contract:

The idea of the Local Security Contract is to bring the partners together: elected officials, institutions and associations for fighting insecurity problems.

At the end of the 1990s, the notion of security co-production appeared.

It was necessary to create a strong partnership with all the players concerned with security and crime problems.

The Law of 5 March 2007 on crime prevention makes the local security and crime prevention council obligatory, as well as the following arrangements:

- The attempt at establishing the shared secret
- The council on family rights and duties
- The prevention of school absenteeism
- Preliminary security studies
- **Interdepartmental crime prevention funds (FIPD)**

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Local Security and Crime Prevention Council (CLSPD)

- Authority of dialogue on priorities in the fight against insecurity round which institutions and public and private organisations must mobilise
- Favours the exchange of information concerning the population's expectations
- Draws up observations on existing prevention actions and defines the coordinated actions and objectives and monitors their execution
- Encourages initiatives regarding prevention and victim aid. It raises the means necessary for implementing alternative measures to legal proceedings and incarceration. It mobilises social, health and integration measures, favouring the prevention of reoffending
- It is the sole place for the Local Security Contract's elaboration, follow-up and evaluation.

Security Unit (select CLSPD)

- Reviews the evolution in the city's crime situation
- Handles petitions
- Deals with situations stemming from other units of the Local Security Contract not finding a solution
- Informs about current events and police and judicial activity

Meets twice a month.

Monitoring units

- Allow a frequent overall view of incidents in the city
- Review the week's problem situations

Meet once a week

Selective cartographic tools

- to have a precise view of the behaviours creating a strong feeling of insecurity
- Regular

Observation tool

Field units

- Review the situation in a given territory
- Coordinate the actions of the local players
- Prevent situations from degenerating
- Better understanding the missions and constraints of each institution

Meet twice a month.

'Crossed accompaniment group:
Mission Locale, associations, city

Minors group: Justice, IA, Police, city

Treatment tool

The housing agencies' security commission

- Allows for a meeting between the police superintendent and public housing agencies on a regular basis
- Sets up specific aids for lessors

Prevention of reoffending

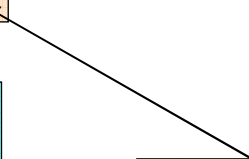
Taking charge of 12-17-year-olds

Fight against crime on the public

Thematic tool

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Questions:

Nils PAGELS: Is there any communication between young delinquents and the police or the municipality?

→ Héloïse GERMAIN CHEVRIER of the Legal Protection of Young People (PJJ): For the gang phenomena, the perpetrators are identified quickly. If they are minors, a follow-up with youth workers is set up.

→ Marie GRANDJEAN: Concerning knowledge about minors, information is collected thanks to the partnership with the *Éducation Nationale* and the Social Cohesion department as well as associations.

Speech by Odile Marie SAINT-GERMAIN, Director of the Prison integration and Probation Service

The Prison Integration and Probation Service (SPIP) is dependent upon the Ministry of Justice, which has five divisions including the Prison Administration Department. Its aim is to supervise persons entrusted to it by the legal authorities and promote their social reintegration.

The services of the Prison Administration are the SPIPs and the prisons.

In the Seine-Maritime *département*, the SPIP has three branches: Rouen, Le Havre and Dieppe, with 70 agents of whom 80% are called integration and probation advisers.

The missions of the Integration and Probation personnel are:

On the penal level:

- carrying out inquiries and writing reports to help in decision-making
- ensuring the supervision of persons in open setting
- making sure that the obligations imposed on them in the sentencing are respected
- informing the judges responsible for overseeing sentencing on the course of the penalty
- proposing reduced sentencing according to the person's behaviour

On the level of integration and the fight against reoffending:

- accompanying persons under supervision (in open setting or in prison) towards integration
- preparing prisoners' release with a social and/or professional integration project for conditional releases such as being placed under electronic surveillance
- working in prison with the surveillance and training personnel
- working on indigence, suicide prevention and phenomena of violence, vocational training programmes and the fight against illiteracy.
- preparing and developing reduced sentencing for the judges in charge of overseeing sentencing
- furthering access to rights (social security coverage, housing, identity papers, welfare allocations...)
- conducting cultural actions

In prison, services, partners and associations collaborate and participate with the prison administration in the reintegration mission.

Integration and probation advisers work through individual interviews. They set up parole groups for road offenders, sexual offenders, perpetrators of conjugal violence, etc.

The SPIP must take into account the public subject to sentencing in juvenile court in the framework of social policies carried out by State services, municipal services and associations.

In keeping with governmental wishes, the SPIPs are working towards the implementation of European prison rules.

Speech by Héloïse GERMAIN CHEVRIER, Legal Protection of Young People (PJJ)

The Legal Protection of Young People takes charge of juvenile delinquents beginning with protective custody. The judge then requests a personality study.

Depending on his or her situation, the minor is supervised by a youth worker up until the court verdict. If there is a penalty or incarceration, he is followed by a youth worker or instructor even after the penalty.

Presentation of the Educational Day Activity Unit (UEAJ) by two instructors:

The UEAJ is a structure that receives young people aged 18 to 25 outside the school system; it is a place for speaking and being heard.

The objective of this structure is to rekindle hope in young people and renew confidence in their abilities.

It creates actions based on the request of young people.

The work of the latter is done in different workshops (woodworking, sports, road safety), and the prevention of reoffending is worked on via these tools.

The young people follow an individualised course even though they are in a collective structure.

Speech by Mr DELALANDE, Director of the Le Havre Prison

In France there are 193 penal establishments, ranging from detention centres to centres for minors and prisons...

The Le Havre prison has 180 places in ordinary detention for 220 prisoners. Prisoners spend an average of six months in prison and have a half-hour of visiting privileges three times a week.

The difficulty is maintaining the obliged separation between certain groups of individuals (by living quarters).

The main problems inside the prison are violence amongst prisoners, drug trafficking and the 'parachuting' (sending in from the outside) of diverse objects: cellphones, food, alcohol, drugs...

A new prison is under construction on the outskirts of the city and should be available in 11 months, with 600 places and a minors' ward.

In 1973, France signed a European convention to standardise practices; in 2011, the Le Havre prison will have the seal of approval.

Association visit: ÉMERGENCE

The participants went to visit the ÉMERGENCE association where they were welcomed by Allaoui GUENI and his whole team.

Émergence is a non-profit-making association that wanted to create a project that would be the closest thing in the world to a company.

This association functions in three parts:

- sports: a front door for mixing different kinds of people and learning to live together, and allows for developing values (punctuality, assiduity, respect for others..). Today, there are 1,000 members in the sports programme, 55% of whom are women.
- social and professional integration: the association uses the sports coaching method. Since 2002, 537 persons have benefited from a follow-up; 409 of them have found solutions (fixed-term or open-ended contracts, or training). This section is carried out in two modules: '*Au top pour un job*' (a two-week training programme and three months of accompaniment) and '*Vis Ta Mine*' for the beneficiaries of social minima (four-week training programme and six months of accompaniment)
- mediation allows families in difficulty to find solutions.

The action: *Package pour la liberté*:

This is a module concerning those leaving prison. The goal is to act for social peace and thereby fight against reoffending.

The 'package for freedom' action began in 2003 with, at the outset, the accompaniment of persons sentenced to carry out community service.

Since 2007, the association is funded to accompany incarcerated persons.

The association is appealed to by prisoners and their families.

A prisoner wishing to join this programme must apply to the association in writing. Subsequently, the association meets with him in prison to study his professional plan. After release, he is taken charge of by an instructor in the framework of his professional integration and for social procedures: housing, allocations, health...

FRIDAY 30 JANUARY 2009
Work group on employment and housing

Bertrand Binctin summarises the previous day with the presentation of the situation in Le Havre's made by various partners, the visit to the *Émergence* association, which helps convicted persons, and the visit to the UEAJ, which takes in certain minors. He also reminds that the aim of this forum is to work together to share the best practices in each country.

He stresses that, for someone leaving prison, it is imperative to find housing and a job in the framework of his social reintegration. That is why these two themes will be broached today.

EMPLOYMENT

Speech by Marie-Christine DESPREZ, director of the Le Havre employment centre (Maison de l'emploi)

La Maison de l'emploi is an organisation created at the wish of the city of Le Havre and the State.

Its goals are to:

- observe and diagnose in order to anticipate the evolution of employment in the field;
- facilitate the access and return to work;
- support economic development.

La Maison de l'emploi does not receive the public but works directly with companies and wonders about the integration process and the skills required for those seeking employment.

In Le Havre, there is a serious lack of skills, and a shortage in terms of training in certain fields is apparent.

Concerning the public targeted today, the employer is favourable to the integration of any person in his company, but particular conditions are necessary (a form of guidance for fitting into the company's values).

Today, a professional must be present to train and supervise those who are to be integrated.

→ In the framework of the fight against reoffending, actions for guiding and supporting employees could be worked on.

Speech by Clotaire N'DAH, director of Mission Locale, Le Havre

The objective of *Mission Locale* is to favour the social and professional integration of young people aged 16-25.

This structure was created by the State and local governments.

Mission Locale's vocation is to:

- ensure a skill and/or qualification
- construct a professional plan
- seek solutions for integration into a company.

Five main lines:

- Spot the young person, receive and inform him
- Accompany and support him throughout the integration process
- Develop actions for favouring access to employment
- Assess, observe
- Conceive a project

There are 13 reception centres in the neighbourhoods.

40% of the accompanied young people live in problem neighbourhoods.

Out of the 6,000 young people enrolled in Le Havre, 2,000 have no qualifications; 2,000 have a secondary-school diploma ('Bac') or higher. 50% are women.

Mission Locale uses several tools:

- The integration-into-social-life contract
- Sponsorship
- 'Crossed accompaniment', favouring collaboration between justice services in prison and associations, for preventing crime
- Intervention in prison to prepare for release (re-socialisation, professional project).

The work is difficult because the public wants immediate solutions, but reintegration is long (e.g., waiting several months for the next training session).

Speech by Evelyne RAULT, project leader – employment, Social Cohesion

Eveline RAULT intervenes actively in urban problem areas.

The actions are carried out along two main lines:

- mobilising all contributors (employment platform, *Mission Locale*, neighbourhood associations...) to implement a concrete definition of the employment policy
- access to common law

Three proximity tools have been created:

- employment platforms
- the integration clause
- group for the public interest

Exchanges:

Remark by Ibrahim OSMANI who specifies that persons in prison are not prisoners but detained citizens. In Italy, prison is a school. The job centre is present in prison. Procedures are carried out there and not upon release.

Odile Marie SAINT-GERMAIN (SPIP): In Le Havre, teachers intervene in prison. When a minor gets out of prison, he may re-enrol in school (if he is under 16, re-enrolment is systematic).

An adviser from the job centre is present in prison, but a prisoner cannot enrol as a job-seeker since that necessitates an address, and prison is not considered a domicile.

Half the prison population is under the age of 25, and 50% are illiterate. It is necessary to reinforce the spotting of this phenomenon and work on it.

Héloïse GERMAIN CHEVRIER (PJJ) stresses that, concerning minors, even if teachers intervene in prison, they do not have the necessary training. Under-age prisoners are often not interested in the courses, which generates disciplinary problems.

The same is true for young people who are monitored outside: training centres do not seek this type of public. As the centres are remunerated according to the number of persons who have taken the training, if the participants pose behavioural problems and are no longer present, the centres are not remunerated.

Siegfried LOPRICK: It is important to understand why prisoners are prone to academic failure in order to find adapted solutions. They need to learn the things they did not learn in a school environment. The teaching must be elaborated and innovative to facilitate their professional integration.

In Germany, according to Nils PAGELS, there are social companies that are created in prison but set up outside. When a person is released from prison, he can continue to work in that company.

Ibrahim OSMANI: If there are too many social workers in prison, the prisoners will get lost. In Italy, there is a social secretariat that takes charge of prisoners from beginning to end.

A law requires employers to rehire people when they get out of prison.

José Luis DIEGO: Valencia set up the micro-credit. This is an initiative of Spanish associations providing ex-convicts with access to economic activities. There are also training programmes for running one's own company.

Jaroslav MACHOVSKY: Concerning de-schooling and school absenteeism in the Czech Republic, the State reduces or withdraws family allowances if the children do not attend school. For unemployment, on the other hand, if a person proves to be actively seeking employment, his unemployment benefit is increased.

Sandrine AUGUSTIN: It is essential to make known that persons in difficulty are accompanied by professionals as part of a legal sentence given by a court to provide guarantees and reassure those who receive them.

A lead for action with *La Maison de l'emploi*: working in collaboration with the prison service to establish the training plan in detention.

HOUSING

Speech by Christophe LEHOUSSEL, Proximity Director, Alcéane (Public Housing Office of the City of Le Havre):

Le Havre has a housing stock of 80,500 units of which 34% is low-income housing. Alcéane has real estate holdings representing an equivalent of 16,185 housing units (14,195 flats in blocks and 790 houses) or 18% of Le Havre's housing stock.

Alcéane's 347 collaborators include 157 community agents. Five local branches are located in the heart of the neighbourhoods.

Out of 1,487 housing units in 2007:

- 36% were attributed to people not working,
- 53% were attributed to people working,
- 9% were attributed to pensioners,
- 2% were attributed to students.

To help families in temporary difficulty, Alcéane has invested in a partnership with the '*Les toits du cœur*' association.

An agreement was signed to put ten housing units at the association's disposal.

This is an alternative to the reception centre: its mission is to help families in great temporary difficulty and accompany them in the various procedures.

Alcéane lets out 60 housing units to associations with a social vocation (Salvation Army, *Habitat & Humanisme*, women and families in difficulty).

The criteria taken into account for the attribution of a flat are:

- The household's resources,
- The composition of the family,
- The urgency of the need for housing,
- Seeking a social mix,
- Distance from workplaces,
- The interest in the housing demand for the community,
- The household's current housing conditions

In the case of sharing, the amount of time since the candidate requested housing will be taken into account.

In keeping with Article L441-1 of the Construction and Habitation Code, priority will be given to:

- handicapped persons or families having a handicapped person at their charge
- poorly housed, disadvantaged people
- persons taken in or housed temporarily
- poorly housed people who are resuming a professional activity

Speech by Christelle AUZOU, CLHAJ 76 (Committee for the Housing of Young People in Seine Maritime):

The circular of 29 June 1990 created the Local Committees for the Autonomous Housing (CLLA) of Young People, of which the aims are to:

- inform young people about the conditions of access to autonomous housing.
- offer technical services facilitating access to housing.
- give rise to a local partnership for developing concerted responses on a territory.

In 1990, the two hostels for young workers associated with AHAPS and *Mission Locale* created the CLLA of Greater Le Havre.

In 2007, the CLLA took over the activities for the *département*, becoming CLHAJ 76.

The CLHAJ intervenes with young people aged 16 to 30, regardless of their social, family, professional or financial situations. Every year, 1200-1500 young people are received.

The CLHAJ 76:

- receives, informs, orients, advises and helps in the preparation of the housing plan.
- develops actions facilitating access to or remaining in the dwelling
- develops and manages the housing plans
- mobilises the local partnership.

Speech by Stéphane REVEAU, project leader, Housing Integration Centre (PIL):

The PIL is a tool of Greater Le Havre permitting a territorial implementation of the right to accommodation and housing.

It was created in 2005 to improve the knowledge and treatment of residential procedures for households in difficulty (accommodation/housing).

The PIL has three major objectives:

- Facilitating access to accommodation and housing (for regulating procedures).
- Coordinating and running a joint platform (for developing and maintaining relations of trust).
- Evaluating needs in a concerted and permanent way (for increasing and adapting the offer).

The PIL

- looks joint work with the aim of responding to the problems encountered through working groups;
- supports institutions in their mission of housing specific populations (statutory refugees, mentally handicapped...); and
- runs, in conjunction with the State and *département*, authorities of rehousing households in difficulty.

The network of professionals brings together 50 partners (institutions, the municipality, associations overseeing accommodation, associations receiving people in difficulty, public housing agencies, hospital...)

There are 1,700 accommodations in the greater municipal area ranging from emergency shelter to temporary housing.

Exchanges:

For the CLAHJ76, it is necessary, as far as possible, to work on projects (prevention, information) beforehand in order to find the housing solution adapted to the specific situation of each young person getting out of prison.

This first step would allow for creating the necessary attraction to work then, on the basis of an accompaniment, the search for a more durable housing solution.

The CLAHJ 76 professionals have insufficient knowledge about follow-up arrangements and the situations of young people in the hands of the law.

→ Proposal of time for training

Owing to his total lack of resources, it is impossible to work on the access to autonomous housing as long as the young person is incarcerated.

It is necessary to collaborate with the justice services that have the legal measures (SPIP, PJJ).

Large fines do not always permit meeting a housing budget.

For the Prison Department, the difficulty lies in having different populations living together in the reception centres.

The Legal Protection of Young People (PJJ) accompanies young people up to the age of 21 in the framework of the *Jeune Majeur* ('Young Adult') contract; a large number of them are in the street and confronted with reoffending.

José Luis DIEGO: In Spain, a residence of 4-5 flats was set up where the tenants share obligations, and a tutor is present round the clock. The organisation is adapted according to the needs of each person.

Ibrahim OSMANI questions Alcéane regarding the signing of an agreement to house ex-convicts in vacant flats, as exists in Italy. The lessor is not unfavourable, although guarantees must be ensured. The persons must be accompanied, and their financial situation must be able to cover the rent.

Siegfried LOPRICK: It is important to prepare incarcerated persons before their release. 85-90% of prisoners obtain a reduced sentence and are released early. Prior to release, these persons must know where they are going to be housed. In Germany, those under 25 generally return to live with their parents. If this is not the case, a tutor visits them regularly in their place of habitation.

Conclusion:

In Le Havre, the will and desire exist at the level of elected officials and institutional partners to work in fighting against reoffending.

Nonetheless, the various players who gathered these two days on the topic of people getting out of prison do not know or have a poor grasp of the reciprocal competences.

Through the coordinating authority, which is the Local Security Contract, it looks interesting to run a partnership in order to identify the checks encountered and propose actions.

Follow-up of the Gruntvig Project:

The partners agree to pursue the work on the fight against reoffending by developing the main line of training players—private and public—on incarceration, preparation for release, sociological data (nature of the crime...).

For Le Havre, needs were felt in the *Éducation Nationale* and the training centres, which do not deal with this public.

Spain has an electronic platform that can be translated and used by different partners. The city of Valencia is also interested in training policemen to help in structuring a relationship with young people.

Romania will take stock after the partners' visit to Brasov.

A coordination meeting will be held in Paris to validate the spheres of intervention.

The project will be sent to the European Commission in the near future.