

Goldstein award submission 2006

Groenewoud “out of business”

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• Midden en West Brabant

• Regio Midden en West Brabant
Korpsleiding
www.politiemwb.nl
Postadres Postbus 8010
5004 GA Tilburg
Telefoon 0900 8844

Behandeld door CJ Botman
Direct nummer 9726
E-mail Kees.Botman@mw-brabant.politie.nl

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Groenewoud "Out of Business"
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Bijlage(n) Submission

• Rob T. Guerette
School of Policy and Management
University Park, PCA 366B
Florida International University
11200 S.W. 8TH STREET
Miami, FL.33199

> Dear Sir

• **Goldstein Award 2006 – Groenewoud "Out of Business"**

Please find attached an entry for the Goldstein Award 2006, entitled Groenewoud "Out of Business", tackling a severe problem area in the City of Tilburg, The Netherlands.

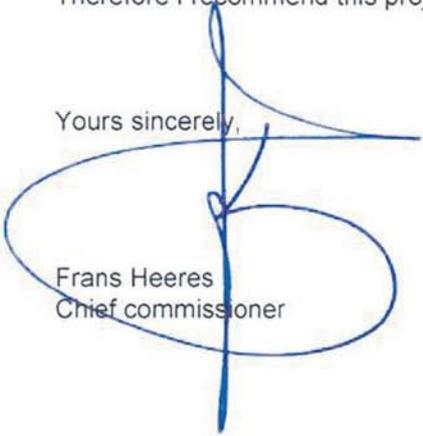
This entry is submitted for consideration with my approval and support.

I consider the results of the project to be both accurate and attributable to the project. The problem solving approach contributed not only to the project, but also to the quality of police work in my Police Department in general.

Therefore I recommend this project to your attention.

Yours sincerely,

Frans Heeres
Chief commissioner



Summary

Groenewoud “Out of Business”

Tilburg is the sixth city of the Netherlands with 200,000 inhabitants. One of the neighborhoods of the city of Tilburg is the Groenewoud neighborhood. At the Groenewoud neighborhood occupants took the law in their own hands, it became a refuge where occupants personally decided what would happen and where the authorities had lost their authority and position. From information deriving from the police, the municipality, the social security authorities, the housing corporation and the tax authorities it became clear that cannabis was being cultivated in the neighborhood as also that (hard)drugs were being trafficked whereas fencing, social security fraud, intimidation and illegal building and occupation were also noted with respect to the neighborhood.

On the basis of the aforementioned exploration of the problems the tripartite consultation, consisting of the Mayor of the municipality of Tilburg, the District Public Prosecutor and the District Chief of Police, decided, as to structurally improve the safety and living conditions in the Groenewoud neighborhood, to implement an integral, problem solving, approach. To this end an intervention team with a multidisciplinary composition was created. The main objective of the deployment of the intervention team was to again position the authorities at the neighborhood and to consequently contribute to an improvement of compliance with rules of law as also to contribute to an improvement of safety and public order.

The intervention team analyzed the problems and in this manner the following objectives with regards to the results could be formulated:

1. Collection and execution of outstanding fines and judgments;
2. Dismantling of possibly discovered cannabis cultivations and preparing official reports in connection therewith;
3. Termination of unlawfully attributed social security and unemployment benefits;
4. Undoing illegal building;
5. Execution of corrections in case of a violation of social and fiscal legislation;
6. Implementation of mutations in respect of the municipal personal records database.

Sufficient indicators derived from the analysis to implement a tailor-made approach. It was decided to execute three rounds of inspections under the operational direction of the police whereby a total of 245 buildings in the Groenewoud neighborhood were inspected. On the basis hereof 259 cases could be processed. This, among others, led to:

- 21 claims of unlawful appropriation for an amount of €120,000.00;
- 43 clearances of cannabis cultivations;
- 26 terminated rent agreements;
- 39 alternative sentences and 6 prison sentences;
- € 134,000.00 of reclaimed social securities.

Conclusion of the evaluation was that the integral collaboration provided the intended results and as a consequence thereof the authorities again positioned themselves in the Groenewoud neighborhood. With respect to the long-term results the municipality of Tilburg has taken the lead. Meanwhile an integral plan of approach is prepared in respect of which all relevant authorities are involved.

Groenewoud “Out of Business”

Introduction

Tilburg is the sixth city of the Netherlands with 200,000 inhabitants. The city originally developed in the textile industry. In due time Tilburg became a modern industrial city with a reputation in the area of urban regeneration. It constitutes an important employment centre for the south of the Netherlands.

Tilburg is an educational centre with higher professional trainings (among which, teacher trainings, trainings related to health care and technology as well as trainings in the area of art and culture and even a Rock Academy). Tilburg also has a university with, among others, a reputable Law and Economics Faculty.

Tilburg is a city of art and culture with various museums, theatres and music centers. In addition the city accommodates the soccer club Willem II which plays in the Dutch Premier League.

In 2003 a committee, under the supervision of Prof. Dr. Cyriel Fijnaut of the University of Tilburg, performed an investigation regarding the social safety in the city of Tilburg. Conclusion of the committee was that collaboration and harmonization between the various partners, constituting part of the safety chain, was missing. As a result of this investigation Tilburg decided to work even harder on safety and to face up to criminality, forms of nuisances and sentiments of unsafety among the occupants. To this end an urban safety plan was developed. This was put into words by means of the report “Strategische voorzieningen voor het stedelijk veiligheidsbeleid in de jaren 2004 - 2008” (“Strategic facilities for the urban safety policy with respect to the years 2004 - 2008”).

scanning



One of the neighborhoods of the city of Tilburg is the Groenewoud neighborhood. This neighborhood is known because of the number of occupants originating from socially weak classes. The neighborhood has a closed character. A strong mutual social control based on typical values, standards and rules exists. The neighborhood has a high level of self-regulating ability. Problems are solved within the neighborhood whereby occupants take the law in their own hands. People who do not fit in this structure are barred from the neighborhood. Factually, not the housing corporation but the occupants themselves decide who will live where. From the business processes systems of the police it may be noted that intimidation constitutes an often used means in connection with the foregoing: undesired newcomers are given to understand that they are not welcome.

Consequence of the fact that the occupants of the Groenewoud neighborhood take the law in their own hands is that it, for many years, constitutes a refuge where the occupants personally decide what will happen and where the authorities lost their authority and position. The rest of the city also sees the neighborhood as such. This leads to anxiety among the neighbors and has a negative impact on the adolescents in the neighborhood. Young people often do not feel motivated to complete their school education and finding, legal, employment. Young people are inclined to follow the footsteps of family members, resulting in a high percentage of premature drop-outs who, at a young age and in combination with criminal activities, receive a social security benefit. Many occupants of the neighborhood are difficult to mediate on the employment market.

The last few years the authorities were not capable of successfully tackling these problems. The entities involved operated individually and there was insufficient harmonization and collaboration. This led to the fact that local government officials, as a result of intimidation, were fearful to execute inspections with respect to the lawfulness of benefits to be allocated, that the housing corporation insufficiently acted against illegal building and that the police only acted in case of incidents.

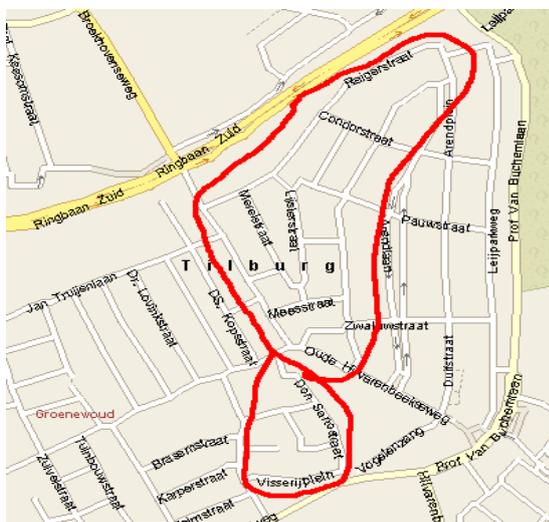
The discussed problems became ever more serious. This derived from the criminal offences observed by the police as also from the number of arrests (for example for international drugs trafficking), from information coming from observation actions of the police and from signals of the policemen on the beat. This caused policemen on the beat to regularly put these problems on the agenda of the neighborhood consultation. The parties involved established that these problems do not relate to a single police issue, but rather to multiple problems where many parties are involved. Information deriving from the municipality and the housing corporation with respect to social security fraud, illegal building and occupation as well as with respect to intimidation of government officials confirmed this. It was also established that a structural solution could only be accomplished by means of joint efforts. And thus it was done.

Exploration of the problems

The area and its occupants

First and foremost an area was indicated at which the investigation would be directed. Eventually 20 streets in two parts of the Groenewoud neighborhood were selected on the basis of information deriving from policemen on the beat, information with respect to the best customers of the police, information deriving from the police systems and information of the municipality and of the housing corporation. Of these streets the postal codes were included in a file. The postal codes were decisive in respect of the analysis.

The area and the relevant streets were as follows:



Baarshof
Broekhovenseweg > 167
Condorstraat
Don Sartostaat
Forelstraat
Korhoenstraat
Leeuwerikstraat
Lijsterstraat
Meesstraat
Merelstraat
Nachtgeaalstraat
Oude Hilvarenbeekseweg < 25
Pauwstraat
Pelikaanstraat
Putterstraat
Reigerstraat
Snoekstraat
Visserijplein
Vogelplein
Zwaluwstraat

Data sources of the municipal and national social security authorities indicated that the number of social security and unemployment benefits was twice as high in the Groenewoud neighborhood than in the city of Tilburg. In addition, according to, among others, the policemen on the beat, cannabis cultivation, trafficking of (hard)drugs, fencing and social security fraud were also noted. The neighborhood appeared to have its own, illegal, economy.

Some figures in relation to the neighborhood:

| | |
|--|------|
| Occupants | 1431 |
| Houses | 623 |
| Social security benefits | 98 |
| Unemployment benefits | 126 |
| (25 people receive an unemployment benefit at an address located in the neighborhood, however, are not registered at such address) | |
| In recognition systems of the police | 229 |
| Fraud signals social security benefits | 469 |
| Companies | 46 |

The identification of these problems initiated by the police and the results of the Committee Fijnaut, which took place almost contemporaneously, provided the problems with an important position on the political agenda.

The tripartite consultation between the Mayor of the municipality of Tilburg, the District Public Prosecutor and the District Chief of Police decided to structurally improve the safety and the living conditions in the Groenewoud neighborhood by means of an integral, problem resolving, approach as also by means of the urban safety program. Through this project the authorities accepted the integral responsibility as to improve compliance with the rules of law as also to improve the safety, public order and well-being of the occupants. The authorities consequently wanted to "reconquer" the neighborhood.

In connection herewith the municipality of Tilburg made use of the national collaboration agreement regarding intervention teams dated October 8, 2003. This agreement regulates collaboration in the area of fraud prevention between municipalities, the Dutch tax authorities, the labor inspectorate ("Arbeidsinspectie"), the authority implementing employee insurance schemes ("Uitvoeringsinstituut Werknemersverzekeringen"), the social insurance bank ("Sociale verzekeringsbank"), the Office of the Public Prosecutor, the Treasury Department and the Labor Department.

On the basis of this agreement an intervention team with a multidisciplinary composition was created. The following parties constituted part thereof:

- Police;
- Office of the Public Prosecutor;
- Regional platform for the prevention of fraud;
- Social Information and Investigation Service;
- Authority implementing employee insurance schemes;
- Municipality of Tilburg (Social Affairs, Enforcement, Municipal Personal Records Database);
- Tax authorities;
- Housing corporation in Tilburg;
- Energy Company.

Main objective of the deployment of the intervention team was to, by means of an integral problem solving approach, again position the authorities at the Groenewoud neighborhood. This would be accomplished by means of inspections directed at cannabis cultivation, social security fraud, possible tax fraud, illegal occupation and wrongs in connection therewith. Thus a contribution would be made to an improvement of compliance with the rules of law as also to an improvement of safety and public order.

By means of a project proposal the intervention team proposed the following activities:

| Activity | Explanation |
|--|--|
| <i>Collecting information in relation to social security benefits, addresses, possessions, fraud, illegal cannabis cultivations.</i> | <i>Providing a picture of the facts, interests and risks of the relevant authorities. Combining and rubricating the relevant data in a database.</i> |
| <i>Analyzing the collected information.</i> | <i>Establishing priorities with regards to the approach.</i> |
| <i>1st investigation by means of house calls.</i> | <i>Broad investigation in the area of fraud.</i> |
| <i>Administrative processing of the 1st investigation.</i> | <i>Establishing the findings and forwarding thereof to the interested organizations.</i> |
| <i>2nd investigation, among others, by means of house calls.</i> | <i>Investigation aimed at cannabis in conjunction with social security fraud.</i> |

| | |
|---|--|
| <i>Administrative processing of the 2nd investigation.</i> | <i>Establishing the findings and forwarding thereof to the interested organizations.</i> |
| <i>3rd investigation as a result of earlier findings.</i> | <i>Investigation by means of house calls on the basis of the two preceding investigations.</i> |
| <i>Administrative processing of the 3rd investigation.</i> | <i>Establishing the findings and forwarding thereof to the interested organizations.</i> |

The project ran from April 2005 up to January 2006 (later adjusted to May 2006). The project proposal also contained the composition of the project organization and the division of roles between the participating partner organizations. After the 1st and the 2nd investigation a progress report would be prepared and a final report after the 3rd investigation. Attention was also paid to the subject matter communication. The project team would use a chronologic journal.

These investigations of the intervention team are not only about the establishment of the observed offences but also about the effect of such a large-scale intervention of the authorities on the neighborhood. The authorities were to, by means of these investigations, again position themselves and show that they would be willing and capable to maintain the legal order. In addition, upon selection of the buildings which were to be investigated, it was explicitly verified whether the most influential individuals of the neighborhood could equally be included. The strict way of dealing with individuals with a wrong charisma and a negative exemplary function needed to evidence that they were not untouchable. As a result of the effect on the neighborhood, in addition to the planned investigations, all criminal offences observed in connection therewith were taken into account, such to even include non-payment of dog-license fees.

Analysis



Through the analysis the intervention team provided an accurate picture of the problems in the neighborhood to, on the basis thereof, perform better directed investigations. An additional objective was to identify individuals and families that, within the neighborhood, could be considered as influential.

The sources used in respect of the analysis

The analysts requested information from various authorities. This related to personal information, social security benefits, police information, addresses, cadastral information and information with respect to companies established in the neighborhood.

The provided files are contained in appendix 1.

Analysis of the subject matter Fraud

With respect to this analysis the following investigative questions were formulated. The answers to these questions could provide an indication that fraud was being committed.

1. Where do the people who, over the past 5 years, had more than 10 vehicles registered to their name live and who are they?
2. Where do the people who, between January 1, 2000 and April 21, 2005 (the moment the file was created), had a company car registered to their name and who received a benefit from the Social Services live and who are they?
3. Where do the people who have a company car registered to their name and who receive a benefit from the Social Services live and who are they?¹
4. Who are mentioned in the register of Disclosures of Unusual Transactions?²
5. Where do the people live who are mentioned in the police system of the Office of the Public Prosecutor?³
6. Where do the people live who, according to the municipal personal register database, are not registered, however appear to be registered according to Social Services and who are they?
7. Where do the people live who, according to the municipal personal register database, are not registered, however appear to be registered according to the authority implementing employee insurance schemes and who are they?
8. Where do the people live who, according to the municipal personal register database, are not registered, however appear to be registered according to the housing corporation in Tilburg and who are they?
9. Who is receiving a benefit from Social Services and is paying real estate levies for a building where such individual is, according to the municipal personal register database, not registered and what buildings are involved?⁴
10. Who is paying real estate levies for 5 buildings or more?
11. Where do, proportionately speaking, most indirect and direct family members live?

It was always tried to couple the provided information to:

- an address at the Groenewoud neighborhood, or
- a person who, according to the municipal personal register database, was registered at the neighborhood.

These two entities always predominated during the analysis.

Information which did not fall under the aforementioned entities however did relate to the neighborhood were yet inserted as a unique record. An example hereof are the 12 individuals who were, according to the authority implementing employee insurance schemes, registered at an address at the neighborhood who, according to the municipal personal register database, did not live at such address.

Eventually all provided information was stored in an analysis program and was subsequently analyzed.

Results of the analysis with respect to the subject matter fraud:

| No. | Indicator | Addresses |
|-----|--|-----------|
| 1 | <i>Last 5 years > 10 vehicles registered</i> | 8 |
| 2 | <i>Between 01-01-2000 and 04-21-2005 company car registered and social security benefit</i> | 5 |
| 3 | <i>Currently company car registered and social security benefit</i> | 3 |
| 4 | <i>Mentioned in register for Disclosures of Unusual Transactions</i> | 5 |
| 5 | <i>Mentioned in police system of the Office of the Public Prosecutor</i> | 3 |
| 6 | <i>Not registered according to the municipal personal register database, registered according to Social Services</i> | 6 |

1 The possession of a motor vehicle could provide an indication of a fraud risk. Possession of a motor vehicle plays a role pon establishment of a social security benefit. Possession of a company car constitutes an indication of an additional source of income.
 2 Somebody who is mentioned in the register of Disclosures of Unusual Transactions has been involved in a substantial financial transaction. This is of importance to the attribution of a social security benefit. It also provides an understanding of financial means that are hidden from the authorities.

| | | |
|----|---|----|
| 7 | Not registered according to the municipal personal register database, registered according to the authority implementing employee insurance schemes | 11 |
| 8 | Not registered according to the municipal personal register database, registered according to the housing corporation | 5 |
| 9 | Social security and real estate levy for building where they do not live | 2 |
| 10 | Real estate levies for 5 buildings | 3 |

3 This system mentions the individuals that still need to serve a sentence. They can be arrested.

4 Payment of real estate levies provides an understanding of the financial means of the payer and the occupation and/or use of the buildings.

This analysis provided sufficient indicators to execute a first investigation of 61 buildings at the Groenewoud neighborhood. On the basis of information with respect to illegal building originating from aerial photos as also on the basis of information provided by policemen on the beat, the criminal investigation and information department this eventually became 66 buildings.

Analysis of the subject matter Family Structures

The municipality of Tilburg provided a file from the municipal personal register database containing “the names and social-fiscal identification numbers of the occupants of the Groenewoud neighborhood with the names of their parents”. In addition a file was provided containing “social-fiscal identification numbers coupled to addresses”.

During the analysis it became clear that a part of the 93 individuals receiving social security benefits were related. As a result family structures of people living at the neighborhood were created. Five family structures (a merger of marriages) receiving more than one social security benefit became visible.

The results of the investigative questions were combined with the discovered family structures. One family structure predominantly surfaced because of the large number of individuals receiving a benefit from Social Services.

Some particularities in relation to this family structure:

- 75 men and 75 women;
- live in 67 houses at the Groenewoud neighborhood;
- 18 individuals receive a benefit from Social Services;
- 10 individuals receive a benefit from the authority implementing employee insurance schemes;
- 51 individuals are mentioned in the recognition service system;
- 89 individuals are registered in the Fraud Registration System;
- 1 individual is registered for disclosures of unusual transactions.

These 67 houses are divided over a number of streets. The 8 streets with the largest number of houses are:

| | |
|-----------------|----|
| Korhoenstraat | 17 |
| Meesstraat | 10 |
| Forelstraat | 8 |
| Baarshoef | 5 |
| Broekhovenseweg | 5 |
| Lijsterstraat | 4 |
| Merelstraat | 4 |
| Zwaluwstraat | 4 |

According to the policemen on the beat the family structures were responsible for significant peer-pressure in the neighborhood. On the basis of the results of the investigative questions reports were subsequently prepared containing the names and addresses of the families as well as their uniquely relevant information. In this way, upon execution of the investigation, priority could be given to dealing with these influential families.

Analysis of the subject matter Cannabis

The analysis of the subject matter Cannabis took place a couple of months after the analysis and investigation of the subject matter Fraud. Consequently the results of the earlier analysis and the information deriving from the first investigation were taken into consideration upon analysis of the subject matter Cannabis.

With respect to the analysis of the subject matter Cannabis a number of sources were consulted and analyzed. The consulted sources are contained in appendix 2.

The information deriving from these sources was combined. In addition a coupling was made with the information with respect to social security benefits and debts at the tax authorities. Here from sufficient indicators followed to execute a second investigation with respect to 62 buildings at the Groenewoud neighborhood.

Analysis of the subject matter Follow-up Investigation

The results of the fraud and cannabis investigations were used with respect to this subject matter. As a consequence a list containing addresses where an investigation was yet to be executed was created. Such because an earlier investigation was not or not sufficiently executed or because new information became available. The list contained 117 addresses.

Objectives

The following objectives were, with regards to the plan of approach, formulated on the basis of the analysis of the subject matters:

1. Collection and execution of outstanding fines and judgments;
2. Dismantling of possibly discovered cannabis cultivations and preparing official reports in connection therewith;
3. Termination of unlawfully attributed social security and unemployment benefits;
4. Undoing illegal building;
5. Execution of corrections in case of a violation of social and fiscal legislation;
6. Implementation of mutations in respect of the municipal personal records database.

These objectives were translated into an action plan and an investigation file per investigated address.

Response



The role of the authorities involved

- The Midden en West Brabant Police Department: operational direction with respect to the action; police back-up in the direction of the partners and investigation of the presence of cannabis cultivations. Additionally the police collected fines and arrested individuals in connection with judgments;
- The Office of the Public Prosecutor: the Public Prosecutor was present during the house searches and subsequently took care of the prosecution of criminal offences;
- Fraud Prevention Southwest Netherlands: initiated the contacts of the partners;
- Enforcement Team of the municipality of Tilburg: investigated illegal building;
- Social Services of the municipality of Tilburg: investigated the attributed social security benefits;
- Municipal Personal Register Database: investigated illegal occupation;
- The Authority implementing Employee Insurance Schemes: investigated attributed unemployment benefits;
- The Financial Investigation Department: established unlawful appropriation and took possession of cars, stereo installations, watches etc.;
- The Housing Corporation: took care of the eviction procedures in case of danger after discovery of a cannabis cultivation;
- The Energy Company: investigated the power supply at the buildings and took care of a safe working environment for the police officers in case of danger.

The first investigation (June, 22, 23, 28, 29 and 30, 2005)

During the fraud investigation addresses were selected where, on the basis of the analysis and the used investigative questions, sufficient indications of fraud in the broadest sense of its meaning were available. This related to 66 buildings in respect of which specific investigations were executed. This provided 46 cases which could be processed.

The investigations were divided over five days. In total, 15 individuals of the authorities involved were available to execute the investigations. Each day the investigations were executed by an investigation team consisting of 2 or 3 individuals and of various compositions depending on the problem to be tackled and the thereto pertaining, estimated, risk. Thereto, for each address, a plan of approach was prepared on the basis of the analysis. This contained all particularities with respect to a building and its occupants, among which, possibly dangerous situations. On the basis of this possible danger the deployment of the police during investigations was established. In cases where the possibility of violence existed a police officer would accompany the investigation team. In all instances, the police would, invisibly in the near vicinity, be available for back-up. During the morning briefing the emergency assistance and other units of the police in Tilburg were informed about the actions. Such as an additional back-up in case of problems.

After each investigation the results were recorded by the investigation team. Consequently the progress was safeguarded and the atmosphere at the neighborhood was monitored. During the investigations the policemen on the beat were present in the neighborhood to register how the occupants would react. In addition to these policemen on the beat there were no uniformed police officers present at the neighborhood to avoid an overkill of visible police.

The second investigation (October 4, 2005)

During the cannabis investigation the analysis particularly departed from those indicators which indicated illegal cannabis cultivations at buildings. These indicators were, among others, obtained by means of thermal registration from the air (video images available). These thermal registrations were executed at various moments in time to consequently establish that at least one harvest took place. If that was the case unlawful appropriation could be evidenced.

This, in total, involved 62 buildings. During the cannabis action the investigation teams also took as many other offences as possible into account. As a result eventually 171 cases could be processed (which amounts to almost 3 per building).

An action plan was also prepared with respect to the second investigation and a file was prepared per building. In addition investigation teams were provided with standard forms for interrogations, checklists for investigations and information letters for the occupants.

The relevant investigation teams were only briefed on the morning prior to the action. It was consciously decided not to enter the neighborhood before 9 A.M. This to prevent that school going children would be confronted with the large-scale action. The policemen on the beat also ensured that the children could stay at school in the afternoon.

At 9 A.M. two columns departed which could operate independently from each other. This involved 160 individuals, of which 100 police officials. In addition also 6 horses, 4 dogs and 40 vehicles participated. It was consciously decided not to deploy riot police because we did not want to operate at a higher status level. We did not want to create the idea among the occupants that the police only dared to enter the neighborhood

accompanied by the riot police.

Each column consisted of 1 commander and 4 investigation teams (each composed of 7 individuals) to dismantle cannabis cultivations and 4 public order teams (of 17 individuals). In addition each column contained representatives of all aforementioned partners. One column entirely closed down a street, subsequently the cannabis cultivations were dismantled and were the other investigations executed. When the column was ready in the relevant street the next street was being closed down.

The third investigation on January 31 and February 1, 2, 3 and 7, 2006

The follow-up investigation aimed at issues which were still open after the 1st and 2nd investigation. This, in total, involved 117 buildings. This related to independent verifications executed by the tax authorities (88 buildings were investigated in connection with rent subsidies) and a number of remaining investigations executed by the other chain partners. In total 42 cases could be processed.

Assessment



The objectives and the results

Following the three investigations a total of 259 cases were processed. Up to June 1, 2006 this led to the following results:⁵

| Objective / Organization | Description | Number |
|--|--|-----------------|
| <i>Objective 1</i> | | |
| | <i>Collecting fines and executing outstanding judgments</i> | |
| Police | Claims unlawful appropriation (€190,000.00) | 21 deprivations |
| Police | Collection judicial fines | 10 |
| Police | Conducted arrests (tracing register) | 6 |
| <i>Objective 2</i> | | |
| | <i>Dismantling discovered cannabis cultivations and preparing official reports in connection therewith</i> | |
| Police | Eviction cannabis cultivations | 43 |
| Police | Eviction XTC laboratory | 1 |
| Police | Eviction buildings containing raw materials for XTC | 2 |
| Police | Cannabis cases presented to Magistrate | 31 |
| Public Prosecutor | Cannabis hearings alternative sentences by Public Prosecutor | 39 |
| Court | Convictions in connection with 1 XTC laboratory and possession of raw materials (3 individuals prison sentences of 4 years, 3 individuals other sentences) | 6 |
| Housing Corporation | Termination rent agreements (involved 50 individuals) ¹ | 26 |
| Energy Company | Fraud with power supply invoice or committed theft | 43 |
| Energy Company | Cases of serious danger to the safety of the neighborhood | 32 |
| <i>Objective 3</i> | | |
| | <i>Termination of unlawfully attributed social security and unemployment benefits</i> | |
| Municipality of Tilburg | Reclamation of 18 social security benefits | € 120,000.00 |
| Authority implementing Employee Insurance Schemes (AEIS) | Reclamation of benefit | € 14,000.00 |
| AEIS | Termination of benefit | 1 |
| AEIS | Yet to be reclaimed benefit | 3 |
| AEIS | Reports for further investigation | 25 |
| <i>Objective 4</i> | | |
| | <i>Undoing illegal building</i> | |
| Municipality of Tilburg | Enforcement: Discovery of illegal building (5 annexes will be demolished) | 13 |
| <i>Objective 5</i> | | |
| | <i>Execution of corrections in case of a violation of social and fiscal legislation</i> | |
| Municipality of Tilburg | Dogs not reported for municipal dog-license fees | 11 |
| Tax authorities | Investigations to be initiated | 30 |

⁵ A number of cases is still being finalized by the various chain partners or is still pending in court.

| | | |
|-------------------------|--|----|
| <i>Objective 6</i> | <i>Implementation of mutations in respect of the municipal personal records database</i> | |
| Municipality of Tilburg | Municipal Personal Register Database: mutations in the register | 10 |

- 5 A total of 26 rented buildings where cannabis cultivations were discovered qualified for eviction of the occupants on the basis of causing danger. In these buildings the power supply was adjusted so that a highly dangerous situation was created (danger of explosion, fire, electrocution).

Spin-off

A number of the buildings from which the occupants were evicted were also occupied by individuals who were quite influential within the neighborhood. When it became known at the neighborhood that a number of people had to leave their homes a fierce atmosphere arose. The individuals concerned indicated to the policemen on the beat that the occupants would revolt in case the evictions would continue. Threats were also received at the address of the housing corporation in Tilburg, which had initiated the eviction procedures, that actions would follow.

Hereupon the police, during a period of number of weeks, secured the office (12 cameras were placed) and the personnel of the housing corporation in Tilburg. The house of the Mayor of Tilburg was also secured as threats of kidnapping his son were received. An adequate response was provided by means of preparing risk analysis, all sorts of scenarios and plans of approach and the presence of police. On risky days, for example when the eviction orders were served, a lot of police would be available. The policemen on the beat always played a good, deescalating role as a result of their continuous presence and their way of acting.

The occupants demonstrated against the evictions during a demonstration at the building of the housing corporation as also at the town hall. Articles and reports about this were published and were also broadcast on national television.

Effects

As a result of the actions the authorities again positioned themselves at the Groenewoud neighborhood. The intervention team was neutralized. The various authorities can again execute their work activities, which was already evidenced during the follow-up investigations of the tax authorities which were executed without large-scale police back-up. Moreover, in case of possibly unsafe situations the enforcement authorities can always fall back on back-up of the police.

With respect to the long-term effects the municipality of Tilburg has taken the lead. Meanwhile there is an integral plan of approach for the Groenewoud neighborhood in respect of which all relevant authorities are involved. This plan consists of the following elements:

- Integral enforcement: enforcement of the law and regulations by means of periodic investigations by the enforcement authorities (among which the police), possibly with additional back-up from the police.
- Well-being and care: improvement of the social-economic position of the occupants of the neighborhood. This takes place, among others, by means of employment and schooling projects.
- Neighborhood direction for young people: preventing young people to drop out of school and promoting meaningful spending of time.
- Physical living environment: preventing impoverishment and corruption. Revitalizing the living environment by means of demolition, new constructions and renovation.

Evaluation

In May 2006 an evaluation was organized with the authorities concerned. The conclusion was that the integral collaboration provided the intended results. It is now important that the municipality of Tilburg will continue the execution of the established long-term plan of approach in an energetic manner.

In the Netherlands a lot of attention exists for the manner how these problems were handled so successfully in Tilburg. This is also the result of the workshop held at the congress day of the Network for Innovation and Quality ("Netwerk voor Innovatie en Kwaliteit") of the Dutch Police in April 2006.

On the basis of the positive experiences with the working method of the intervention team a lot of requests for information were received. Thus it was decided to prepare a manual which could be useful during the execution of similar initiatives in other cities in the country.

From this project we, among others, learnt the following:

- It is important that all authorities involved will abide by the mutually agreed arrangements, even at moments

when this becomes difficult or dangerous. During the project the housing corporation in Tilburg threatened to pull out when employees were threatened. The housing corporation was expressly addressed by the other partners and the police imposed additional safety measures.

- When information is requested from the various systems of the authorities involved in the actions, it is important that the request for information can only be interpreted in an unambiguous manner. At the beginning of the project, the municipal personal register database repeatedly provided incomplete information because the question was not sufficiently unambiguous. This took time.
- It is important to permanently establish multiple involved partners in the neighborhood. Traditionally only the police was continuously present at the neighborhood by means of policemen on the beat. Having “an eye and an ear” from the part of all involved authorities will guarantee the continuity of the integral approach.

REPORT CO-AUTHORS

Jos van VUGT

**Inspector, operational manager of this project
Midden en West Brabant Police Department
Tilburg**

Kees BOTMAN

**Chief Inspector, Strategic Senior Advisor
Midden en West Brabant Police Department
Tilburg**

Kees VAN DER HEIJDEN, Strategic Senior Advisor

**Midden en West Brabant Police Department
Tilburg**

Officers & Agency

Agency and Officer Information

1. The initiative originated from the policemen on the beat. After the decision making a police supervisor was full-time encumbered with the coordination of the project. The execution was performed by employees of the entire police organization.

2. At the Midden en West Brabant Police Department a problem solving approach was implemented on a large-scale. This took place prior to and during the execution of the project. In respect of the foregoing the methodology of Intelligence Led Policing constitutes the leading principle. All 2000 operational employees (including supervisors) of the police force were provided with a training of various days. Upon completion they received a certificate. On the basis hereof information led briefings are held with the operational teams. The implementation of ILP even meant that briefing rooms with special furniture and computer and communication equipment were organized at all buildings. The implementation of ILP as a methodology is coordinated by a specially appointed official. Additional incentives are not provided.

3. During the primary training of police officers attention is paid to a problem solving approach. Also policemen on the beat were provided with a training with respect to working in a problem solving manner. They were provided with books in connection therewith. The problem solving approach is also anchored in the vision of the police force of Centre and West Brabant. As a thread it runs through the police force.

4. No problems encountered with the model.

5. The project was executed within the budget of the participating organizations. Additional project costs were paid from the security budget of the municipality of Tilburg.

6. Project Contact Persons:

Kees Botman
Chief Inspector
Strategic Senior Advisor of the Chief Commissioner
Telephone: 0031 (0)13 5959726
Fax: 0031 (0)13 5959729
Email: kees.botman@mw-brabant.politie.nl

Kees van der Heijden
Master in Contemporary History and Public Management
Strategic Senior Advisor of the Chief Commissioner
Telephone: 0031 (0)13 5959728
Fax: 0031 (0)13 5959729
Email: kees.van.der.heijden@mw-brabant.politie.nl

Projectmanager
Jos van Vugt
Inspector
Manager of the project Groenewoud "Out of Business"
Telephone: 0031 (0)13 5959947
Fax: 0031 (0)13 5959729
Email: jos.van.vugt@mw-brabant.politie.nl

Midden en West Brabant Police Department

Regional Headquarters
Ringbaan West 232
5038 KE Tilburg
P.O. Box 8010
5004 GA Tilburg
The Netherlands

Appendix 1: The files provided for the fraud analysis

| Authority | Source | Information |
|--|--|--|
| Police | Recognition Services System | Official report of an offence |
| Police | Tracing Register | Outstanding fines |
| Police | Police system of the Office of the Public Prosecutor | Sentences yet to be executed |
| Police | Disclosures of Unusual Transactions | An unusual transaction was reported |
| Police | Police Aviation Department | Aerial photos of the neighborhood |
| Police | Business processes systems | Communication from the neighborhood |
| Police | Policemen on the beat | Information from the neighborhood |
| Municipality of Tilburg | Municipal Personal Register Database | Occupants / Parents of occupants Marriages of occupants Addresses of occupants (3x) Addresses of matrimonial partners |
| Municipality of Tilburg | Social Services | Attributed social security benefits |
| Municipality of Tilburg | Social investigation department | Fraud registration system |
| Municipality of Tilburg | Real estate levies | Occupants paying real estate levies |
| Authority implementing Employee Insurance Schemes (AEIS) | AEIS system | Attributed benefits Employments (social-fiscal identification numbers) |
| Transport Directorate (TR) | TR system | License plates of individuals entitled to a benefit |
| Chamber of Commerce | Companies Register | Companies, established at an address in the neighborhood |
| Housing corporation in Tilburg | Housing corporation | Registered occupants |

Appendix 2: Files used for the Cannabis analysis

- The telephone number Report Crime Anonymously (“Meld Misdaad Anoniem”) (a national telephone number in the Netherlands where civilians can communicate information regarding crime in a, guaranteed, anonymous manner).
- The Business Processes System of the police. The information originating from this system was analyzed for the presence of a cannabis cultivation at the Groenewoud neighborhood.
- Information of the Criminal Information Department (an undercover police organization).
- Information of the policemen on the beat. The policemen on the beat often have strong indications of wrongs at their neighborhood.
- Information originating from thermal recordings. A police helicopter conducted some flights over the Groenewoud neighborhood. During these flights thermal recordings were made of the neighborhood by means of electronic equipment. After processing of these thermal registrations it followed where large sources of heat were located. This observation indicated the presence of a cannabis cultivation because of the used amount of heat.
- Information of the energy company. At the energy company information was requested with respect to the energy consumption of the buildings at the Groenewoud neighborhood. In connection herewith it was requested what buildings annually consumed less than 500 kWh⁶ and what buildings consumed more than 6000 kWh. These levels were selected because here from it could be derived where a cannabis cultivation would be located.

Appendix 3: Key success factors

- An integral approach;
- Commitment of partners;
- A dedicated project leader to coordinate;
- Adopting a problem solving approach;
- Expert analysts capable of connecting and analyzing the various files provided by the partners involved;
- A direction role for the municipality to continue the collaboration in the future and to achieve a structural approach with long-term effects.

Appendix 4: The police region “Midden en West Brabant”

One of the 25 regional police forces in the Netherlands is called police region Midden en West Brabant. Frans Heeres is the Chief of Police of this region.

You can find the region in the south of the Netherlands at the border of Belgium. The headquarters of our region is located at Tilburg, the sixth city of the Netherlands.

The police force of Midden en West Brabant service a population of about 1 million inhabitants living in 26 cities and local councils. Our force has a number of about three thousand employees, including our civilian colleagues. The region is divided in four operational districts; one of them is called Tilburg District. Each district has a number of operational units. Groenewoud, as described in this submission, is a neighbourhood of the municipality of Tilburg and is situated in the Tilburg District and the Operational Unit, called Unit Leijdal. During the “lifetime” of the project, the Inspector of Police, Jos van Vugt, fulltime managed the police related issues of this project.

You can find further information about policing in the Netherlands and the region of Midden en West Brabant in particular at www.politie.nl. There you can also download a brochure of Policing in the Netherlands.

7 This is an indicator which indicates that energy is used without meter registration.

