

ACTION-ORIENTED POLICIES IN CRIME PREVENTION AND CRIMINAL JUSTICE

In the light of the VIIth United Nations Congress
Recommendations

POLÍTICAS ORIENTADAS A LA ACCIÓN EN MATERIA DE PREVENCIÓN DEL DELITO Y
JUSTICIA PENAL (a la luz de las recomendaciones del
VII Congreso de Naciones Unidas)

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ABSTRACT

This paper addresses itself to the policy-makers and field-action officials involved in crime prevention and control. It focuses attention on action-oriented policies in crime prevention and criminal justice from the conceptual and practical point of view in the aim of stirring international, regional and governmental action in a field becoming more and more vulnerable to damaging criminality.

For decades, congresses and meetings have voiced the need for international and regional cooperation in the field of crime prevention with few field realizations. The paper analyzes this situation beginning by a conceptual approach to international and regional cooperation, then it draws the objectives, terms, features and means of an effective implementation of such cooperation.

Crime prevention is being ineffective unless conceived as a national policy elaborated and monitored by a national agency grouping specialists in fields related to crime prevention. Part of the development is devoted to examine the creation of such an agency or to improve the existing ones' performance and to the elaboration of strategies and plans based on research.

The problems related to research and national expertise in the field are also duly examined. Suggestions are formulated on the accurate means of resolving these problems like the scarcity of expertise, the reluctance to research undertakings in some Administrations and the utilization of research findings.

Training in research and field operations is particularly emphasized since the value of any action depends primarily on the qualifications of the personnel carrying it out.

Finally the paper suggests that in connexion with the formulated concepts and policies, pilot projects in the field of preventing juvenile deviance and delinquency could be devised and put into action, thus paving the way before an overall crime prevention action.

RESUMEN

Este trabajo está dirigido a quienes dictan las políticas en materia de prevención y control del delito, y a los funcionarios que actúan en dicho campo.

Centra la atención, desde puntos de vista conceptuales y prácticos, en las políticas orientadas a la acción en materia de prevención del delito y justicia penal, con el objetivo de promover la acción internacional, regional y gubernamental.

Durante décadas, reuniones y congresos han clamado la necesidad de cooperación internacional y regional en materia de prevención del delito, pero con pocas realizaciones materiales. El trabajo examina esta situación; comenzando por un enfoque conceptual de la cooperación internacional y regional; luego, extrae los objetivos, términos, facetas y medios para una implementación efectiva de tal cooperación.

La prevención del delito está resultando ineficaz, a menos que se la conciba como una política nacional elaborada y dirigida por una agencia nacional que reúna especialistas de los campos relacionados con ella. Parte del artículo se dedica a examinar la creación de una agencia de esa índole y las formas de mejorar el funcionamiento de las agencias existentes, y a la preparación de planes y estrategias basadas en la investigación.

También se examinan los problemas que surgen de la necesidad de investigación y su relación con la existencia de capacidad instalada nacional para llevarla a cabo. Se sugieren formas de resolver problemas tales como el de la escasez de expertos, el de la actitud de rechazo a la investigación por parte de algunos gobiernos y el del aprovechamiento de los hallazgos de la investigación.

Se subraya especialmente la necesidad de la capacitación en materias de investigación y trabajos de campo, ya que el valor de cualquier acción depende primordialmente de la calificación del personal que la realiza.

Finalmente, se sugiere formular y poner en acción proyectos piloto en materia de prevención de conducta desviada y delito de menores, siguiendo los lineamientos antes indicados, preparando el camino para una prevención del delito integral.

INTRODUCTION

The world's concern about the rising problem of criminality and the ways of facing it through preventive and treatment means was expressed for decades by the United Nations International Congresses, Regional and Interregional Meetings.

With the time, a national and international experience was gained by the competent bodies involved in Crime Prevention policy and action, mainly due to a more concrete, scientific and realistic perception of the problem with its ramifications and implications. Field operations with their success and failure also helped in elaborating consistent programmes of Action based on a more defined conceptual approach to the content of crime prevention policies and methods of implementation.

Strategy and Planning became a commonplace to the Authorities, conscious of their responsibilities and eager to perform such actions for producing a fundamental change in the ways crime is coped with. It is evident that when strategy and planning occupy a central interest in the State policy the grasping of their rationale and techniques become a prerequisite condition for their elaboration and implementation. It ensues

that the personnel involved in the elaboration and implementation of such strategies and plans of action should have a high level of scientific knowledge and training. This need has been in fact felt by the countries which lacked in developing the effectiveness of their criminal justice system and affiliated agencies responsible of prevention and treatment policies. To bring an immediate and efficient remedy to this situation and fill this gap in the system they looked for help from the international community.

Caracas Declaration issued by the VIth United Nations Congress on Crime Prevention and Control in 1980 voiced the need and the call of the world community for international cooperation in the field of prevention and treatment. It stressed, inter alia, the need for:

- 1— Strengthening international cooperation in the field of crime prevention within the context of social, cultural, political and economic development.
- 2— Promoting scientific research taking into account the particular circumstances and priorities of each country or region.
- 3— Improving the performance of the Criminal Justice System by upgrading the qualifications of whom are responsible of its functioning

and by restructuring it in such a way that it becomes efficient and able to cope with the rising problem of criminality.

- 4— Revising criminal law to adapt it to the need of ensuring stable social conditions free from oppression and manipulation.
- 5— Devising new preventive programmes among which the strengthening of the role of the family and the school.

The VIIth United Nations Congress held in Milan in 1985 recalling Caracas Declaration oriented its work towards the implementation of the former recommendations for giving them practical effects in preventing crime.

Recognizing that facing crime as a rising problem could not be confined within the national boundaries, since it is expanding beyond them, the Congress re-emphasized the need for international cooperation in the various sectors of crime prevention and control. It also focused its attention on the ways of improving the Criminal Justice and preventive policies mechanisms.

Thus the Action-Oriented studies and policies occupied the center of the world's concern as expressed by a Plan of Action named Milan Plan of ACTION.

The main directives of this plan are the following:

- 1— Strengthening International cooperation, multilateral or bilateral, to the fullest extent possible, for undertaking action-oriented programmes and projects aimed at reinforcing the Criminal Justice System mechanisms and crime prevention measures.
- 2— Governments should accord high priority to crime prevention and criminal justice through, inter-alia, the strengthening of national crime prevention mechanisms and the allocation of adequate resources.
- 3— Strengthening Research on the international and national level giving particular attention to the relationship between various aspects of development and criminality.
- 4— Governments should intensify their efforts for developing the widest possible participation of the public to the crime prevention programmes.
- 5— The Regional and Inter-regional Institutes of the United Nations should be strengthened and their programmes reinforced to meet the requirements of their respective constituencies. The United Nations capacity in general should be strengthened to meet the rising demand of technical assistance and advisory services.

Without mentioning the other directives, mainly concerned with specific issues on terrorism, apartheid, drug traffic, human rights, the foregoing ones represent the objectives to be attained by Governments willing to build up and put into action rational and practical programmes for facing nationally and internationally the phenomenon of criminality.

This paper, prepared within the framework of the Third Joint International Conference organized by the Arab Security Studies and Training Center and the United Nations Social Defense Research Institute (UNSDRI) devoted to follow up the VIIth United Nations Congress recommendations and to elaborate Plans of Action for the implementation of those recommendations, will focus primarily on the concept and methods of international cooperation in the field of crime prevention and criminal justice.

As we have noticed it in the Caracas Declaration and Milan Plan of Action, as well as in so many former recommendations and declarations, a special emphasis is put on this cooperation because the crime phenomenon is felt as a threat to the world security "whose disruptive and destabilizing impact on society is bound to increase unless concrete and constructive action is taken on an urgent and priority basis".

However the concept and methods of international cooperation in the field of crime prevention and criminal justice need to be more precisely defined and determined in their content and mode of actions. That is what Part One of this paper deals with.

The second part deals with specific studies and projects to be undertaken as primary steps in the elaboration and implementation of crime prevention policies and programmes.

Part three is devoted to the role of the Arab Center as an effective organism capable of putting into action, regionally and even in a certain sector internationally, the mechanisms of the devised plans of action.

I. CONCEPTS AND METHODS OF INTERNATIONAL COOPERATION

There is a consensus in the world community that crime is becoming an international concern since it has extended beyond national boundaries. None could pretend that a given country can enjoy peaceful existence and security while crime is expanding around it or rising in size and changing in nature.

Since the international community is seeking the best means to ensure peace and security among its members, solidarity in facing the crime phenomenon becomes a priority. This is reflected by the following statement formulated by the Panel of Eminent Persons gathered in New Delhi (22-26 April 1985) to examine the new dimensions of criminality and crime prevention in the context of development¹:

"Crime is a major problem of national and international dimensions, with repercussions and ramifications that extend beyond national frontiers, hamper the political, economic, social and cultural development of peoples and threaten their enjoyment of human rights, fundamental freedoms, and peace, stability and security. There is a need to strengthen, on an urgent and priority basis, national and international action to effectively deal with the problems of criminality".

While similar recommendations have been formulated by former regional, inter-regional and international meetings, the objectives of international co-operation rather remained vague and general in terms. Reference is made to the exchange of information and experience or to the organization of seminars, congresses, training courses, but none of these recommendations is specific on the rationale of co-operation and the very punctual need it is called upon to meet.

Thus one can read in the Report on the Eighth Session of the Committee on Crime Prevention and Control (Vienna 21-30 March 1984)¹ that "All States and entities should co-operate through the United Nations or otherwise in the prevention and control of crime, as an indispensable element for contributing to the promotion of peace and security of mankind while enhancing the effectiveness, viability and fairness of criminal justice." The report goes on referring to the development of modalities of international co-operation like extradition, various forms of investigative and judicial assistance, technical co-operation in various forms, as personnel training, is mentioned without specification, but reference is made to the role of the regional and interregional institutes in promoting such co-operation. Such reference is also made in other reports of regional meetings.

Since international co-operation is becoming a major concern to the international community, it ought to be considered from a conceptual point of view for defining its content and scope.

Strategic planning and action can be considered as a model of conceptual and action-oriented approach. First, it helps in defining the

objectives of the crime preventive policies on the regional, inter-regional and international level; second, in devising methods and modalities of action on the basis of the available means and instruments; third, in using valid evaluative methods for assessing progressive performance and achievement of goals.

The following developments are an attempt at elaborating a concept of international co-operation, defining its objectives, its fundamental principles and the ways and means of implementing it. But first of all we ought to determine the field of crime prevention and criminal justice system when international co-operation is called to take place.

Field of Crime Prevention and Criminal Justice

Crime prevention and criminal justice have been recently linked to each other in the study of the criminal problem following a doctrinal and practical trend which underlined the fact that any action in the field of crime prevention and control should not focus only on the crime phenomenon but also on the institutional system dealing with it. Some opinions went as far as to consider the criminal justice system as criminogenic per se because its ill-functioning is generating criminogenic attitudes reflected by the criminals' behaviour or even by the potential criminal. The more the system is ill performing the more its preventive impact is weakened. For that reason crime prevention policies are becoming more interested in the criminal justice system considered as an integrated part of their strategies.

Crime prevention is a complex plan of action whose field extends from the pre-delinquency stage to the offender's after release. It encompasses the detection of potential criminal situations for treatment in an appropriate manner, mainly by bringing adequate solutions to problems generating such situations, the improvement of the social, economic and cultural situation among the less fortunate segment of the population, the strengthening of the citizen's sense of responsibility and their commitment to participate effectively in promoting and maintaining social order, the development of educational programmes by raising the level of education, especially civic education, which is a basic foundation for socially acceptable behaviour and therefore for peaceful social coexistence.

This is but a very global view of the field of crime prevention at the pre-delinquency stage, every sector having its own substantive and

institutional peculiarities. In fact as it has been always pointed out crime prevention relies primarily on the betterment of the individuals' social, economic, cultural and educational conditions. As long as those conditions remain at a level below the basic needs of the individual, criminogenic situations and attitudes could develop leading to deviance and delinquency. Crime is the outproduct of several factors, none of which could be neutralized or treated separately from the others. The global approach of prevention as described before draws the scheme of the strategies to be devised for controlling the criminogenic potential situations and the ways to deal with in a constructive manner. By the same way the general scheme of international co-operation in this field is taking shape while its content and objectives have to be elaborated in depth and detail.

The post-criminal stage is also a field of action for crime prevention policies. Through the criminal proceedings, trials and sentencing, the goals pursued are still preventive because they aim to readapt the offender to social life by rehabilitating him socially and professionally thus ensuring his protection against new failures leading to recidivism.

Nowadays the treatment of the offender and his re-education by the means provided by the criminal justice system are facing a challenging opposition on behalf of some politicians and responsible officials. The effectiveness of the system is under heavy criticism occasioned by the growing size of criminality, especially the one perpetrated by recidivists who become crime professionals.

Therefore it is understandable that crime prevention policies are nowadays oriented towards the assessment of the performance of the criminal justice system comprising the achievement of the police, courts, correctional institutions, prisons and social assistance's action. This evaluative approach of the system's performance paves the way before the rethinking of its structure and functions, its methods of action. Thus allowing its restructuring on new bases which enables it to deal successfully with the challenge of the crime phenomenon.

International co-operation, when requested or recommended, has to take into account this new orientation and the wide scope of action that crime prevention policies are laying down before national, regional and international action.

Concept and Objectives of Regional and International Cooperation

Regional and International Cooperation is

conceived as a joint effort on behalf of States, international or regional organizations aiming at the achievement of objectives leading to the improvement of human condition in general, peaceful existence among peoples of the world, and progress of the International Community as a whole. Cooperation is the expression of solidarity among nations. This broad concept of international cooperation does not reflect the complexity of the system through which it develops. Starting as a general perception of the needs and goals to be achieved, soon cooperation has to develop through the channels of policy planning, devising projects, administrative decisions, financing, all to be performed by the bureaucratic machinery whose performance is well known to be slow, complicated and surrounded by formalities...

The feeling of some countries that the national action alone is unable to solve their problems is widening the scope of the concept of international cooperation to encompass many sectors of public life, social and economic structure. We should add that some countries lack the necessary competence and knowledge for analyzing their own situation and determining their needs and how international or regional cooperation could solve their problems. This lead to the formulation of vague and inconsistent requests for international assistance which leaves the way open to misunderstandings and sometimes to disappointment.

Thus the concept of international cooperation has to be widened as to encompass various fields to be carefully defined by the concerned parties whose conceptions and interests lead sometimes to irreconcilable attitudes. This is clearly noticed from the existing gap between the recommendations unanimously adopted by international or regional meetings and their effective implementation. Considerable obstacles obstruct the channels of implementation reducing the initiatives to a standstill until new recommendations come to reiterate previous ones without any further move. One of the poignant examples is the recommendation reiterated as long as for twenty years for implementing in some regions United Nations Institutes for Crime prevention and criminal justice administration to enhance research and training. This recommendation is still awaiting offer from countries concerned to host this Institute on terms acceptable to both the United Nations and them.

The difficulty lies in the adoption of a comprehensive concept of what international cooperation is, what are its objectives, its conditions and terms and how could it be material-

ized.

Taking into consideration the different interests in presence, the concept should rather be flexible enough for encompassing the various aspirations of the soliciting parties without flowing over a basic framework defining its content and drawing its limits.

Given the variety of needs calling for international cooperation specific projects have to be set up to meet each sector's demand. They comprise the elaboration of policies, strategies and plans of action, field operations, evaluation of current projects, exploration of new initiatives in some fields, pilot projects, demonstrations, structural organization, personnel training, dissemination of information and knowledge, elaboration of guiding principles for administrative or scientific purposes.

Whatever would be the field to which cooperative action or assistance is brought, the main objectives remain the improvement of the situation under consideration for permitting a better performance and achievements.

In the field of crime prevention and criminal justice, a careful analysis is needed as a first step before devising a consistent action which should produce positive and concrete results. Field research on crime causation and development, evaluative research on the performance of the criminal justice system are priorities before any action, especially in countries lacking qualified personnel and adequate means for besetting their problems and determining their needs. Without a deep understanding of the prevailing situation in the field of crime prevention and criminal justice, action could not be fruitfully initiated.

Therefore research, evaluative and projective techniques should be developed on both national and international levels to allow the elaboration of plans of action. Moreover the requesting parties should be prepared to accept descriptive and evaluative research within their countries as a preliminary step to the implementation of international assistance. Without this preliminary approach to the countries' problems it would be impossible to elaborate adequate plans of assistance whose effects should be constructive, useful, even decisive. We stress this point because some countries are reluctant to evaluate approaches and explorative actions on behalf of outsiders by fear of having their weaknesses unveiled. However those weaknesses are exactly what regional and international assistance aims to beset for treating their causes and strengthening the structures where they are embodied.

We conclude that Regional and International Cooperation in the field of crime prevention and criminal justice is conceived as a way of helping Governments and competent authorities to build up a coherent and effective system whose objective is to face the phenomenon of crime. technical assistance, training, research and sometimes joint-field operations make the main body of services extended by the international and regional agencies.

Fundamental Principles of Regional and International Co-operation

Co-operation, whether regional or international, aims at the achievement of goals common to a group of countries or to the international community as a whole. However, for practical reasons a distinction is made between regional and international co-operation.

Regional co-operation generally takes place between countries sharing a common geographical, cultural, social and economic situation. They face similar problems, the solving of which, in one or another country, will have positive effects on all of them.

International co-operation is of a wider scope. It comprises joint efforts exerted by the international community through the United Nations on the international organizations and agencies to meet international, regional or national needs. It is an expression of solidarity among nations.

1. A fundamental principle which governs regional and international co-operation is that this co-operation meets the goals the international community endeavours to achieve. The United Nations Charter and the International Conventions embody the fundamental principles of international solidarity in facing human, social and economic problems. These principles will guide the international co-operation in its endeavours to improve human conditions in general and social and economic order in particular.
2. The objectives of the international co-operation should be clearly defined by the requesting parties, thus the plan of action could be drawn with sufficient knowledge of the object and purpose of the requested action.
3. The needs to be met by the international co-operation are also to be defined by the requesting parties with a scale of priorities as deemed so by them. However, it should be taken into consideration that the sponsor of the co-operation is entitled to assess the

adequacy of his intervention in the light of the needs and objectives stated by the requesting parties. Also he should be able to review the scale of priorities and to propose what it seems to him to be more adequate for the achievement of the proposed goals.

4. A comprehensive approach to the needs should be made possible as to allow the analysis of the impact of the assistance requested on the whole system leading to a selective choice of the fields of action.
5. Once the needs and objectives are defined it ought to be up to the concerned parties to devise the most adequate modalities of action and the appropriate techniques and methods to be used in carrying out the tasks so defined. It should be noticed that it is peremptory in devising the methods and techniques to take into consideration the socio-cultural, economic and political context within which they have to take place and operate. Also the human capabilities, national expertise and resources should be of a primary concern in elaborating the plans of action. The mere transfer of techniques or methods of action could produce adverse effects if the national and local conditions are overlooked or underestimated. What has been successful in one country might not be so in another.
6. When the infrastructure of a system is weak or ill-performing or even non-existent, the requested action will not bring provisional remedies to an ailing situation, it should rather concern itself with the restructuring or rebuilding of the system, replastering a weak infrastructure being a waste of time and means.
7. Every action in the field of regional and international co-operation needs the elaboration of a plan within the context of a general strategy. Each plan of action should be carefully devised and assessed to guarantee fruitful results.
8. Adequate financing should be provided for every project to cover its costs. Correct estimation of the costs is peremptory for avoiding any shortage in funds during the implementation.
9. Local expertise should be sought or created to allow on the one hand its active collaboration and on the other hand to ensure the continuity of the initiated action. In no way could the international co-operation supersede the local and national expertise which is called to be permanently involved in carrying out its

responsibilities.

10. Appropriate measures should be devised for a periodical assessment of the performance of the action underway as to allow adjustment or change in techniques when it is deemed necessary to do so.

Ways and Means of Implementing International Cooperation

Being primarily technical, international cooperation requests highly qualified expertise as well in fields related to strategy, planning and programming as in crime prevention and control, social and economic development, social, human, educational, criminological and criminal justice sciences.

Until now, such expertise is still scarce in most regions of the world and if found it is not always available. Therefore a joint effort by the international, regional and national organizations and agencies is needed to ensure adequate responses to the requested expertise, advices and technical assistance.

1. The United Nations through its specialized agencies and with the collaboration of the specialized Institutes and Organizations is in a favorable position to meet the needs of the Member States. However, the scarcity of its financial resources make it necessary to appeal to the regional and national Institutes, financed by the regional Governments, to shoulder it in carrying out its mission. Taken this situation into consideration the VIIth UN Congress held in Milan in 1985 recommended to the competent authorities of the international organization to elaborate joint-programmes in crime prevention and control with the regional, inter-regional and national Institutes. When international expertise and financial resources are made available, the implementation of the recommendations and the plans of action issued by the United Nations Congresses become viable and operational.
2. It should be noticed that besides the United Nations Institutes, the national ones and the non-governmental organizations, the world is witnessing the birth of regional Councils of Ministers, like in Europe and the Arab World, whose activities spread over their respective attributions and competence. The council of Arab Interior Ministers, for example, is concerning itself with the problems of security and crime prevention in the Arab

World.

Such formula brings together the policy-makers and the action-planners to examine problems related to their respective attribution for taking appropriate measures and monitoring their implementation. Action-oriented policies and decisions, are, as it is known, the pivotal axis of every constructive and efficient move. Taken by the competent authorities they can count on their support. However, given the fact that crime prevention and control involves several segments of the Government machinery and extends over several elements which make up social life, coordination between the different agencies is of a primary importance because it avoids overlapping, waste of time and money, it also ensures harmony in field operations and complementarity among the various activities converging towards the realization of a common goal.

Among the most efficient formulas to ensure coordination would be the creation of National Councils on Crime Prevention and Control grouping representatives of the different sectors, governmental and non-governmental, involved in planning and implementing national policies and social action. Such Councils will, on one hand, study the national needs and devise the ways and means to meet them, on the other hand, they will establish connecting channels with the international organizations for allowing international cooperation to be fruitful and yielding positive realizations.

The important role played by such Councils should not be underestimated since experience demonstrates that whenever no central agency for planning and coordinating international cooperation does exist, administrative and other obstacles hinder the performance of the plans of action.

3. Then comes the problem of the availability of experts and exchange of expertise. It is well known, as it has been said before, that expertise is scarce in the field of crime prevention and control. It seems that scholars keep themselves distant from unyielding or unrewarding fields as the crime prevention and control. Indeed, in such field, when appropriate action is taken to improve a given situation time is needed to show some positive achievements, if unexpected events do not occur disturbing the due course of the operation, a not so rare phenomenon in daily

life.

If we add to this reluctance on behalf of the scholars and scientists the doubtful look of politicians and authorities to the experts' work which is reflected in the chronic cuts in research and scientific budgets and the relatively low salaries offered or accorded to them, we can have a clear view over the scarcity causes in the field of crime prevention and control.

To remedy to this prevailing situation it is necessary to promote the scientific status and the financial attributions to the expertise work, to enhance specialization among scholars, to attract university graduates for specializing in the field of crime prevention and criminal justice, promising rewarding carriers and well-paid positions.

Otherwise, if this problem remains unresolved it is to be expected that decades of stagnation will come without any valuable realizations in the field of crime prevention. Moreover the problem of criminality will continue to increase in face of a non-existing or ailing system of social protection. It is also to be reminded that international cooperation cannot be fruitful, even it cannot operate, in the absence of national expertise because it is mainly made up of technical assistance which has to be grasped and made operative by national experts and qualified personnel.

In fact, the international expert needs a national counter-part with whom he can confer, plan, programme and perform field actions.

4. Adequate training courses and programmes allow to select and promote qualified personnel who could carry out definite responsibilities. National expertise is a prerequisite to the continuity of any action-oriented policy. Therefore preparing qualified personnel or improving knowledge and experience of the existing one is a condition for paving the way before the international cooperation could take place in a given country.
5. It is generally noticed that the stuff of decision-making authorities is mainly made up of politicians coming to power through elections or other constitutional or otherwise means. They last in office as long as their constituency or parliamentary instances maintain them in power. It ensues that some, or even many of them, are not aware of the real problem of the crime phenomenon in

their country. Moreover sometimes it is not sufficient that the authorities are aware of the problem to have it resolved. It needs a scientific analysis and approach for devising appropriate measures to cope with it. This cannot be achieved but through specialized agencies to be set up in the Administration for preparing the necessary study and plans. The support of public opinion is also a condition of any success to be achieved in the field of crime prevention. Therefore it ought to be mobilized through mass media and national congresses aimed at sensitizing the public to the problem whose destabilizing effects are threatening its security. Dissemination of information and resolutions accompanied with directives will help in creating a favorable climax for cooperation. National and international congresses should be carefully prepared and topics selected in accordance with pressing needs for gaining the public's attention and adhesion to the plans of action and directives which will emerge from such scientific gatherings. The public's cooperation remains a primary condition for the success of any policy or plan of action. Mass media will also play an eminent role in preparing a favorable acceptance of action-oriented policies and plans.

6. Above all the foregoing conditions adequate financing ensuring stable resources remains the dynamic power of the system. By ensuring funding for appropriate projects it is hoped that they can have a good start and end. Action-oriented policies and plans need adequate funding for covering the expenses incurring from their implementation and application.

International cooperation should be able to count on special funds raised by the Member States or deriving from special sources to ensure its promotion and continuity. Also States requesting international cooperation should earmark in their national budget sufficient amounts to meet their share in the cooperation programmes.

Conclusion

It is thought that by meeting the foregoing conditions, international cooperation, so frequently voiced by the international, regional and inter-regional congresses and meetings, could find its way to realization and implementation of useful and effective action-oriented policies in crime

prevention and control.

II. STUDIES AND PROJECTS ON ACTION-ORIENTED POLICIES

In the light of Milan Plan of Action issued by the VIIIth United Nations Congress on the Prevention of Crime and the Treatment of Offenders and the principles and guidelines of international and regional cooperation as we laid them down in the foregoing developments, we can draw the profile of the studies and projects on action-oriented policy in crime prevention and criminal justice considered on four levels, complementing each other.

The First level is concerned with the establishment of a policy-making authority called upon to elaborate, decide and monitor the crime prevention plans and criminal justice reforms and development.

The Second level is related to research as a major achievement called upon to prove the way before concrete, realistic, effective and specific plans of action.

The Third level is concerned with strategy and planning in action-oriented policies.

The Fourth level is related to training in action-oriented policies.

To be efficient action-oriented policies in crime prevention and criminal justice should be elaborated, decided and put into action by a competent body of experts and decision-making officials on the ground of scientific studies and research on the country's needs. A strategy of action will emerge from those studies serving as a framework of planning and achievements. Specific goals determined by order of priority are to be attained through elaborate plans. It is evident that this whole mechanism, essentially technical, cannot suitably and efficiently work and yield positive results if not geared by specialized and trained personnel from the highest level of planning and deciding to the lowest scale in field operation. For that reason action-oriented policy strongly relies on training at all levels as a means of bringing up a coherent and operative system.

The following sections give some details about this concept of action-oriented policy and its requirements.

Establishment of a Policy-making Authority

As it is noticed in many countries, crime prevention policies are not elaborated and put into

action according to an elaborate strategy and plans. Very few countries have thought of elaborating a comprehensive and cohesive crime prevention policy. Rather every sector of the criminal justice system is carrying out its responsibility within its habitual framework of action not necessarily in the aim of preventing crime as a goal per se.

It ensures that efforts are sometimes a waste of time and money ending nowhere. While if all these sectors join their efforts according to a concerted strategy, there would be a complementarity in their action. Such complementarity will ensure an harmonious action evolving towards the achievement of a well-defined goal. This could not be attained but through an authority grouping the responsibility of each sector to consult and decide together what it should be done.

Therefore we conceive the following steps as a practical action for the establishment of an authority in charge of policy-making and action-oriented planning:

1. The policy-making authority could be a Council like grouping the heads of sectors or departments of the criminal justice system with the competent representatives of the ministries involved in one way or another in social development and population welfare. It has been well established through the various studies and the United Nations reports and guidelines that crime prevention is a multi-sectoral responsibility. Improvements in the field of education, economy, social welfare are to have their direct impact and repercussions on crime prevention. Services provided by the different sectors, instead of being mono-valent could well become poly-valent by achieving more than one goal, among which, preventing social deviance and delinquency.

On the other hand since it is unanimously admitted that causes of criminal behaviour are mostly attributed to the lack of such services or to their failures or inadequacies, a direct action should be brought to correct their orientation or potentialities to become more efficient in meeting the needs of some segments of the population, generally vulnerable to the adverse effects of social underdevelopment.

This whole policy needs to be elaborated, decided, coordinated with other policies and put together into action by a central authority having received from the legislator the capacity of carrying it out. The proposed

Council, which could be named, Council for Crime Prevention and Control, could respond to such a need.

2. Experience has shown that even if such an authority is established, still it needs to undertake appropriate actions before the government and legislative body to keep them aware of its activities, achievements and needs, especially its financial and political support... other-wise its action could at one moment or another fall into oblivion, or at best, it could be considered as a routine performance needing no further attention while crime, being a dynamic phenomenon, is always evolving in size and nature. Coping with it requests inavoidavly a continuous effort and perseverance in field action and improvement in the ways and means deployed in facing it. Such involvement cannot be at its turn dynamic if it is not sustained by the public authorities and the legislative body. To keep pace with the necessary development of the system a permanent contact should be maintained between its components and the public authority. This could be realized through:
 - 2.1 Regular meetings gathering the policy-makers, the representatives of the public authorities and the council to examine the progressive reports on the council's performance and take the necessary decisions aiming at supporting and improving the council's action.
 - 2.2 The council should elaborate a national policy for crime prevention and the improvement of the criminal justice system and related services, falling within the framework of a National Strategy for Social and Economic Development. This policy should be debated and agreed on by the different sectors of the administration for receiving their approval and adhesion both guaranteeing its implementation with no obstacles or limitations.
3. The council should elaborate, coordinate, centralize and monitor the international and regional cooperation to put it in line with the national policy seconding it whenever necessary or at its turn contending it to the other countries. The fundamental principles defined in the former developments will serve as guidelines of the elaborated policy. These are the main orientations of the es-

established authority on crime prevention.

Research in action-oriented policy

a) Research in General

Research remains the main source of data which provides the authority of action-oriented policy with reliable instruments permitting the elaboration of concrete plans of action-oriented policies dealing with specific problems or issues.

Despite this widely admitted assumption, still research is either ignored or lagging behind the needs in most countries. The main causes lie in the following facts:

1. Research utility is not felt or it is weakly believed in in most sectors of the administration. Indeed it still remains as a new approach in the field of administrative science not all administrators are accustomed to or being trained into.
2. Research in itself is a long undertaking yielding no immediate field realizations.
3. When data is provided by researchers for using them as a ground to field action they remain a technical and complicated work, not all administrators are prepared to cope with.
4. Research data transformed into field-operation material and field-operation itself are not yielding immediate concrete results whose effects are felt by the administrators and the public.
5. Many times field-operation returns are neither rewarding nor compensating the incurred expenses.
6. Many times research is unveiling the weaknessess of the system, an unpleasant fact to the officials and administrators.

For these reasons we still find in many countries that research is unpopular or ignored or at best given a low-profile in the administration.

To remedy to such a situation and to rehabilitate research as an effective means of improvement and development, to give it a practical and constructive dimension, the following steps could be taken in line with the United Nations directives and recommendations as formulated by the VIIth Congress:

1. It is necessary to introduce research at all levels and in every segment of the administration as an integrated part of the functioning of the criminal justice system. A comprehensive action-oriented policy cannot be elaborated without concrete and significant data serving as a background to the establishment of such a policy. No one could deal

with a situation while ignoring its components, dynamisms and various characteristics. Research units should be an operating segment of the administration.

2. There is a need of establishing reinforcing or coordinating research with policy-making. In fact it is noticed that a gap exists between researchers and policy-makers. We gave some of the causes which make research unpopular within the various segments of the administration. As long as this unpopularity, not to say distrust in research, is not wiped out from the administrative thinking, there would remain unsurmountable difficulties to letting research fulfill its natural role in policy-making.

Therefore continuous efforts should be asserted to create a climate of trust and feeling of usefulness of research among researchers and policy-makers to come about the difficulties encountered in the administrations.

3. Public Authorities need to be continuously sensitized about the crime phenomenon and its evolution within the country. One of the most impressing research findings on the policy-makers and legislators thinking would be on the cost of crime in their society. Such a research is badly needed in the Arab world where no concrete and reliable figure on crime costs is available. The losses in lives and fortunes have not been estimated in financial terms while other elements of social life are being so.

Once a concrete figure will emerge from such a research on crime costs a more motivated approach would be done to the crime problem. Also public opinion would be more sensitive to the losses the population is enduring, a necessary shock to create a motivation on its behalf for its effective participation in crime prevention programmes and policies.

4. Research relies mostly on statistical data which give the configuration of the problems under study. Until now the Arab statistical data is not uniformized at the regional level. Even within the national context some countries did not yet adopt a systematic method in data gathering.

A regional and common effort should be deployed towards establishing standards in criminal statistics as to allow the researchers to have at hand reliable figures allowing them to draw concrete and realistic results from

their studies which serve as a ground for planning and field-action.

5. There are few qualified researchers in the Arab World, especially in the field of criminology and crime prevention. Some of the causes hindering research are at the origin of this scarcity. Lack of interest in research, or at best sporadic research, do not attract scholars and young university graduates towards research careers, while research, as we pointed it out, is badly needed in the Arab World.

Therefore to fill this gap these concurrent initiatives should be taken:

- 5.1 promote and upgrade research careers in a way that they promise to the young generations stability of career, promotion and above all estimation of the work they are called upon to perform.
- 5.2 organize in-service training courses in research methodology in every sector of crime prevention and criminal justice system involving active personnel engaged by their activity into the functioning of the system.
- 5.3 hold regular regional and international meetings to focus on the assessment and improvement of research methodology and techniques.

b) Specific Research

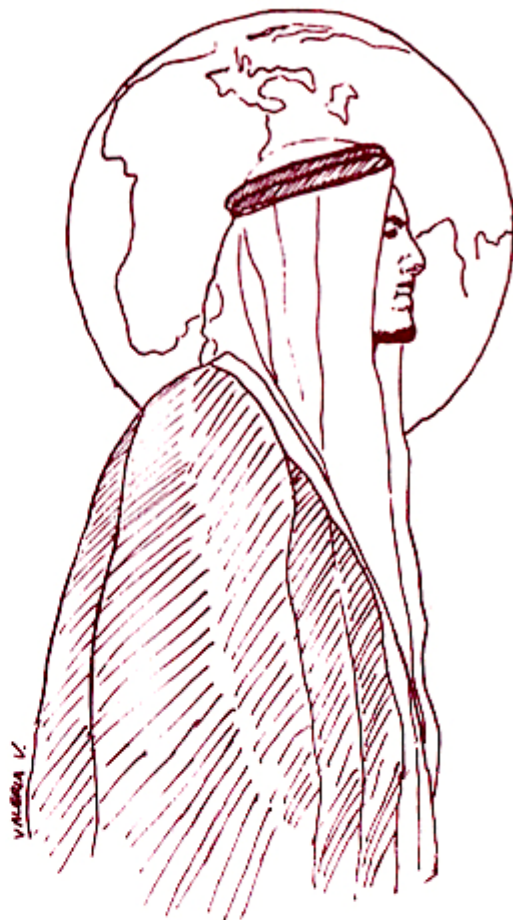
Besides the above general considerations on research, still there is the field of specific research which needs to be explored to serve action-oriented policies in crime prevention and criminal justice.

Undoubtedly the list of specific research is so long that it would be impossible within the context of this paper, to draw it. We confine our-selves to underlining some of these researches which seems to us that they deserve priority among other research priorities.

Actually our main concern is about juvenile and youth deviance in the Arab World, since youth represents actually an average of 55 % of the total arab population.

1. A preliminary research, called upon to guide further ones, should be on youth's problems in the Arab World. This mounting generation is experiencing rapid changes in the social, economic, cultural, educational, behavioural structure of society within which it is growing up.

Arab youth are in the midst of multi-directional cultural, intellectual and even ideological forces exercising over their minds a sort of



confused and antagonist influence. They develop in the same time acceptance and rejection of certain traditional and modern norms. They are in a pressing need to identify themselves with a self-accepted culture of their own responding to their aspiration and ideas. Such conflictual situation is no doubt a potential source of explosion if not perceived and positively dealt with by the competent authorities. Therefore a survey is necessary for identifying the acting factors creating such situation. None can remedy to a growing situation if he fails to identify its causes and magnitude. Better know and act rather than act without knowing.

2. Youth are no more in a static situation characterized by turmoil and unrest. The cumulus is already here. Alarming lightnings are already perceptible in social life indicating the mounting danger of explosion. Youth and juvenile deviance seem to be

mounting as some indicators show it. A more concrete approach is needed which could materialize in research in the following fields:

- 2.1 Trends of youth and juvenile delinquency in the Arab World.
 - 2.2 Relationship between educational programmes and social adaptation among youth.
 - 2.3 The juvenile delinquent or in danger of deviance in the Arab legislations.
 - 2.4 Institutional and non-institutional treatment of juvenile delinquents in the Arab World.
 - 2.5 Comparative study on preventing juvenile deviance in selected countries in the world leading to the elaboration of model plans and action-oriented policies.
3. On the other hand specific research should be undertaken on the public participation in crime prevention and the ways and means to create or promote such participation. In fact it is well admitted that a fundamental condition of the success of any preventive programmes is the public involvement. The United Nations Congresses and meetings always emphasized this point.
4. In connection with the former research, the potential contribution of the mass-media to crime prevention remains an unexplored field. A specific research on its role will help in devising a general policy involving mass media in such a constructive way that the widest audience could be reached through its means.
5. More attention is nowadays paid to the structure and functioning of the criminal justice system and related agencies. Sometimes it is even suspected, due to its ill-performance or ailing structure, of being a criminogenic factor.

Therefore any attempt to devise a general action-oriented policy in crime prevention and control should look first to weight the value and efficiency of the criminal justice system. Evaluative research is of a primary importance when a system is called upon to yield fruitful effects. All segments of the system, namely police, courts, corrections, reformatories, social services, should be put under scrutiny for discovering their strength and weaknesses in view of guiding reforms and improvements.

Strategy and Planning in Action-Oriented Policies

Strategy and Planning are more and more

gaining ground in crime prevention policy. Strategic studies aim to determine the ultimate goal to be reached by using the adequate means. Planning comes as a secondary step aimed at devising ways and means to attain the strategic goals.

By drawing the framework of action-oriented policies it becomes clear both to the strategist and to the field operator officer what kind of action they have to take and what kind of instruments they have to use.

Moreover a punctual evaluation of the available means or the needed ones becomes imperative because they are the work instruments without them no concrete action could be initiated.

Being hesitantly admitted as a part of the social development strategic studies action-oriented policies are on one hand to be strengthened, and on the other to be accepted by the policy-makers and practitioners.

A steady effort is needed to familiarize the personnel responsible of action-oriented policies with the requirement of strategic studies and planning.

The most concrete and direct ways of attaining this goal are:

1. The introduction of strategy and planning in the curricula of social and criminological sciences.
2. The organization of long and medium term courses on strategy and planning.
3. The organization of field training sessions.
4. The organization of international and regional seminars and experts meetings on strategy and planning in crime prevention and control.

Once these requirements are met and valid experience is gained by the strategists and planners, specific pilot projects (like civic education campaigns, public involvement in preventive programmes, mass education, security measures propagated) should be elaborated and implemented with progressive evaluation of their performance.

Training in Action-Oriented Policy

In more than one occasion we underlined training as an effective means for putting into action crime prevention policies and programmes. It goes without saying that the value of every system depends on the value of its personnel. Any system cannot work without a competent and qualified personnel at its command.

This induces to devise training programmes destined to the entire personnel of the system beginning by the top-level administrators. How-

ever a clarification should be brought to the minds about the concept and meaning of training.

Training does not mean learning what everyone is already doing. Training means a change in the nature of the work yielded as to improve it in such a way that it can achieve its goals and meet the needs it is destined to.

Therefore when a system is dealing with a dynamic phenomenon, as crime, varying in size and nature, always new performance or a change in the working of the system is needed at all levels of responsibility. This cannot occur but through a remodeling or readapting the methods of work and performances, to begin with policy devising and field operating.

Once understood, this concept of training will dissipate reluctance on behalf of the responsible officials and help in eliminating psychological obstacles which impede the acceptance of new ideas and initiatives.

The following steps could be useful in the implementation of training as part of the system:

1. The organization of meetings for high ranking officials on the theme: Training as a part of any system.
2. The introduction in criminology and specialized institutes of the study of training as a part of the crime prevention and criminal justice system.
3. The organization of seminars on training in specific issues as a complementary way of upgrading the various personnel levels.
4. Service training programmes to meet specific needs in the professional field.
5. Training should be professionally rewarding to the personnel thus creating self-motivation besides the professional one.

III. ROLE OF THE ARAB SECURITY STUDIES AND TRAINING CENTRE

In the foregoing developments we examined the different orientations of action-oriented policies and the necessary steps to elaborate and put them into action.

Three decades ago, the Arab States felt the need to have a regional organization capable of taking in charge the elaboration of crime prevention and control policies. The start was by the creation of the Social Defense Arab Organization which undertook some studies and organized seminars on the above-mentioned subject.

However on the initiative of the Arab Interior Ministers the Arab Security Studies and Training

Centre was created and established in Riyadh.

The Centre is nowadays performing various activities in the field of research and training and organizing seminars, expert meetings and international congresses.

Closely cooperating with the United Nations specialized agencies, the Centre is now called upon to carry out the responsibility of serving as a guide, a leader and even a pioneer in the field of crime prevention and control in the Arab regions. Also given its central position among the Arab States it is now considered as the best qualified organism to undertake and stimulate international and regional cooperation.

To that effect the Centre signed an agreement with the United Nations Crime Prevention and Criminal Justice Branch in Vienna on promoting and implementing international cooperation. Effectively it has materialized as a first step by seconding two of its experts to help in the preparation of the VIIth Congress and to assist the United Nations Secretariat in the progress work of the Congress. On the other hand the Centre is closely cooperating with UNSDRI in their common field, the present third international conference being an example of this fruitful cooperation, while common publications are contributing to the dissemination of criminological knowledge and data.

On the regional level the Centre created a technical assistance and advisory section devoted to lend its services to the Arab States and Organizations and to the international organizations in the field of crime prevention and control.

Given its technical, scientific and material possibilities, the Centre's role on the international and regional level is of a primary importance in carrying out its responsibilities, especially in putting into action the VIIth United Nations Congress recommendations and the Milano plan of action.

To meet this end, the Centre is counting on a group of experts in the field of crime prevention and control to devise a general strategy and planning aiming at the implementation of the foresaid action-oriented policies.

A progress evaluation of the achievements and a wide dissemination of its realizations will take place by seconding public and private initiatives in the attainments of their objectives centering around two objectives: Peace and Security.

REFERENCES

- ¹ E/1984/16 E.AC.57/1984/18 page 35 and following p.