

Country: **Austria**

Author: **Dr.Ruderstaller Judith**

Introduction

Juvenile delinquency has been a matter of public interest for years. Discussions about whether juvenile delinquency is increasing in quality and/or quantity and which strategies may help to alleviate the problem of juvenile delinquency are part of political discussions in Austria almost every year, especially following the publication of crime rate statistics.

Apart from applying repressive or alternative measures as reactions to criminal and deviant behaviour, prevention strategies are an important part of national strategies to reduce crime in the long term. The importance of preventive strategies becomes particularly apparent, when considering that empirical studies indicate that the different forms of sanctions applied after the committal of a crime have proven little successful, that their influence on recidivism is minimal and that imprisonment often has a reverse effect and even increases the quantity and severity of criminal behaviour.¹

When speaking about crime prevention, especially early crime prevention among children and juveniles, we have to take care not to see children and juveniles as a potential risk for society, but as a person with potential.² We have to accept that criminality is part of every society and can never be extinguished entirely.

Still, effective crime prevention and the effort to hinder children and juveniles from developing deviant or criminal behaviour is a strategy that could not only make society safer, but that could also help each individual child become a successful and well-integrated member of society. Children and juveniles from families with a difficult socio-economic background need to be considered as a group that requires special support because statistics and research from all over the world show that they have a higher risk of failing in school, not finishing proper job training and by these disadvantages are more likely to develop criminal behaviour later on.

Finally, it also has to be considered that the Austrian society as such is changing: The wages are lowering and the classical model of the stay-at-home mother is no longer applicable for most families – both due to economic reasons of women having to contribute to the household

¹Heinz: Rückfall- und Wirkungsforschung – Ergebnisse aus Deutschland (2007), 11 f.

²Drewniak: Jugendkriminalprävention zwischen Jugendhilfe und Jugendstrafrecht; in: *DVJJ* [Hrsg]: Fördern, Fordern, Fallenlassen - Aktuelle Entwicklungen im Umgang mit Jugenddelinquenz (2008), 225 ff.

income as well as the emancipation of women. Furthermore, patchwork families and women raising their children on their own are a relatively new reality within society, for which there is not yet a proper institutional answer, such as offering all-day school or a sufficient amount of places in day-care for smaller children. Thereby, children, care-takers, and pedagogues have to tackle different problems than previous generations. Critics also note that the parent's core task, the upbringing of the child, is increasingly passed on to the teachers and pedagogues, who can, however, not fully replace them.

Early prevention was recognized as a crucial and "essential part of crime prevention in society" by the United Nations in their Guidelines for the Prevention of Juvenile Delinquency (1990), also known as the Riyadh Guidelines, thus highlighting the key role of early prevention in deterring children from crime. The Guidelines also stress the importance of the participation of the entire society in creating an environment for children that is conducive to developing "non-criminogenic attitudes" and successfully preventing juvenile delinquency. The creation of such an environment requires the implementation of "lawful, socially useful activities", whose aim is to ensure the harmonious development of adolescents, while respecting and promoting their personality from early childhood on.³

Whether the early prevention measures Austria provides at the moment are appropriate for these challenges and flexible enough to be adapted to the various family-forms found in society today will be discussed in this research.

I. Developing a prevention at early stages, overview of the systems.

Juvenile delinquency in Austria is a topic often discussed, although the issue's scale is not more alarming than in other European countries and statistical data is relatively similar.⁴ Between 2002 and 2008 police reports about juvenile delinquency increased significantly, since then, however, the numbers are decreasing constantly. Since 2000 the number of convictions remained rather constant, even during the period when the number of reports to the police increased drastically. This indicates that mostly the willingness of the public to file a report changed.

³ Resolution 45/112 - United Nations Guidelines for the Prevention of Juvenile Delinquency - "The Riyadh Guidelines" (1990) - <http://www2.ohchr.org/english/law/juvenile.htm>

⁴Ruderstaller: Rückfälligkeit jugendlicher Gewalttäter, page 196

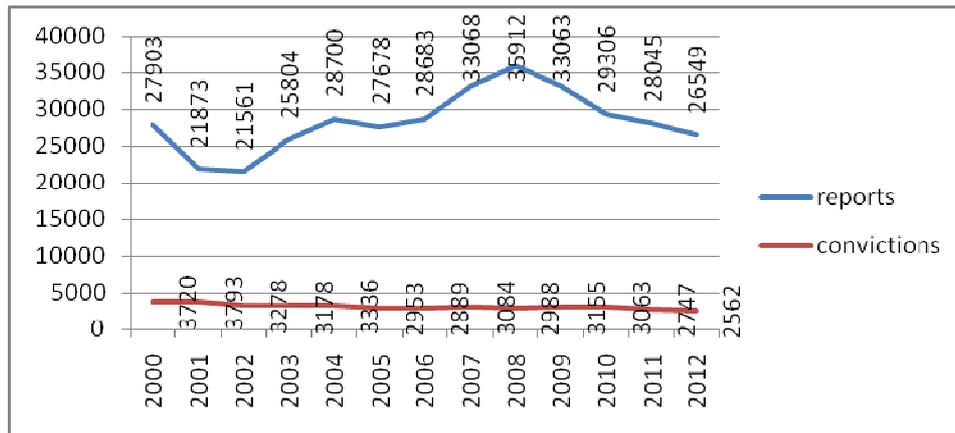


Figure 1: Police reports and convictions of juveniles (2000-2012)⁵

The discrepancy between the number of police reports and the resulting number of convictions is explainable by the prosecution's handling of juvenile delinquency. In 79% of cases prosecution at the court is forgone as other forms of retribution, such as diversions, are seen as more appropriate. (§ 4, § 6 JGG, diversions – see chapter I.A.3. for details).

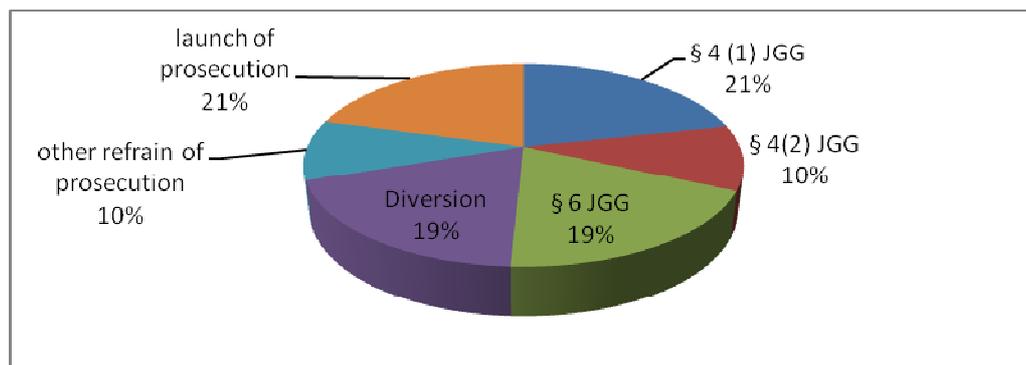


Figure 2: Prosecutor's handling of criminal proceedings against juveniles 2012 (n=26.549)

The majority of offences committed by juveniles are property crimes, i.e. vandalism, theft, robbery and burglary are most common. Offences against life and physical integrity also play a quantitative role, as a result of which convictions for assault are also common.

⁵ See Gerichtliche Verurteiltenstatistik, Verurteilungen Jugendlicher nach ausgewählten Abschnitten des StGB und Sanktion seit 1947.

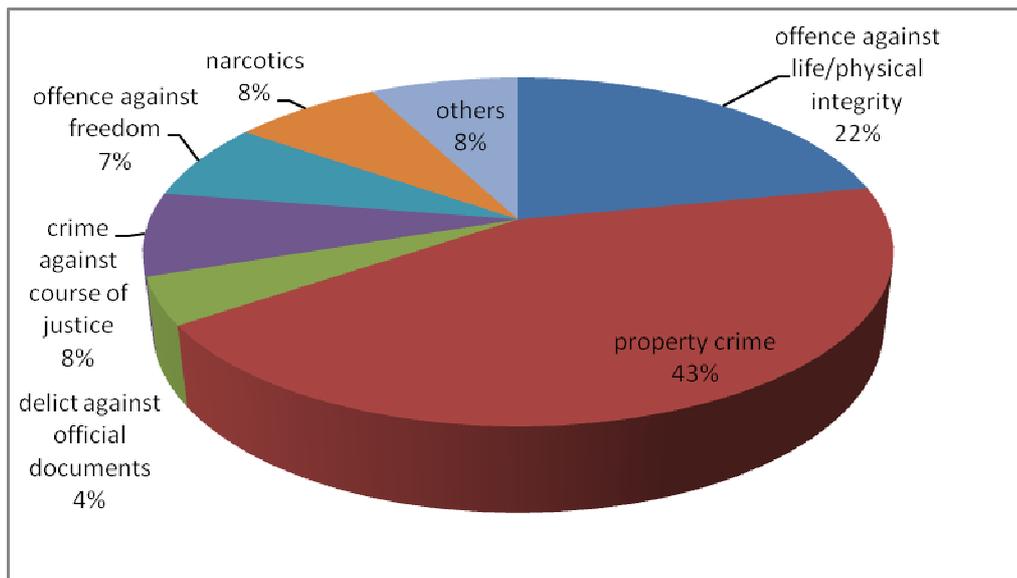


Figure 3: Offences committed by juveniles 2012 (n=4358)⁶

Gender differences are also significant: The percentage of girls convicted is in general lower, ranging at 13% on average. Depending on the different type of criminality it varies between 8,2% (offence against life and/or physical integrity) and 34,5% (crimes against course of justice).

A. The Austrian youth justice system

1. The principles of the youth justice system

The Juvenile Courts Act is a law primarily concerned with educating and disciplining juveniles, which is expressed in the law itself:

§ 5 (1) JGG: The use of the juvenile criminal law has the purpose to keep the juvenile away from committing further criminal acts.

These aims are to be reached primarily by the Child Welfare Authority's orders, actions taken by the Juvenile Court Assistance, forms of diversion in the criminal proceeding, orders, probation assistance, and convictions with or without punishment reserved. Prison sentences and fines are to be used as *ultima ratio* only against juveniles.⁷

Special deterrence plays an important role and has to be taken into consideration when discussing a refrain from prosecution (§ 4 (2) (2), § 6 JGG), diversion (§ 7 JGG), conviction without punishment (§ 12 JGG) and conviction with punishment reserved (§ 13 JGG). General deterrence is only relevant at §§ 6, 12, 13 JGG. Furthermore the Juvenile Courts Act

⁶ See Statistik Austria, Gerichtliche Verurteiltenstatistik, Verurteilte Delikte nach Alter zum Tatzeitpunkt und Geschlecht 2012

This number is higher than the number of juveniles convicted because it takes regard to the offences the juveniles were committed for, not to the number of juveniles who were convicted.

⁷Köck: Der Erziehungsgedanke im Jugendgerichtsgesetz, JRP 1999, 269.

sets out in § 53 JGG, that the penal system shall educate the juveniles to a behaviour that is in line with the law and the requirements of community life. If the duration of the prison sentence the juvenile faces allows it, the juvenile is to have a job education which is in accordance with his/her abilities and interests.

Justice has several provisions how to avoid involving juveniles in a formal procedure, although the police, prosecutors and partly the court are involved in alternative penal measures of course. The responsible judges and prosecutors need to have special skills in pedagogy, psychology and social work. In any case of launching prosecution against a juvenile the Youth Welfare Office and the Guardianship Court has to be informed about that.

2. The functioning of the youth justice system

The most important sources of law are the Criminal Code (Strafgesetzbuch, StGB), the Code of Criminal Procedure (Strafprozessordnung, StPO) and the Penal Law (Strafvollzugsgesetz, StVG). The laws therein are generally also applied to juveniles, although the Juvenile Court Act (Jugendgerichtsgesetz, JGG) provides additional provisions designated particularly for juveniles and young adults with regard to the sanctioning system, criminal proceedings, parental involvement, and the enforcement of sentences against juveniles. Additionally, it puts forth guidelines for the Guardianship Court and the Juvenile Court Assistance.

In general, the same courts are responsible for conducting proceedings against adults as they are for juveniles. However judges and prosecutors who deal with criminal proceedings against juveniles are required to have special skills in pedagogy, psychology and social work (see § 30 JGG).

Additionally, the Juvenile Court Assistance (see §§ 47-50 JGG) supports the court and prosecutor in the fulfilment of their respective responsibilities. While the main purpose of the Juvenile Court Assistance is to provide evaluations and psychological opinions, usually in the form of oral reports during the trial or a written opinion at an earlier stage of the criminal proceeding.⁸ This is effectively only available in Vienna.

The Guardianship Court is located in every district court which deals with so-called “non-contentious proceedings” (guardianship, divorce, visiting rules in divorced families, adoption...). The most important task in the field of juvenile justice is the question if any measures regarding the guardianship of the juvenile have to be taken. The Guardianship Court has to be informed by the prosecutor if criminal proceedings are initiated or finished. If the

⁸ See <http://strafvollzug.justiz.gv.at/einrichtungen/jugendgericht/>

proceedings at court end, the court has to inform the Guardianship Court about that fact. The Child Welfare Authority has to be informed, too. The Guardianship Court and the Child Welfare Authority take measures to enhance the best interests of the child. In practice there are hardly ever any reactions by the Guardianship Court and the Child Welfare Authority in case of criminal behaviour.

In general, the Penal Code (StPO) is used for juveniles and young adults as well as for adults. However, there are some specific rules for juveniles (e.g. to have a person of trust with him/her, to have the parents informed, etc.). These rights and process guarantees are in general respected.

3. Reactions and sanctions against juvenile delinquency

3.1. Impunity of juveniles

The age of criminal responsibility is in Austria 14 years (see § 4 (1) JGG).

Juveniles between 14 and 16 years are not punishable if they commit only a petty offence (threat of punishment less than three years imprisonment), if there is no serious guilt attributable to the offender and neither general nor specific deterrence require any kind of punishment (see § 4 (2) (2) JGG). This means that juveniles under the age of 16 cannot be punished for petty offences, as long as special deterrence does not require the use of any other measure of the juvenile justice system. The majority of offences which are typical for juveniles (shop lifting, property damage, assault etc.) is thereby not punishable for juveniles under 16.

Additionally, if a juvenile is not able to understand his/her action as an offence or is seen unfit to act according to such an understanding, the offence will not be punished. In these cases, the procedure will be suspended without any further consequences by the prosecutor (see § 4 (2) (1) JGG). These reasons are only presumed in case of a serious retardation of the personal development of the juvenile is determined by the High Court⁹ and includes for instance psychological or physical diseases, massive neglect or serious social defects.

Refrain from prosecution

The application of the youth penal law by a refrain from prosecution is required for juveniles who commit a crime subject to a threat of punishment less than five years imprisonment and if the use of diversion for the reason of specific deterrence is not necessary. If the offence caused a person's death the refrain of prosecution is excluded. The refrain of prosecution can be combined with an instruction by a judge for the juvenile. Compared to § 4 (2) JGG, the

⁹RS OGH 1952/12/05 50s605/52; 100s38/70; 100s13/71; 100s196/72; 100s190/72; 100s8/73; 100s113/74; 1994/03/02 130s188/93; 120s114/02; 130s50/06m.

scope of applicability is much broader. Not only petty offences are included in the use of the refrain from prosecution according to § 6 JGG, but all medium-serious and partly even serious crimes can be ended by a refrain from prosecution.

However, the application of special deterrence as well as general deterrence reduces the scope of use. As an example of a requirement for general deterrence, the High Court¹⁰ mentioned the repeated participation in attacks of a gang against visitors of a park without any specific reason, except the exertion of violence itself.

3.2. Diversion

Diversions do not result in a conviction and can theoretically be used as a reaction to any kind of offence committed by a juvenile since the reform of the Criminal Code on 01.01.2008.¹¹ In practice, diversions are used for juveniles up to medium serious criminality. Of course not all prosecutions can end with a diversion, so a very important limitation is that the offender did not act with serious fault. A “typical” event of an offence, for instance a robber who violently tears away a woman’s handbag and runs off, is not per se a proper basis for an assumption of “severe fault”. A certain threat of punishment cannot cause “severe fault”.¹² Further limitations of the use of a diversion are the settlement of the circumstances of the offence. Furthermore, specific deterrence must not require any other measure.

The measures of diversion are the same for juveniles as they are for adults: paying a fine, community service, a probation period of up to two years (partly combined with probation service or certain constraints) and victim-offender mediation. These measures cannot be cumulated.¹³ A change of the form of the diversion is controversial even if it is possible according to the law: In theory, the prosecutor has to initiate a prosecution in front of court if the offer of a diversion fails; however, in practice there are several documented cases of diversions whose form was changed, especially if the initial failing of the diversion was not the fault of the accused person.¹⁴

3.3. Social-net conferencing

The so-called social-net conferencing was introduced as an alternative measure in Austria and was conducted as a model project during the time from 01.01.2012 to 31.12.2013 in Vienna,

¹⁰OGH 17.12.1996, 110s157/96.

¹¹BGBL I Nr. 93/2007.

¹²Kucera: Die Anwendung der §§ 6 und 7 JGG 1988 in der Praxis, ÖJZ 1990, 586.

¹³Schroll: Die Fortentwicklung der Diversion durch die Rechtsprechung, in: Moos/Jesionek/Müller [Hrsg]: Strafprozessrecht im Wandel (2006), 503.

¹⁴Ruderstaller: Rückfälligkeit jugendlicher Gewalttäter (2013).

Carinthia, Styria and Upper Austria. It focused on juveniles and young adults who were subject to probation services. The project will be continued at least until the end of 2014 and an expansion to all of Austria is being discussed at the moment with the Ministry of Justice.¹⁵

The social-net conferencing is used for all problems dealing with social inclusion and integration, especially the step from a prison sentence to freedom, but also concerning restorative justice while including the victim and his/her social network. The advantages of the use of social-net conferencing are the activation of the juvenile's family and friends as well as the strengths of the juvenile him-/herself. The organisation "Neustart", which is responsible for probation services in Austria, organises and supports these meetings. In practice, the coordinators informed the judges and prosecutors about the model project in advance, explained the methods used and indicators for the use of the measure to increase the acceptance and use of the social-net conferencing.¹⁶

The first evaluations in 2013 showed a positive development of the project, especially in the use of social-net conferencing as an alternative measure to pre-trial detention. Social-net conferencing as a measure of sanctioning also showed positive results because the juveniles were put in positions that forced them to become active and allowed them to experience appreciation. The result was usually that the juveniles took responsibility for their own actions, not least because they wanted to avoid disappointing their social environment.¹⁷

3.4. Conviction without punishment & with punishment reserved

A conviction without punishment (see § 12 JGG) can be a sanction if a juvenile committed an offence which would justify only a minor punishment, but where it can be expected that the conviction without punishment will also fulfill the requirement of specific deterrence. Neither the specific threat of punishment, nor the concrete severity of fault and wrongdoing by the offence are relevant, but only the prospective prognosis concerning the juvenile's behaviour in the future.¹⁸ This prognosis is a discretionary decision by the court, its use (or refrain of use) can be reason for an appeal.¹⁹ Of course the use of the conviction without punishment is limited by the requirement that the punishment can be only of minor severity - thereby the threat of punishment and individual fault are observed. General deterrence shall only be

¹⁵ E-Mail from Hansjörg Schlechter on 07.01.2014.

¹⁶ <http://www.neustart.at/at/de/blog/entry/3094>

¹⁷ Interview with Christoph Koss (Neustart); <http://kurier.at/chronik/wien/termine-einhalten-ist-besser-als-haft/35.032.421>

¹⁸ Kucera: Die Anwendung der §§ 6 und 7 JGG 1988 in der Praxis, ÖJZ 1990, 586.

¹⁹ OGH 14.01.1997, 14Os188/96.

considered in exceptional cases.²⁰ The reasons for the conviction without punishment have to be given in the judgment in detail and thereby replace the punishment.

While the juvenile faces fewer consequences directly affecting him/her, a clear disadvantage of a conviction without punishment is the criminal record entry, which inevitably leads to the stigmatisation of the juvenile. Thereby, convictions without punishment have more drastic and long-term effects than in the case of a diversion being applied, which is not part of the criminal record. The knowledge and awareness of the consequences of a conviction without any form of punishment can be questioned.²¹

Compared to the conviction without punishment the conviction with punishment reserved is the more invasive sanction.²² Similar to the conviction without punishment, the conviction with punishment reserved lost its importance since the introduction of the forms of diversion. While in 2000 still 834 juveniles (2 %) were convicted with punishment reserved in 2012 only 246 (0,7 %) were sanctioned that way.²³

In case of a conviction with punishment reserved a period of probation is allotted, during which the punishment can be promulgated. This period is required to last for at least a year but not longer than three years. The prolongation of an ongoing probation period is not possible.²⁴ The decision that the punishment is reserved must be part of the judgment and the reasons for it must be given. The court has to inform the juvenile about the legal consequences of a conviction with punishment reserved orally as well as written in simple terms. The written explanation has to include information on which grounds the punishment can be promulgated during the time of probation.

However, the actual significance of convictions without punishment decreased continuously since the introduction of diversions.²⁵

3.5. Fine and prison sentence for juveniles

In general, the threat of punishment through fines or imprisonment for juveniles is about half as severe as for adults. Generally speaking, the minimum levels of punishment from adults' are not applicable for juveniles, except for crimes with a threat of punishment from 10-20 years or life imprisonment: If the juvenile is below 16 years there is a threat of punishment of

²⁰ Amtsblatt zu BGBl I Nr. 599/1988

²¹ Ruderstaller: Rückfälligkeit jugendlicher Gewalttäter, page 149.

²² OGH 15.11.1983, 90s166/83.

²³ Sicherheitsbericht 2012, page 79-80; Sicherheitsbericht des BMJ 2009, page 70-71.

²⁴ OGH 30.05.1995, 140s62/95.

²⁵ Sicherheitsbericht 2012, page 79-80; Sicherheitsbericht des BMJ 2009, page 70-71.

1-10 years, for juveniles over 16 years it is 1-15 years.²⁶ Only very few prison sentences against juveniles are unconditional or partly conditional (14% respectively 11%), while most of the fines (74%) are unconditional. In general, the number of convicted juveniles is constantly decreasing slightly. In 2012, 2562 juveniles were convicted. Compared to 2011, this means a decrease of 6,7 %.²⁷

When a juvenile is convicted to a prison sentence he/she is to be placed in a youth prison (see § 55 JGG).²⁸ In prison, a juvenile is subject to a more relaxed form of incarceration, meaning that even on weekends and national holidays the cell must be open at least for three hours a day.²⁹ People who are working in a youth prison have to show a special education in pedagogy, psychology and psychiatry (see § 54 JGG). For the juveniles, school education and/or professional education are offered and promoted. Furthermore there are various offers for the organisation of the juvenile's leisure time.³⁰ After a release from prison on probation, probation services can be requested for up to three years if seen as necessary.

3.6. Reactions to juvenile delinquency in practice

In 2012 26.549 juveniles were subject to criminal proceedings. In 4987 proceedings against juveniles the prosecutor refrained from prosecution because the juvenile was under the age of criminal responsibility (§ 4 (1) JGG). In 2405 cases the offence was subject to the regulations of impunity (§ 4 (2) JGG), in 4365 cases the prosecutor refrained from prosecution based on § 6 JGG. These three measures have the highest numbers compared to all other sanctions and are 50,8 % of all criminal proceedings against juveniles. Furthermore, in 9,6 % of the proceedings against juveniles the prosecutor refrained from prosecution because the behavior was not qualified as an offence according to the criminal code. In 18,9 % the proceedings ended in a form of diversion, in 20,7 % the prosecutor initiated the prosecution at a court.³¹

4. Pre-trial detention and alternative measures

Arrest and pre-trial detention are to be kept to a minimum in cases involving juvenile offenders. A juvenile can only be placed in pre-trial detention if the disadvantages for the juvenile are in proportion to the crime committed as well as the expected punishment and if the normal development of his/her personality is not endangered. In case the purpose of the

²⁶ See § 5 JGG.

²⁷ Sicherheitsbericht 2012, page 54-55.

²⁸ Regierungsvorlage zu BGBl I Nr 599/1988.

²⁹ BMJ: Untersuchungshaft für Jugendliche – Vermeidung, Verkürzung, Vollziehung, page 28.

³⁰ See <http://strafvollzug.justiz.gv.at/einrichtungen/justizanstalten/justizanstalt.php?id=5>

³¹ BMJ: Sicherheitsbericht 2012, 17.

detention is no longer existent because of an agreement in family law, if necessary combined with other measures, the juvenile has to be released (see § 35 JGG).

Generally speaking, the imposition of pre-trial detention against juveniles has decreased since the year 2000 (in average 229 juveniles in pre-trial detention), although there were ups and downs³² in the statistical data: Since 2009 (average 191 juveniles in pre-trial detention) the numbers are constantly lowering and finally reached in an all-time low 2013 (although average numbers are only available for a period from 01.01.2013 to 01.10.2013) and finally reached an average of 127 juveniles in pre-trial detention.³³

In June 2013 pre-trial detention in Austria was subject to extensive media coverage after a 14 year old juvenile, who had been accused of robbery, was sexually abused with a broomstick by three of his fellow inmates in the Josefstadt prison. The task force installed by the ministry of justice after this incident started to work in July 2013 and presented its final report in October 2013. The main aim of this interdisciplinary team was to find measures in between the extremes “prison” and “freedom”.³⁴

As alternative measures the task force suggested options to avoid and minimise the duration of pre-trial detention by social-net conferencing and opportunities to place juveniles in any other kind of accommodation.

B. The youth care system from the scope of juvenile crime prevention

1. The child protection system and monitoring mechanisms in Austria

Generally speaking, the child welfare law is subject to each province’s law, resulting in nine different laws in Austria.³⁵ However, these laws mainly regulate in a similar way how minors are treated whose parents are not able to raise the child without endangering its development. On a lower level the child welfare offices are obliged to enhance the quality of care and education for minors by offering advice, training for parents and parents to be, preventive measures, therapy, support in case the parents are not capable to maintain the minor’s wellbeing. In case the child’s best interests cannot be ascertained by that as a last resort the child could be placed in foster care. Moreover street work, supervised emergency shelter for

³² E.g. 2004: 259 juveniles, 2008: 152 juveniles in average in pre-trial detention.

³³BMJ: Sicherheitsbericht 2009, 2010, 2011, 2012; BMJ: Runder Tisch Untersuchungshaft für Jugendliche – Vermeidung, Verkürzung, Vollziehung (2013).

³⁴ibid, page 6, 30.

³⁵ Burgenländisches Jugendwohlfahrtsgesetz; Kärntner Jugendwohlfahrtsgesetz; Niederösterreichisches Jugendwohlfahrtsgesetz; Oberösterreichisches Jugendwohlfahrtsgesetz; Salzburger Kinder- und Jugendwohlfahrtsordnung; Steirisches Jugendwohlfahrtsgesetz; Steiermärkische Jugendwohlfahrtsgesetz-Durchführungsverordnung; Tiroler Jugendwohlfahrtsgesetz; Vorarlberger Kinder- und Jugendhilfegesetz; Wiener Jugendwohlfahrtsgesetz.

juveniles, mother-child shelters and the organization of recreational activities are partly foreseen as an assignment of the child welfare office.

The general trend points toward supporting parents in raising their child rather than placing children in foster families. The two most important models in use are:

- *Long term foster care:* This model is used if support in the upbringing of the child is no longer adequate to guarantee the best interest of the child. Although the accommodation in the foster family is planned for a longer period of time, usually until the child is 18 years old, there are intents to return the child to its biological family or at least to maintain the relationship with the biological parents.
- *Crisis- and short-term foster care:* Shared apartments with professional care and crisis centres are gaining importance. Their main goal is to offer short-term fostering in case of a family crisis. The maximum period for a minor to stay there varies between six months and eight weeks, depending on the province (8 weeks: Tirol; 8-12 weeks: Styria, Vienna, Carinthia; 3 months: Upper Austria; 6 months: Salzburg). The social workers and pedagogues develop an individual concept for the further accommodation of the child. The return to the family is the main aim and continuous contact with the parents is an important part of the work with the family and the situation.³⁶

Furthermore each provincial law includes the obligation to establish an independent ombudsman for children and young people (Kinder- und Jugendanwaltschaft). The main task of the ombudsman is to mediate in conflicts between parents, children or minors, and authorities (school, youth welfare office etc.), regarding any concerns of education and child care. Also, provincial laws have different regulations concerning public information on children's rights, and evaluation of drafts of national legislation.

Statistics concerning the quantity of assistance by the youth welfare show regional differences. The number of children who are in the state's full custody differs regionally between 0,32% in Upper Austria and 0,68% in Carinthia, with a nationwide average of 0,43%.³⁷ This is a decrease compared to the statistics from 2006, where 0,6% of all minors were in the state's full custody.³⁸ The percentage of children in foster families, among those who are in the state's custody, lies between 27% (Carinthia) and 50% (Vorarlberg), the Austrian average being 41%.³⁹ The relation of children in foster families and those in full

³⁶Scheipl: Das Pflegekinderwesen in Österreich.

³⁷ Burgenland: 0,54%; Carinthia 0,68%; Lower Austria: 0,34%; Upper Austria: 0,32%; Salzburg: 0,41%; Styria: 0,41%; Tirol: 0,38%; Vorarlberg: 0,36%; Vienna: 0,55%; Source: BMWFJ: Jugendwohlfahrtsbericht 2012.

³⁸ See BMWFJ: 6. Bericht zur Lage der Jugend in Österreich (2011), page 564.

³⁹ Burgenland: 31%; Carinthia 27%; Lower Austria: 45%; Upper Austria: 42%; Salzburg: 31%; Styria: 46%; Tirol: 31%; Vorarlberg: 50%; Vienna: 43%; Source: BMWFJ: Jugendwohlfahrtsbericht 2012.

custody decreased to the disadvantage of foster families since 2006, where 45% of all children who could not stay in their families were located in foster families.⁴⁰ Support in the upbringing of the child is provided all over Austria in 1,78 % of all cases, the regional differences ranging between 1,13% (Upper Austria) and 3,34% (Styria).⁴¹ The amount of provided support increased drastically since 2006, where it was provided in an average of 1,26% of all cases.⁴²

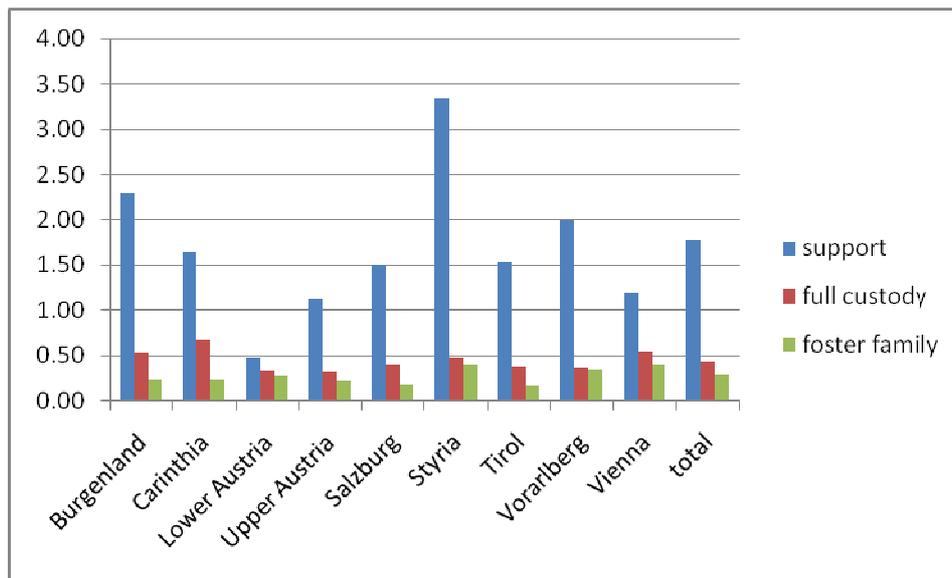


Figure 4: Percentage of support, custody and foster families in Austria in 2012 (n=1.509.989)⁴³

The youth welfare administration's work is often criticised, partly for intervening too late, partly for intervening too vehemently.⁴⁴ It suffers from being chronically understaffed, making its task increasingly difficult. The lack of personnel causes many social workers to work under great time pressure as they have to take care of a number of families that does not bear relation to the time necessary for such a task. This inevitably leads to mistakes in the proceedings.

2. Recreational activities

Providing children and juveniles with a meaningful way to spend their leisure time, can also contribute to crime prevention.

⁴⁰See BMWFJ: 6. Bericht zur Lage der Jugend in Österreich (2011), page 564.

⁴¹ Burgenland: 2,3%; Carinthia 1,65%; Lower Austria: 1,98%; Upper Austria: 1,13%; Salzburg: 1,15%; Styria: 3,34%; Tirol: 1,53%; Vorarlberg: 2%; Vienna: 1,2%; Source: BMWFJ: Jugendwohlfahrtsbericht 2012.

⁴²See BMWFJ: 6. Bericht zur Lage der Jugend in Österreich (2011), page 565.

⁴³ Source of data material: BMWFJ: Jugendwohlfahrtsbericht 2012.

⁴⁴Misliwetz/Fürdank-Hell/Schlager: Schwarzbuch Familienrecht – Kinderrechte, Jugendwohlfahrt und Familienpolitik Österreichs, 2013.

Schools offer recreational activities during the school year, e.g. excursions, school camping week, school trips, skiing courses and sport trips etc. on a regular basis. For children with a difficult socio-economic background there is a possibility to receive financial support from school.

Other recreational activities are mainly organised by the parents themselves through different organisations. The offers for activities during holidays range from children's universities, to camps and other recreational groups, often oriented towards sports or adventure. Cost-effective or free recreational activities for children at risk are hardly existent.

As an example the adventure-oriented juvenile work carried out by the Alpenverein can be mentioned. The Alpenverein offers, inter alia, summer camps (around 1000 children and juveniles join the 50 camps every year); environmental construction sites ("Umweltbaustellen") in which young people between 16 and 30 are invited to work voluntarily for one week at a natural disaster site; and SPOT experience, which is an experience-based school programme focussing on the topics of personal development, our relation to nature and English experience (this reaches around 1500 juveniles a year.)⁴⁵

C. The education system (10 - 18 years old) from the scope of Juvenile crime prevention

1. The Austrian education system

For children under the age of 3, Austria offers a so called *Kinderkrippe* (nursery school), children older than 3 may attend kindergarten. Partly, there is a lack of available places in nursery schools, especially in rural areas. In September 2010, Austria introduced the obligation for children who are five years old and subject to compulsory education in the following year to go to kindergarten for one year, which is free of charge. This obligation implies at least 16 to 20 hours in kindergarten on at least four days a week. The main aim of the introduction of this regulation was to reduce disadvantages for children from families at risk (see chapter I.C.2.) and to enhance their chances to succeed in the education system. An evaluation from 2012 showed that the regulation has positive effects on the children's intellectual potential regarding social, cognitive, motoric, emotional and lingual competences. Furthermore, the obligation to go to kindergarten contains the chance to identify special needs

⁴⁵Hahn-Bleibtreu (BMWFJ): 6. Bericht zur Lage der Jugend in Österreich (2011), page 444-445.

of certain children as well as special abilities at an early stage and to offer support. Currently, there are discussions about extending this obligation to two years.⁴⁶

In general, compulsory education lasts for nine years in Austria. At the age of six, children are subject to compulsory education and are required to go to *Volksschule* (primary school) for four years. Children who are not yet able to follow the lessons on an intellectual level might be sent to *Vorschule* (pre-school) for one year.

Mentally challenged children are usually placed in *Sonderschule* (special school) and subsequently receive their education in school types with a separate curriculum for the entirety of compulsory education. Depending on the degree of disability the curriculum has diverging contents, which are in accordance to the children's abilities. However, in practice children with deficits in German language skills are often placed in *Sonderschule*, without being mentally challenged.⁴⁷

After finishing *Volksschule* children have several options of further education, each of them with the duration of four years:

- *Hauptschule* (secondary school): This school has different advancement levels (*Leistungsgruppen*) within one school class. The quality of the education in these schools is diverging between urban and rural areas; the latter seem to have a higher quality.
- *Neue Mittelschule* (new secondary school): This school also works with a system based on different advancement levels. As opposed to the *Hauptschule*, the *Neue Mittelschule* offers an advancement level up to *Allgemeinbildende Höhere Schule* (AHS, secondary school).
- *Allgemeinbildende Höhere Schule* (AHS, academic secondary school): This type of school includes several orientations, which are the classical *Gymnasium*, with a focus on languages, the *Realgymnasium*, which focusses on technical skills, and the *Wirtschaftskundliches Gymnasium*, with a focus on economics. The AHS generally has a duration of up to eight years, but after four years juveniles can decide if they prefer to stay in secondary school or change into another kind of school.

After four years in one of these schools the juvenile has the following options:

- The *Polytechnic Institute* (one year) usually has the purpose of finding out about the interests of the youth for specific job training. This involves taking part in some

⁴⁶ Horvath/Haas: Gesundheitsfolgenabschätzung zum verpflichtenden Kindergartenjahr (2012), page 13-15, 37-38.

⁴⁷ Statistik Austria: Migration & Integration – Zahlen, Daten, Indikatoren (2011), page 10.

practical training in a variety of professions to finally find a job as a trainee. In some cases juveniles who visited *Hauptschule* also use this year as a bridge-over to qualify with a BHS or AHS the following year.

- *Berufsbildende Mittlere Schule* (BMS, vocational school): These schools take three years and offer an education mostly in economics (*Handelsschule*, trade school) or in some special technical areas (fashion school, etc.)
- *Allgemeinbildende Höhere Schule* (AHS, secondary school): As described above, the AHS takes up to eight years and ends with an exam qualifying the students for university. There are also secondary schools which start only at the 9th grade and therefore do not offer 5th grade to 8th grade and focus mainly on juveniles who want to join an AHS after *Hauptschule*, *Neue Mittelschule* or Polytechnic Institute.
- *Berufsbildende Höhere Schule* (BHS, vocational high school): These different kinds of schools last for five years and end with an exam qualifying the pupils for university. There are several types of BHS focussing on different subjects, especially economics (*Handelsakademie*, HAK), technics (*Höhere Technische Lehranstalt*, HTL), agriculture or the education of kindergarten-teachers.

In case a juvenile decides to do a traineeship (*Lehre*), which usually starts at the age of 15, there is a dual system that contains both practical training as well as a certain amount of time in off-the job education in a *Berufsschule*. This model offers a professional education for such jobs as, for instances, electrician, optician, baker, tailor, mechanic, photographer, brick layer, hair stylist, clerk, restaurant and catering business, chef, shop assistant, etc. Most apprenticeships take about three years to complete.

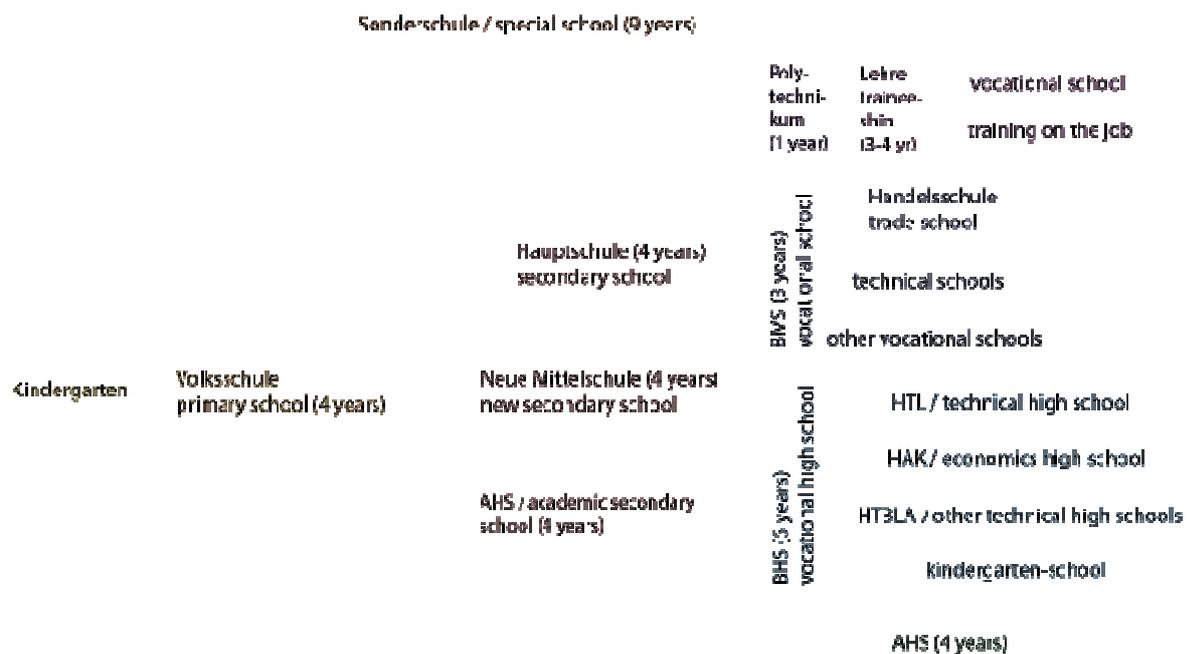


Figure 5: Overview of the Austrian school system

In general, the level of education among young adults is consistently high. In 2011, the ISCED-level reached by 85,4% persons aged 20-24 was 3b, which means that they have at least finished a traineeship (Lehre) or a vocational school of at least two years.⁴⁸ The level of juveniles who quit school at an early stage, have an education level below ISCED-3a/b and thereby have only finished *Hauptschule*, *Neue Mittelschule* or the first five years of AHS or a Polytechnic school, is 8,3%. This level is lower than the EU-average (EU-15: 15,4%, EU-27: 14,1% in 2010).⁴⁹

2. Socio-economic and cultural background and its impact on education

The children's social background is a main factor concerning the choice of school they attend and the success they have there. Children from families with migration backgrounds, a low socio-economic status and/or a low level of education have a disadvantageous starting position to succeed in Austria's education system. These families are generally less familiar with the school system and are less able to help children with their homework or decisions about their career in school. In general, migrant families have a low employment status thrice as often as non-migrant families. 39 % of all Turkish families have a low, only 10 % a high employment status. Migrant families from EU member states have mostly either the highest

⁴⁸Comparison: EU-15: 76,6%; EU-27: 79,0 % in 2010.

⁴⁹ See Misliwetz/Fürdank-Hell/Schlager: Schwarzbuch Familienrecht – Kinderrechte, Jugendwohlfahrt und Familienpolitik Österreichs, 2013, page 714-715.

level or lowest level employment status, so a very low number of parents with medium employment status.⁵⁰

Moreover, lacking command of the German language often jeopardizes succeeding in school. Contrary to the situation in other OECD-states, the ability to speak German influences the amount of success a child has in school even stronger than the influence the migration background does. 3 % of all pupils in Austria come from families in which German is not spoken at home, 22 % live in families in which German is only partly spoken at home.⁵¹

Around a third of all pupils in 4th grade are part of one of these social groups that are at an educational risk in Austria; on average, 9 % have more than one risk factor, with divergences between the cities and the countryside. 5 % of children from migrant backgrounds have more than one risk factor in rural areas, while it is 15 % in urban areas.⁵²

Research shows that the socio-economic background drastically influences the decision for a certain type of education so that the level of education seems to be “inherited” although there are no formal obstacles for a decision for a certain type of school except the school achievement.⁵³

3. Offers for children at risk

The model of an all-day school is only available in very few cases; most schools only last until midday. In the afternoon some schools offer supervision for the pupils. In case this is not offered, there are after-school care clubs.

There are a number of special offers for children who are at risk because they come from a difficult socio-economic background. Such facilities are usually financed by NGOs. Examples include *Wiener Lerntafel*, *FriendsLernkurs*, *GemeinsamSchlauImGemeindebau*, *Lerncafé*, *Nachbarschaftszentrum*, *Memory*, **peppa*, *Roma-Lernhilfe*, and *SowiesoMehr!*.⁵⁴ These organisations offer learning aid free of charge or for very low (symbolic) fees. These offers are all located in Vienna, while the other regions in Austria do not seem to have such free infrastructures for groups at risk.

Furthermore, schools also offer social work during the whole year in single or group/class sessions, conflict resolution and interventions in case of a crisis. Teachers can seek help if they have any trouble with pupils, but also when seeking support for the realisation of social projects within the class. Finally, parents can also ask for support in case it is required

⁵⁰Bruneforth/Lasnigg: Nationaler Bildungsbericht Österreich 2012, Band I, page 22.

⁵¹ Ibid. page 24

⁵² Ibid. page 24.

⁵³ Ibid. page 68-69, 123-124.

⁵⁴ See <http://www.jugendinfo.wien.at/lernhilfe/> (28.01.2014)

regarding the child or the family situation. The social worker can also forward the parents to other relevant institutions.⁵⁵

D. Austria's health care system

In general, health care is only available for persons who have health insurance. This health insurance is guaranteed in case a person works, but also in case a person is unemployed, but is registered at the employment bureau (AMS) and receives unemployment benefits or social benefits. A spouse, minors or children up to the age of 24 (as long as they are still involved in some form of education) share the partner's/parent's health insurance. This means, that in practice most people have health insurance and thereby receive any medical help necessary. Persons who do not have insurance still have access to emergency medical aid. Furthermore, there are hospitals which treat persons without insurance (i.e. *BarmherzigeBrüder, AmberMed*).

Medical aid is available at the general practitioner and, in case of an emergency, also at the acute day ward; the latter has been gaining quantitative importance during the last years. Medical specialists are available in hospitals as well as in private practices, which are mostly open for persons with insurance, too.

In practice, there seems to be a problem with the access to sufficient health care when there are language barriers, especially at gynaecological visits and when giving birth.⁵⁶ Financial barriers are partly an obstacle, especially concerning fees for dental care.⁵⁷

For early and pre-natal screenings of medical conditions the central instrument is the Mother-and-Child-Passport (Mutter-Kind Pass) that shall maintain health prevention and health care for pregnant women and children up to the age of five. Additionally, counselling with a midwife is offered. Any pregnant woman who has insurance in Austria automatically receives this passport when seeing the doctor; women without insurance have to apply for it. The medical examinations are free and furthermore a precondition to receive child care benefits. During pregnancy, there are all in all five medical examinations in certain phases of the pregnancy concerning the child's development and the mother's health including potential risk factors. After birth, the child needs to have five medical examinations during the first year, which mainly focus on the physical and mental development as well as special risk factors in certain phases; four more medical examinations with the same focus on the child's

⁵⁵ Wien Xtra [editor]: Tagungsdokumentation Jugend und Gewalt (2009), page 54; see also www.schulmediation.at

⁵⁶ Fundamental Rights Agency Inequalities and multiple discrimination in access to and quality of healthcare, page 48.

⁵⁷ Ibid. Page 53-55.

development have to take place until the child's 62nd month of life in specific phases of its development.⁵⁸

In school, children are examined by the school physician at least once a year to detect possible health problems.⁵⁹ The school physician also keeps a medical record including the family health history to be aware of any risk factors. If any further measures seem to be necessary, the physician informs the parents. The school physicians community also provides information materials regarding health and school, for instance sexual education, weight of the schoolbag, nutrition and food offered in school, obesity, drug abuse etc.⁶⁰ Most schools additionally offer a school psychologist.

In general, any medical doctor is required to inform the police if he/she has a well-founded suspicion based on a medical examination that a person was a victim of severe assault. In these cases the doctor has to inform the victim about available victim protection services. In case the doctor has a suspicion that a minor is a victim of ill-treatment, torment, negligent treatment or sexual assault he/she also has to report to the police. Only in case the doctor can assume that the offender is a relative of the minor the report can wait as long as this seems to be necessary and is in the child's best interests and the doctor cooperates with the child welfare authorities. If necessary, another child protection service located in a hospital can also be involved.⁶¹

If there is a well-founded suspicion that a pupil consumes drugs, the law requires a medical examination by the school physician that also involves an assessment by the school psychologist. The school physician and the school psychologist have to evaluate if it is necessary to initiate any health-related measure (medical supervision, medical treatment including detoxification and/or substitution, psychological counselling, psychotherapy, psycho-social counselling). In case the pupil and/or his/her parents refuse the consultation by the school physician or the school psychologist the suspicion of the drug misuse has to be reported to the regional health authority.⁶² A "well-founded suspicion" is assumed if there are certain clues for a drug misuse, i.e. certain conspicuous conduct, injection sites from needles, supplies for drug consumption, or drugs found with the juvenile. In case any kind of treatment

⁵⁸ <https://www.help.gv.at/Portal.Node/hlpd/public/content/8/Seite.082200.html> (24.01.2014)

⁵⁹ See § 66 SchuG

⁶⁰ http://community.schule.at/index.php?PHPSESSIONID=&design=schularzt_b&url=community&cid=592&modul=1&folder=10785 (24.01.2014)

⁶¹ See § 54 ÄrzteG

⁶² See §§ 11, 13 SMG.

seems necessary the further actions are discussed with the parents. The utilisation of health-related measures is supervised by the school psychologist or the school physician.⁶³

E. Recommended reading materials

- Bundesministerium für Justiz: Sicherheitsbericht 2012 – Bericht über die Tätigkeit der Strafrechtspflege
Ministry of Justice: Security Report 2012 – Report on the criminal justice’s activities
- Bundesministerium für Justiz: Untersuchungshaft für Jugendliche – Vermeidung, Verkürzung, Vollziehung (2013)
Ministry of Justice: Pre-trial detention for juveniles – avoiding, minimising, execution (2013)
- Bundesministerium für Wirtschaft, Familie und Jugend: Jugendwohlfahrtbericht 2012
Ministry of economy, family and youth: Youth welfare Report 2012
- Bruneforth/Lassnigg[editors]: Nationaler Bildungsbericht Österreich 2012, Band I – Das Schulsystem im Spiegel von Daten und Indikatoren
Bruneforth/Lassnigg [editors]: National education survey for Austria 2012, vol. I – The school system regarding data material and indicators
- Herzog-Punzenberger [editor]: Nationaler Bildungsbericht Österreich 2012 – Band II, Fokussierte Analysen bildungspolitischer Schwerpunktthemen
Herzog-Punzenberger [editor]: National education survey for Austria 2012, vol. II – focussed analysis of educational-political key aspects
- European Agency for Fundamental Rights: Inequalities and multiple discrimination in access to and quality of healthcare (2013)
- Hofinger/Neumann: Legalbiographien von Neustart-Klienten (2008)
Hofinger/Neumann: Legal biographies of „Neustart“-clients (2008)
- Missliwetz/Fürdank-Hell/Schlager: Schwarzbuch Familienrecht – Kinderrechte, Jugendwohlfahrt und Familienpolitik Österreichs, 2013
Missliwetz/Fürdank-Hell/Schlager: Black Book Family Law – Children’s rights, Youth welfare and family policy in Austria 2013
- Statistik Austria: Migration & Integration – Zahlen, Daten, Indikatoren (2011)
Statistik Austria: Migration & integration – numbers, data, indicators (2011)

Juvenile Crime Prevention Strategies

1. The principles of juvenile crime prevention and early prevention systems

Austria does not have a general policy on juvenile crime prevention. It is targeted by the Federal Criminal Agency (Bundeskriminalamt) or various NGOs through different projects. In

⁶³ Rundschreiben des BMUUK vom 30.12.1997, 21.070/4-III/B/8/97
http://www.eduhi.at/dl/Rundschreiben_zum_Suchtmittelgesetz.pdf (24.01.2014)

many of these projects, the state's departments, the Federal Criminal Agency and NGOs cooperate with each other. There are four youth crime prevention projects which are conducted nationwide and are organized by the Federal Criminal Agency in cooperation with partner organisations and which have been conducted for several years (see II.2.1.).

Furthermore, the Federal Criminal Agency's report on crime prevention also documents training of further youth crime prevention officers/workers as well as training for persons who work with juveniles (teachers, social workers etc.). The NGOs involved in crime prevention also offer courses for persons who work with juveniles. Most of these offers for education on crime prevention are provided in schools.

The most important areas in youth crime prevention are violence, cyber-crime (especially in connection with new media, including cyber bullying, happy slapping etc.) and addictions. Regarding addictions, the approach is much broader and is not only confined to illegal drugs. It also involves legal drugs and other forms of addictions which are not connected to any substance (i.e. media). For details see chapter II.2.2.

Early prevention does not seem to be a priority in most parts of Austria. Special support groups for children with a disadvantageous socio-economic background, which lowers their chances to succeed in school (see chapter I.C.3.), are only available in Vienna. These programmes are not organised by the state, but only by NGOs. For details on the projects in early prevention see chapter III.

In general, the projects have the aim of providing information for youths in order to strengthen their personal feeling of responsibility and thereby prevent them from committing a crime. Self-awareness, the handling of peer group pressure and civil courage are also issues these projects deal with. For details on the preventive strategies that are applied in each field of crime prevention and information on successful projects, see chapter II.2.2.

Finally, learning aids for children from economically and socially disadvantaged backgrounds is also included as a measure of crime prevention in this report, because success in schools in Austria is directly linked to the parents' own educational and socio-economic status. The resulting social marginalisation, in turn, increases the risk of the development of criminal behaviour (see chapter II.2.2.3.)

2. The juvenile crime prevention in practice

2.1. Juvenile Crime prevention organized by the Federal Criminal Agency

Crime prevention is part of the ministry of the interior's responsibilities. The main focus is the prevention of youth crime and property crime, the latter being implemented more in regard to

preventing victimisation.⁶⁴ In the budget for 2013, the Federal Criminal Agency defined preventive measures against violence, particularly against women, and the intensification of victim-protection measures as its main goals.⁶⁵ Concerning juveniles, there are several ongoing projects, which are described below:

Click&Check: This project targets a responsible use of modern communication devices (mobile phones and the internet). It takes happy slapping, cyber bullying, dangerous political, violent and religious contents and dangers in connection with chat-rooms and social networks into consideration. In this programme, a prevention officer shows juveniles short video clips with typical situations juveniles can be subject to. The goal is to enhance the knowledge of the law, awareness of possible problematic behaviour and dangers and a sense of wrongdoing. The viewing of the video clips is followed by a class discussion with the prevention officer.⁶⁶ The target group is juveniles in 6th and 7th grade. The programme takes at least five lessons and can be blocked or spread over the course of 1-2 years.⁶⁷ In 2012, 1.594 advisory discussions were held all over Austria, by which 41.690 juveniles were addressed.⁶⁸

Bleibsauber - JugendOK (Stay clean - youth OK): This is a project existing since 2007 on general youth crime prevention, which focusses mainly on violence, cyber-crime, youth protection regulations, pyrotechnics and betting shops. The main aim is improving the cooperation between law enforcement authorities, parents, school authorities and the juveniles themselves in order to generate a positive outcome regarding crime prevention. To do so, responsible employees from schools and the local government are asked to give speeches to the relevant target group at events within or outside of schools. Usually, these events are held between October and December, as these months involve most external risks through the consumption of alcohol and use of pyrotechnic articles at Halloween, New Year's Eve or Christmas. In 2012, 1.249 advisory discussions were held, by which 28.987 juveniles were addressed.⁶⁹

All Right – alles was Rechtist is a follow up project to OUT-Die Außenseiter (OUT-the outsiders). It focusses on violence and general juvenile delinquency and targets youths in 7th and 8th grade. In this programme, a prevention officer visits schools and shows the adolescents short video clips involving typical situations of juvenile delinquency (theft, robbery, burglary, vandalism and assault), while also including certain school-related topics

⁶⁴ See http://www.bmi.gv.at/cms/BK/praevention_neu/wir_ueber_uns.aspx (04.02.2014)

⁶⁵ BMF: Teilheft, Bundesvoranschlag 2013, Untergliederung 11, Inneres, page 26, 62.

⁶⁶ See http://www.bmi.gv.at/cms/BK/praevention_neu/projekte/ClickCheck.aspx (28.01.2014)

⁶⁷ See http://www.schulpartner.info/wp-content/myuploads/2012/03/ssr_bildungsgespraechewien_05mar2012handout_-3.pdf (28.01.2014)

⁶⁸ BKA: Kriminalprävention, Jahresbericht 2012, page 17.

⁶⁹ *ibid*, page 10, 17.

(gangs, participation in a criminal offence). The videos also take the victim's perspective into account. Furthermore, role plays and discussions are used to develop a deeper understanding. The programme takes at least four lessons and includes the parent's and teacher's participation as well.⁷⁰ Legal terms, the threat of punishment and the application in practice are described with the help of the presented situations.⁷¹ In 2012, 590 advisory discussions were held, by which 12.871 juveniles were reached.⁷²

WellegegenGewalt (wave against violence) is a project introduced in the football-season of 2009/2010 by the ministry of the interior in cooperation with the Austrian Football Association (*ÖsterreichischerFußballbund*) to reduce violence among sport fans and to enhance a fair and respectful interaction with other fans or sporting clubs. The main target group are juveniles aged 13 to 18, who are actively addressed by prevention officers in schools, youth centres and in fan clubs. The main tasks are the mediation of social knowledge, non-violent conflict resolution and the provision of a common sense of justice.⁷³

In addition to these national projects, there are also projects conducted on a regional basis in the provinces which are also organised and conducted by the ministry of the interior's prevention officers.

Burgenland introduced a project called Los, check deinLeben (Go, check your life) which aims at preventing addictions. This project was developed by the local police, the youth ombudsman and the province's *Landesschulrat* in 2009/2010 and is offered in all types of secondary schools. The target group are juveniles in 8th grade. There are five sessions, consisting of three lessons each, which are conducted during one semester. The main aim is to make adolescents reflect on their search for their own identity, peer group pressure and appreciation within the group, accepting responsibilities, their consumption patterns and handling of frustration and aggression. This approach intends to support the juveniles in developing their social competences and to avoid addictions and violence.⁷⁴ Furthermore, courses for multipliers, who shall carry on independently the knowledge to other persons of the target group, were held at the fire fighters' school to train fire fighters as youth workers in

⁷⁰ See http://www.bmi.gv.at/cms/BK/praevention_neu/projekte/OUT.aspx (28.01.2014)

⁷¹ Bierigner/Tanzberger/Schroffenegger/Liebentritt/Kröpfel/Spannring: „Nicht Passt“ – Fachreader zur geschlechtsbezogenen Pädagogik und Gewaltprävention (2008), page 47-49.

⁷² BKA: Kriminalprävention, Jahresbericht 2012, page 17.

⁷³ See http://www.bmi.gv.at/cms/BMI_ZSA/welle_gg_gewalt/start.aspx (29.01.2014)

⁷⁴ Fachstelle für Suchtprävention Burgenland: Jahresbericht 2010, page 11.

cooperation with the *Fachstelle Suchtprävention* (specialist agency for the prevention of addictions).⁷⁵

Carinthia offers the project *Justformi* since 2009/2010 (formerly *Suchtfrei.ok* since 2004/2005) to prevent drug abuse, addictions and violence in schools. It is organised conjointly by the local police and the *Landesstelle für Suchtprävention* (province's agency for the prevention of addictions) and is supported by the education ministry (BMUKK). The programme focusses on children in 7th grade and aims at enhancing the juveniles' knowledge on addictions and their emergence, the involved substances, risk factors as well as laws and regulations concerning the protection of juveniles, also with regard to new media. Furthermore, nonviolent conflict resolution, alternative behaviour and strategies for coping with stress and aggression as well as verbalisation of conflicts and feelings are part of the contents. The sessions are held during the whole school year. The parents are also addressed by evening meetings.⁷⁶

Upper Austria has a similar project on the prevention of addictions and violence called *Clever & Cool*, which is offered by the local police and the institute for the prevention of addictions. The target group are pupils in 7th and 8th grade and the project contains 11 modules and all in all takes 31 school lessons. The project has been in use since 1999. An evaluation in 2010 showed positive resonances by teachers, pupils and their parents.⁷⁷

In Vienna the project *No Legal Drugs – wirmachenmich* has a similar approach and aims at raising awareness for problematic consumptions of legal and illegal drugs. The target group are pupils in 7th grade and children aged 13 and older, but the project addresses parents, workers in gastronomy, tobacco shops and youth centres, too. It is conducted by the local police in cooperation with youth centres, the organisation *B.A.S.I.S.*, and school physicians.⁷⁸

2.2 Crime prevention in the local community & NGOs

2.1.1. Prevention of addictions

Austria does not have a central unit or organisation dealing with the prevention of drug abuse. Respective work is mainly organised and implemented on local or regional levels under the guidance of the provincial Addiction Prevention Units and the regional coordination and control bodies. According to the European Monitoring Centre for Drugs and Drug Addiction the main aim is the accessibility of drug prevention measures in broad areas of

⁷⁵BKA: Kriminalprävention, Jahresbericht 2012, page 13.

⁷⁶ Info-Folder, http://olga.pixelpoint.at/media/PPM_3DAK_suchtvorbeugung/~M0/224.3dak.pdf (29.01.2014)

⁷⁷ See: clever & cool: Note 1 für schulisches Präventionsprojekt (<http://www.praevention.at/news/index.php/action.view/entity.detail/key.847/nav.6/view.29/level.2/archiv.true/>), <http://www.praevention.at/seiten/index.php/nav.18/view.416/level.3/>

⁷⁸ Projektkatalog Schulische Suchtprävention in Wien 2011, page 44-45

social life, especially of those which are relevant to juveniles. The prevention measures do not only target illegal, but also legal drugs and generally promote a healthier lifestyle. The implementation of curricular school-based prevention programmes is considered highly relevant, and the primarily pursued goals include improvements in the entire school environment, such as strengthening the students' resilience to peer pressure or improving psychosocial and interactive skills among pupils. For the older age groups another relevant objective is to promote critical approaches to (licit as well as illicit) psychoactive substances. Programmes are comprised of training courses on addiction prevention, the preparation of training manuals, teaching materials and projects, as well as practical assistance for teachers, school heads and school medical officers in planning and implementing prevention activities.⁷⁹ Some programmes for the prevention of addictions simultaneously deal with the prevention of violence and the handling of new media.

Projects which follow these methods and principles are, for instance:

- *PLUS*: This project was developed in 2005 by the Austrian FachstellenfürSuchtprävention (agency for the prevention of addictions) and has been in use since 2009 all over Austria. It is monitored and evaluated by University of Innsbruck. The target group are juveniles from 5th to 8th grade.⁸⁰
- *step by step* is a nationwide project that has teachers, who are often confronted with conspicuous behaviour of their pupils, as a target group and aims at promoting the principle of helping instead of punishing juveniles for a drug addiction or misuse. The teachers are to be encouraged to intervene well-prepared in case there is any suspicion that a juvenile has some kind of addiction-related problem.⁸¹

Regional projects are:

Burgenland:⁸²*FreizeitsuchtGrenzen*(leisure seeking borders)⁸³ is a workshop-based programme which intends to make juveniles deal critically with their own consumption habits. Additionally, there is also an outdoor-programme including elements from experimental education, adventure games and learning experiences involving the environment and nature.

⁷⁹ See European Monitoring Centre for Drugs and Drug Addiction: Country overview Austria, <http://www.emcdda.europa.eu/publications/country-overviews/at> (31.01.2014)

⁸⁰ See <http://www.suchtvorbeugung.net/plus/> (31.01.2014)

⁸¹ See <http://www.suchtvorbeugung.net/stepbystep/pages/home.php> (03.02.2014)

⁸² See <http://www.suchtvorbeugung.net/suchtpraeventionsinfo/Schule> (03.02.2014).

⁸³The German word "sucht" as a verb means 'to look for' or 'to seek', as a capitalized noun, however, it means 'addiction'. The dittological name of the program was certainly intended.

KIOSK – Kompetent-Informiert-Orientiert-Selbstbewusst-Kreativ (competent, informed, oriented, self-confidence, creative) is a project that has trainees in their first year of traineeship (Lehre) as a target group. In a workshop, the juveniles are asked to discuss experimental drug use and other consumption patterns, peer group pressure, advertisement and the resolution of stress situations.

Carinthia: “*GrenzWert*” is an offer of support for juveniles aged 12 to 17 who are in medical treatment for their risky consumption of alcohol. Juveniles and their parents are informed in hospital about this offer. The method primarily involves social pedagogy, but also contains elements of experimental education and adventure games. The aim is a reduction of the amount of alcohol consumed by youths. The project has been in existence since 2009 and is in use in the hospitals of Klagenfurt and Villach. It is conducted by the *LandesstelleSuchtprävention* and the organisation *Neustart* (an organisation which offers probation services) in cooperation with the paediatric station as well as the station for children’s and juvenile’s psychiatry in the respective hospitals.⁸⁴

Way out is a programme for juveniles aged 14 to 21 who show problematic consumption of drugs or alcohol and are first-time offenders. The program has been in use since 2002. The main aim is to avoid the affected youth’s potentially developing involvement in criminal acts and to point out alternatives instead. The project is conducted by the police and the organisation *Neustart*. Around 100 juveniles take part in that project every year.⁸⁵

Lower Austria has, besides projects which are similar to the projects in other provinces mentioned before, a focus on theatre projects. Two of these are called *Forumtheater: Gehkum, Oida!*⁸⁶ (Come on, dude!) and *Forumtheater: Whats Up*⁸⁷. These pedagogic theatres show an unresolved conflict in an everyday situation in the context of alcohol consumption, nicotine or new media. The actors at *Gehkum, Oida!* are professionals who present a scene, while the adolescents can suggest solutions and intervene in the acting to try out different ways of conflict resolution. The main topics discussed are peer group pressure, identity development, and finding a balance between one’s social and individual self. In the *Whats Up* project, juveniles act themselves.

Upper Austria offers a special project entitled *Peer education*. In this project, pupils receive introductory information on the prevention of addictions and then pass on this information to their colleagues all over the school, i.e. during the lessons, at special action days or in any

⁸⁴ See http://olga.pixelpoint.at/media/PPM_3DAK_suchtvorbeugung/~M1/785.3dak.pdf (03.02.2014)

⁸⁵ See http://olga.pixelpoint.at/media/PPM_3DAK_suchtvorbeugung/~M1/784.3dak.pdf (03.02.2014)

⁸⁶ See http://www.suchtvorbeugung.at/suchtvorbeugung/pages_projekte/content.php?kat=5&id=1082 (04.02.2014)

⁸⁷ See http://www.suchtvorbeugung.at/suchtvorbeugung/pages_projekte/content.php?kat=5&id=1117 (04.02.2014)

other situation. Furthermore, Upper Austria strongly emphasises the education of teachers, other pedagogues and parents.⁸⁸

Salzburg has several projects on addiction (for instance *3 Wochenohne*/three weeks without), but focusses mostly on alcohol and nicotine. The education of teachers, pedagogues and parents is offered widely.⁸⁹

Styria's most important organization in preventing addictions is *VIVID*, organised by the *FachstelleSuchtprävention*. Addictions to alcohol and nicotine (for instance in the project *Take Control*⁹⁰, which supports youths in quitting smoking) are central to the preventive measures which address pupils, parents, teachers and other pedagogues as well. *VIVID* offers informative evenings (*Elternabend*)⁹¹, discussions, and seminars (*Was geht ab?*)⁹² on the prevention of addictions and which possible reactions are available for parents.

Tirol and Vorarlberg have a similar approach to Styria and Salzburg and offer various training sessions for teachers and other pedagogues and concentrate mainly on alcohol and nicotine.⁹³ Vorarlberg's project *Klartext* also focusses on the misuse of new media.⁹⁴

Vienna, as Austria's capital and by far biggest city, has the broadest offer of prevention projects.⁹⁵ These programmes include *GrenzGang*, an outdoor-programme for school classes⁹⁶, *MOVE*, a short intervention against hazardous consumption patterns, *Forumtheater: MitMaß und Ziel – Eskotzt mich an*,⁹⁷ short films produced by juveniles concerning addictions⁹⁸ and finally also small brochures called "pocket information" for juveniles about alcohol⁹⁹ and cannabis.¹⁰⁰

2.1.2. Prevention of violence

Violence, as defined in projects concerned with its prevention, is not only confined to its physical realisation, but also includes sexual or psychological (relational) violence. Gender and the cultural background of the affected youths are important aspects in projects dealing

⁸⁸ <http://www.suchtvorbeugung.net/suchtpraeventionsinfo/Schule> (03.02.2014)

⁸⁹ Ibid.

⁹⁰ See <http://www.vivid.at/angebot/paedagoginnen/hs-und-nms/take-control-der-weniger-rauchen-kurs/> (04.02.2014)

⁹¹ See <http://www.vivid.at/angebot/paedagoginnen/hs-und-nms/elternabend/> (04.02.2014)

⁹² See <http://www.vivid.at/angebot/paedagoginnen/hs-und-nms/was-geht-ab/> (04.02.2014)

⁹³ See <http://www.suchtvorbeugung.net/suchtpraeventionsinfo/Schule> (04.02.2014)

⁹⁴ See http://www.suchtvorbeugung.net/wiki/images/6/6a/Folder_klartext.pdf (04.02.2014)

⁹⁵ See Projektkatalog - Schulische Prävention in Wien,

http://drogenhilfe.at/downloads/Projektkatalog_schulische_Suchtpr%C3%A4vention_lowres1.pdf (04.02.2014)

⁹⁶ See http://drogenhilfe.at/downloads/Folder_GrenzGang_2013_low_res_fin.pdf (04.02.2014)

⁹⁷ See <http://drogenhilfe.at/ueber-uns/suchtpraevention/arbeitsbereiche/projekte-zur-suchtpraevention-in-der-schule/> (04.02.2014)

⁹⁸ Ibid.

⁹⁹ See <http://drogenhilfe.at/downloads/Download-PDF.pdf> (04.02.2014)

¹⁰⁰ See http://drogenhilfe.at/downloads/pocket-info_Cannabis.pdf (04.02.2014)

with the prevention of violence. Prevention and proactive measures take place in, as well as outside of schools, with a focus on activities in the leisure time.

Gender-sensitive prevention is the foundation of various projects, aiming at helping both girls and boys with their specific problems and within each gender-homogenous group. Victimization, violent behaviour and alternatives are discussed in each group with special regard to the particular problems girls and boys have to face. For instance, the sexualisation of violence is addressed with girls, while boys deal with such topics as a refusal to participate in violent acts in spite of peer pressure.¹⁰¹ In one project, the performance theatre *man(n) wird mensch* (man becomes human) was performed in 2007 in three different youth centres and is performed since then in different provinces in Austria several times. The play shows two men talking lively about particularly male topics (cars, football, computers, women, work, alcohol TV etc.) and includes quotes from male magazines, while they are partly naked. As the play develops, the focus increasingly shifts towards suppressed personal problems and emotional pain and finally ends in silence and sadness. After the show, discussions with the viewers (boys as well as girls) about the depicted feelings, the conventions of “manly” behaviour and whether and how it could be changed are held.¹⁰²

In the field of preventive programmes that consider the juveniles’ cultural background, there is a project called *Lebenswelten – Kulturauflauf* (“living worlds – cultural mash”) which is conducted by *Culture Factor Y – Autonomer Jugend- und Kulturverein*. In this intercultural project, juveniles from different cultural and social backgrounds develop strategies for the prevention of violence by themselves with support from social and youth workers. The aim is that the juveniles become emotionally involved in their work on active or passive experiences of violence and reflect on them in group sessions and together with professionals. The project has its origins in Vorarlberg, where it was supported by local governments, the youth welfare administration and the province Vorarlberg. Today the project is not only used in Vorarlberg, but all over Austria.¹⁰³

The project *Aggression-training and conflict resolution for juveniles* involves juveniles aged 12-22, prison inmates in this age group, multipliers in youth work and teachers. The course includes methods such as group work and single sessions, the development of communicative skills, musical therapy, ritual pedagogics, and Original Play (game theory after Fred Donaldson) and Silek (martial art from Sumatra). There are at least three sessions which take

¹⁰¹ Bierigner/Tanzberger/Schroffenegger/Liebentritt/Kröpfl/Spannring: „Nicht Passt“ – Fachreader zur geschlechtsbezogenen Pädagogik und Gewaltprävention (2008), page 29-38.

¹⁰² Ibid. page 39-42.

¹⁰³ Tanzberger et al: „Ich pass!“ Fachreader zu Transkulturalität und Jugendarbeit (2010), page 89-92.

two to six hours each; long term interventions can take up to six months. The main aim is to find out about one's own and other person's borders and respect them. In its current form, the project has been in use for two years, with 8 years of development.¹⁰⁴

Peer mediation is used in secondary school (AHS, see chapter I.C.1.) and has been in use since 15 years. Pupils from 9th to 12th grade are trained as mediators for conflict resolution for pupils from 5th grade to 8th grade. Thereby, the pupils feel like they do not only cause problems, but can also contribute to their solution. The juveniles who are educated as mediators take part in a seminar with two days duration. Teachers also take part in this seminar and have the obligation to support the mediators in the following time. After the first seminar there is an additional seminar held annually. Additionally, brief training sessions on gender-sensitive conflict resolution, intercultural mediation, *Forumtheater* as well as constant supervision are offered.¹⁰⁵

Theaterfüralle (theatre for everyone) offers prevention sessions available as a half day project or as a long-term version for an entire school year with 90 minutes courses each week. Target groups are all kinds of pupils starting from 1st grade up to 13th grade in primary school (*Volksschule*), secondary school (AHS, *Hauptschule*), and vocational high school (BHS) (see chapter I.C.1.). The main aim is to convey the legal, physical and psychological consequences of violence. The juveniles are to become more sensitive towards violence and receive training in non-violent conflict resolution. The children themselves are actors in the theatre, which applies a method known as "theatre of the suppressed" for the younger children and the form of a *Forumtheater* for the older juveniles.¹⁰⁶ Another project in the form of a *Forumtheater* is Sofie's Geheimnis (Sofie's secret). The play shows a girl (Sofie) who is mobbed and harassed by her clique because she borrowed money and cannot pay it back. The juveniles are asked to find a solution for the situation and intervene in the play.¹⁰⁷

The project JUMMIG¹⁰⁸ is funded by the Daphne Programme and has been in progress between 2011 and 2013 in Vienna. During the project, juveniles aged 15 to 21 received well-founded training as multipliers who shall carry on this knowledge within their social environment.

In die Gosch'n: Gewaltmotivation und Gewaltdarstellung (In-your-face: motivations and demonstration of violence) aims at teachers and is a seminar that takes one or two days (eight

¹⁰⁴Wien Xtra [editor]: Tagungsdokumentation Jugend und Gewalt (2009), page 49.

¹⁰⁵ See <http://www.peermediation.at/index.php?page=0&kat=Peermediation> (04.02.2014)

¹⁰⁶Wien Xtra [editor]: Tagungsdokumentation Jugend und Gewalt (2009), page 51.

¹⁰⁷ See Fachstelle für Gewaltprävention: Angebote zur Gewaltprävention in Niederösterreich (2011), page 36; see also: www.sog-theater.com (04.02.2014)

¹⁰⁸http://jumigg.mk-n.org/index.php?option=com_content&view=article&id=86:sdfasfasf&catid=81:mk-n-wien&Itemid=140 (04.02.2014)

or 16 units). It conveys general knowledge about historic patterns of violence and its continuity until today (honour, rites of violence, violence as a form of communication etc.), violent (youth) cultures (Hooligans, right wing ideology), and the demonstration of violence in the media. The practical segment involves methods that can be applied in schools to build trust and understanding.¹⁰⁹ Furthermore, detailed information on how to deal with violence and media is available for teachers and provided in teaching materials. *Erstdenken, dannklicken – Medien und Gewalt, Herausforderung für die Schule* – (Think first, then click – media and violence, a challenge in school) is a collection of information and methodological as well as pedagogic guidelines offered by the ministry of education, arts and culture. These materials give a broad introduction to the issue, including gender-specific aspects, legal background and concrete guidance on how to react in certain situations. It also provides exercises for the pupils in class. Another Handbook, called *Sex und Gewalt in digitalen Medien – Prävention, Hilfe & Beratung* (Sex and violence in digital media – prevention, help & information), which was funded by the Daphne III Programme, gives detailed information on the different kinds of violence in connection with digital media, taking victimisation in consideration as well. The handling of these topics in school and further information on specialised advisory organisations as well as exercises for the class are also part of the handbook.

The project *KonfliktesindzumLösen da* (conflicts are there to be solved) is a programme employing mediative pedagogy for a constructive conflict resolution and prevention of violence. The target group are pupils of any kind of school type. It intends to make juveniles aware of their own ability to solve conflicts and familiarise them with the required inner and outer resources. The feelings involved in this process, communication, bargaining etc. are developed in a playful way.¹¹⁰ Similar to this, there are also the projects *Coolness-Training* for primary prevention and *Streitschlichter* (dispute settler) for primary and secondary prevention,¹¹¹ which are based on workshops, group works and speeches, confrontational and provocative as well as adventure-oriented pedagogics.¹¹² In Lower Austria there are also offers for school mediation, each with different workshops for teachers, parents and pupils.¹¹³

¹⁰⁹Wien Xtra [editor]: Tagungsdokumentation Jugend und Gewalt (2009), page 52.

¹¹⁰ Ibid, page 53. See also: www.schulmediation.at (04.02.2014)

¹¹¹ Primary prevention is directed to persons who have neither developed any delinquent behaviour, nor are part of a group at risk. Secondary prevention is directed to persons who are for some reason at risk. Tertiary prevention is directed to persons who were already delinquent.

¹¹² See Fachstelle für Gewaltprävention: Angebote zur Gewaltprävention in Niederösterreich (2011), page 26; see also www.outdoor4you.at (04.02.2014)

¹¹³ Ibid, See also: www.vermittlungsexperten.at (05.02.2014)

2.2. Financing of crime prevention measures

An analysis of the projects mentioned above has shown that there are different sources of financing for crime prevention programmes. Generally speaking, most projects do not have just one source of funding, but are supported through a very broad cooperation of governmental organisations, NGOs, and in part also receive funding from the EU or even through sponsoring from private enterprises.

The ministry of the interior has a budget for crime prevention and has more than 800 prevention officers who received special training. The ministry itself, in cooperation with other organisations as described in chapter II.2., conducts several nation-wide projects for the prevention of juvenile delinquency. Furthermore, the ministry of the interior supports several regional projects. Apart from juvenile delinquency, the ministry of the interior conducts and supports several crime prevention projects, which target mostly on the avoidance of victimisation regarding property crime, sexual offences, addictions and violence.¹¹⁴ The exact level of costs is not publicly available.

The ministry of education, art and culture financially supports crime prevention projects which are conducted in schools, for instance *Friends: Kinder-, Jugend und Familienzentrum*. The ministry also provides training and teaching material for the use in schools, e.g. on media and violence (see chapter II.2.2.2.)

The ministry of economy, family and youth supports some projects which do not target the prevention of crime directly, but focus more on establishing and maintaining appropriate conditions for a healthy and normal development of children and juveniles, i.e. *Friends: Kinder-, Jugend und Familienzentrum*. The ministry also co-financed, for example, the teaching materials on media and violence.

Furthermore the city governments and the provincial governments, especially the departments which are responsible for family and youth, also co-finance several projects. Some cities, for instance Vienna, have created their own departments for the prevention of drug abuse (*Sucht- und Drogenkoordination Wien*). Partly, the departments which are responsible for integration as well as those responsible for gender-related questions are (also financially) involved in projects. Mentionable examples are *GemeinsamSchlauImGemeindebau* (City of Vienna), *LernhilfeKirango* (Integration department, Vienna).

¹¹⁴BKA: Kriminalprävention Jahresbericht 2012; see also: http://www.bmi.gv.at/cms/bk/praevention_neu/ (06.02.2014)

EU-funding is provided for several projects, for instance for the project *JUMMIG* and for the training and teaching material used in school.

The majority of projects is conducted (and co-financed) by NGOs, which have all specialised in certain fields, for instance child protection, social work, street work, probation services, migration and integration, addiction and drugs. The amount of NGOs which are active in these fields is far too large to mention them here. Concerning their respective involvement in certain projects, see chapter II.2.2.

The participants themselves sometimes have to pay varying amounts of money which range from a symbolic fee up to higher sums. Especially training sessions for parents and teachers are usually not free.

The use of volunteers is common in several projects, especially those which offer support for juveniles and children at a very early stage, for instance at learning aid.

I. Promising practices in early juvenile crime prevention

1. Gripso-logisch

1.1. Development and administrative aspects of the project

Gripso-logisch (wit-o-logic) is a Viennese early prevention programme for the reduction of violent behaviour among school children aged six to ten in after school care centres. The programme was conducted from 2006 to 2008. The programme's project-phase was accompanied by an evaluation by the university in the form of two master-theses. The project was conducted by the city of Vienna, namely the department of city administration which is responsible for kindergartens (MA10). Three psychologists and pedagogues for children with special needs were the persons responsible for the project.¹¹⁵ Today, after a positive evaluation, the programme is still conducted and financed by the city of Vienna. After the project-phase it was turned into steady practice in after school care centres.¹¹⁶

1.2. The functioning of the project & methods¹¹⁷

The intention was to develop a programme which includes all effective methods of general crime prevention, and that would not be limited to therapeutic interventions. The main aims are the reduction of the likeliness of aggressive behaviour and a strengthening of social integration, self-confidence and social engagement. Additionally, the programme aims at imparting legal basics about criminal law and children's and human rights.

Empathy, the control of impulses and different strategies for conflict resolution are the main pillars this project relies on. The program's protagonists are two hand-puppets, the little witch *Rikki* and her trainee *Toni*, who go to magic school where they are educated in the field of *Gripsologie* (witology), which deals with better ways to interact with others and how to solve conflicts. The children also learn some magic tricks and spells in this programme.

The programme is divided into four modules:

- Module 1: feelings

The first module has the aim of imparting the basic feelings of joy, anger, sadness, despise, surprise and fear. The children are to learn about the different perceptions of these feelings, both by the person experiencing these emotions as well as the person targeted by them. Consequently, the exercises in this module intend to enable the

¹¹⁵ Tischer: Evaluation eines Gewaltpräventionstrainings für schulpflichtige Kinder (2008), page 69-70.

¹¹⁶ See <http://www.adulteducation.at/de/bifodok/projekte/3213/> (20.02.2014)

¹¹⁷ Tischer: Evaluation eines Gewaltpräventionstrainings für schulpflichtige Kinder (2008), page 75-78.
Geppert: Gripso-Logisch! Das Wiener Gewalt-Präventionsprogramm für Hortkinder, page 68-73.

children to show a more empathic behaviour. This first part of the programme takes eight magic workshops, at their beginning the hand puppets are introduced and basic rules of behaviour are agreed on.

- Module 2: control of impulses

The second module includes four magic workshops and wants to show methods which enable the children to control their emotions in a better way and to show them alternative reactions to negative feelings such as anger. Furthermore, the children are taught relaxation techniques and reflexion as well as first steps for problem resolution.

- Module 3: conflict resolution

Within the nine magic workshops of the third part, the children learn constructive strategies to deal with problems, which are worked out with the children and exercised several times. The children get to know different coping-strategies and basic communication techniques for the contexts of inside the family, with friends and among grown-ups.

- Module 4: rights and obligations

In these last four magic workshops, the children are informed about children's and human rights and should thereby recognise what they need to consider in contact with other persons. Informal rules for the functioning of a society are subject to this module as well. Furthermore, the children are confronted with the legal consequences they would have to face in case they were to commit an offence. This information is surrounded by explanations about situations which are typical for children and juveniles, such as peer group pressure and tests of courage.

The methods used are the play with the hand-puppets, role plays, breathing and relaxation exercises, magic tricks to strengthen the children's self-confidence when succeeding, brainstormings on certain topics, communication techniques such as active listening and I-statements and feedback after any kind of exercise. Additionally, the content of the programme is to be present in the children's surroundings in the after school day care centre via songs and posters with rules etc. as well as in everyday life. The repetition of certain exercises is to guarantee sustainability.

After finishing the modules there is a celebration in which all children who participated receive a certificate and are pronounced to be a "little witch" or "sorcerer's apprentice" and the content of the workshops is reflected once more.

1.3. Evaluation of the project

The project's success was evaluated from 2007 to 2008 in two master theses by psychology students, Mag. Corinna Geppert and Mag. Nadja Tischer. Both empiric studies work with a test group and a control group, each consisting of six after-school care groups, to see in which way the programme changes the children's social competence and self-confidence in the school year 2007/2008. The effects were measured with questionnaires the children had to fill in. The involved pedagogues were also asked to fill in a questionnaire with questions concerning emotional and behavioural disorders.

Tischer's¹¹⁸ evaluation results did not show significant positive changes: Concerning experiencing one's own impulsivity and egocentric complacency, there were no significant differences or changes noted between the test group and the control group. In both groups the data was in a normal and comparable area. Regarding self-confidence, the children's questionnaires neither showed any significant differences at the beginning of the project, nor significant changes throughout the programme. The results on social integration and the children's self-concept showed hardly any changes, only a slow increase, which is still not significant. However, there were significant differences in the different day-care groups, which were related to behavioural disorders of a few children in these groups, who would have needed a therapeutic intervention instead of a general prevention programme according to the pedagogues. The knowledge on legal basics even decreased during the time of the project, which might be explained by the fact that in two of the six day care centres the programme could not be finished and repetitions were not possible; the results of the control group, however, were significantly worse.

Concerning the project's execution, the pedagogues criticised that the magic tricks and hexes, which are a key component of the modules and are intended to increase the children's self-confidence, were hardly ever an incentive for the kids. Furthermore, it was not always clear for the pedagogues when and how the magic tricks were to be used.

Generally speaking, Tischer did not find evidence that *Gripso-Logisch* could live up to the project designer's expectations to improve the children's self-awareness and self-confidence significantly. These results are, however, only based on a short-term evaluation of the changes. Tischer assumed that the reason for the results deemed to be so insignificant is that she measures the short-term effects of the program. However, such projects usually only show

¹¹⁸ Tischer: Evaluation eines Gewaltpräventionstrainings für schulpflichtige Kinder (2008), page 139-150.

their actual effects after a longer period of time. Additionally, the data concerning social integration and the children's self-concept was in a normal area at the beginning. The project is understood as a general prevention programme, not therapy, hence significant changes were not to be expected in these areas.

Geppert¹¹⁹ criticised that, in spite of the special training the pedagogues received in advance and the provided supervision during the period of implementation, the structural circumstances (lack of personnel, inadequate premises) were not optimal. In practice, this meant that in one of the groups the programme could not be fully executed, but only the first two modules were completed.

Generally speaking, the effects measured in the test group were very little. Aggressive behaviour and aggressive tendencies decreased in school, leisure time and at home. The pedagogues reported on the same effects in the after-school care centre as well as on a decrease of verbal aggression. It also turned out that the success rate was higher if there was no control group in the same care centre. Concerning emotional competence and peaceful conflict resolution, which go hand in hand with a decrease of aggression, an improvement was attested. The pedagogues assumed that this might be caused by the acceptance of the hand-puppets by the children, which were used to discuss conflicts and problems and resolutions.

Improved social engagement by helping others, an increase in cooperation and greater respect for others were statistically proven by the evaluation as well as the pedagogues' assessment. Further improvements connected with this project were a lower level of fear and depression in the test group, which was not witnessed in the control group. One after-school care centre generally showed very low improvement: This was the same group Tischer also described as problematic because the children rather needed therapeutic intervention.

Regarding the knowledge of legal basics, Geppert came to the same results as Tischer: a decrease of the knowledge for both test group and control group.

So in general, Geppert's evaluation shows positive effects on social competence caused by the programme "Gripso-Logisch", although the structural circumstances (lack of personnel, inadequate premises) partly hindered a better implementation of the project, as regular repetitions of the exercises and a weekly application of the programme could not be realized in all instances.

¹¹⁹ Geppert: Gripso-Logisch! Das Wiener Gewalt-Präventionsprogramm für Hortkinder – Eine Evaluation der Auswirkungen auf die soziale Kompetenz (2008), page 141-148.

2. Friedenswochen auf der Friedensburg Schlaining

2.1. Development and administrative aspects of the project¹²⁰

The name of this programme can be translated to "Peace Weeks on the Peace-Castle Schlaining". The project deals with the prevention of violence among children and juveniles and has since 2007 been conducted annually in the province Burgenland. Between September 2007 and June 2012, around 4500 pupils participated in the Peace Weeks.

The programme is organised by the *ÖsterreichischesStudienzentrumfürFrieden und Konfliktlösung*, ÖSFK (Austrian Research Centre for Peace and Conflict Resolution), short: *Friedenszentrum* (Peace Institute), which has the aim of contributing to the enhancement of peace and peaceful conflict resolution all over the world. Furthermore, the ministry of education, arts and culture and the provincial government of Burgenland support the project by funding and recommending it.

The workers involved in the trainings are certified mediators, outdoor-pedagogues and forest-pedagogues.

The costs for participating in the project are € 95.- for the whole week, including lunches, € 19.- for single days and € 200.- for the whole week including accommodation.

It takes place every year in the small village Stadtschlaining, where the infrastructure, the library, accommodation for the participants and the peace museum are located in the castle Schlaining. The project's target group are school classes from 3rd to 13th grade, with each of these age groups being subject to a different schedule and methods. For this report, only the programme aimed at younger children in 3rd and 4th grade will be considered.

In 2009 the project won the UNESCO's award as Austria's UNESCO-project of the decade for sustainability.

2.2. The functioning of the project & methods¹²¹

The project aims at preventing violence by showing the children and young adults an interactive, reflected and age-adequate approach towards their own feelings, the people they are surrounded with, to nature and the topics of conflict and peace. In general, the programme is designed for the duration of a week or several days, but can be reduced to participation for a shorter period, too. If requested, the programme's content can focus on certain topics, i.e.

¹²⁰ See ÖSFK: Friedenswochen auf der Friedensburg Schlaining; see also: www.friedenswoche.at

¹²¹ See ÖSFK: Friedenswochen auf der Friedensburg Schlaining; see also ÖSFK: Modellprogramm Friedenswoche für Volksschulen, 3. und 4. Schulstufe.

gender, mobbing, etc. During the project days, the school class as a whole takes part and is not mixed with other classes.

In the programme for 3rd and 4th grade, the pupils should find a playful access to their own feelings and the topics of conflict and peace through the course of several modules, which can be adapted according to the group's wishes and needs:

In the first module, called "conflict", basics about positive communication are imparted; the pupils should understand that a society has rules that have to be considered to maintain its function ability. On an individual level the "inner conflict" and feelings like sadness, frustration, anger and violent thoughts are discussed. Regarding the class climate, the programme begins with an evaluation of the current situation, including negative as well as positive aspects. Finally, the group works on solutions for an improvement of the class climate together.

The second module is called "team". It is an outdoor-programme which aims at building bridges, in an actual way as well as in the figurative sense. The outdoor-activities are rich in phantasy, entertaining, interactive and cooperative and try to implement the motto "together we are stronger" to strengthen the classes' social cohesion. Finding one's own borders and overcoming one's limitations are enhanced as well. Although the activities seem like games, there is a pedagogic concept in the background which is completed by reflective activities within the group after finishing each exercise to deepen the effects and make them sustainable.

The third module of the programme for children in 3rd and 4th grade is called "arts". Art as a form of communication via music, pictures and texts is subject to discussions and actual exercises. The children should express their wishes, dreams and phantasies in paintings, modelling, through music or in plays. For instance, the pupils paint peace pictures, symbols of peace and power, make prints in plaster with their hands etc. These actions are accompanied by reflections. The children are thereby to be enabled to see themselves as an individual person in the community of their school class and to respect their class mates.

The fourth module of the Peace Week is called "peace castle": The children are out in the woods as "forest detectives" and go on an adventure in the castle's moat. This programme is supported by forest-pedagogues, who introduce the children to the environment. Outdoor-activities in the woods are also part of the programme, in order to show that even nature can have both a stable and peaceful condition or can be instable and precarious and thereby in some kind of conflict.

Finally, the last module includes a tour of the peace museum where the natures of conflict and peace as well as different levels of conflict, war and peace are elaborated further. Certain topics, for instance human rights, children's rights and their meaning in everyday's life are discussed in the museum.

In order to enhance the sustainability of the programme, the class takes the peace-picture they produced together back to school, as it should remind them of the Peace Week, particularly the positive feelings they experienced there and the team-building they completed. The improved and more harmonious atmosphere in class created through the programme is to be prolonged and maintained thereby. Additional, the "we-feeling" learned by the different exercises should have a long-term effect.

The teachers receive training during the Peace Week as well. While the pupils are in their sessions, the teachers participate in systematic competence-training sessions, where they are taught the background information to the pupil's training and, if requested, are given guidelines on how to deal with particular problems that might occur in the class and receive materials on methods which can be used during the school year.

2.3. Evaluation of FriedensburgSchlaining

Every Peace Week or Peace Day is evaluated individually by the participating pupils and teachers. Therefore, there are different questionnaires which are adapted to the children's age. Content, methods, the presentation of the modules as well as aspect or organization are surveyed as well as personal feedback. The questionnaires are then reviewed and discussed by the trainers, to improve the programme.¹²²

Currently the institute of psychology at the University of Klagenfurt evaluates the outcomes of the project. The interim report is not published and the final report is not yet ready, so there are no results available at the moment.

2.4. Interview with Mag. Ursula Gamauf-Eberhard

Mag. Ursula Gamauf studied philosophy and today works as journalist. She earned a second MA in Peace and Conflict Studies, which form the foundation of her current work. Additionally she has participated in many different trainingcourses - e.g. on mediation. Since 2007, she has been the project leader of the "Peace Weeks".

¹²² See <http://www.friedenswoche.at/schuelerinnen-programmem/evaluierung/> (11.02.2014)

Question: Please describe your team at the „Peace Weeks“.

Mag. Ursula Gamauf: Our staff is small in numbers: currently we have one part-time secretary responsible for the organisational side of the project, and an academic, also working part-time, dealing with the content, methodology etc. But we do get much input from our external experts (pedagogues, mediators, etc.), with whom we collaborate on a regular basis in a specific working group.

Question: How many children participate in the Peace Weeks on average? Do you have classes all the time or several at the same time?

Mag. Ursula Gamauf: There are kind of "seasons" for this project: September - November and April - June. In these 6 months it often happens that two or more classes are here at the same time. All in all we do have 900-1.000 pupils participating in the Peace Weeks per school year; and the number is growing constantly.

Question: How long do the classes usually stay in Schlaining? Do they also use accommodation or do they return home every day?

Mag. Ursula Gamauf: Most of the groups stay for 3 workshop-days (incl. two overnight-stays). Some stay longer, hardly anyone shorter.

Question: What is the motivation of each class to participate? Do they come more because they want to get to know each other, team-building or do they have certain problems?

Mag. Ursula Gamauf: That differs from group to group. In autumn, many of the groups come to have a positive start to the new school year - that is quite obvious; they focus mostly on teambuilding and on how to deal with conflicts in the classroom. For the rest of the year, the aim for participation is a mixture of training in conflict competence, communication, problem-solving and team-building.

Question: Which problems do the classes usually have? Have there been any changes since the beginning of the project?

Mag. Ursula Gamauf: There are no "typical problems" - this really differs from class to class. What has changed is the content they book: in the first phase of the project the module on violence in everyday life was quite often booked; also the one on violence in the media. Interesting enough, this has stopped completely. Nowadays, focus is given to courses in conflict competence, communication, problem-solving and team-building.

The source for a lot of issues in school is that teachers hardly have the time to discuss things outside of their field; for example, such interpersonal topics as conflicts, the reasons for them, whether they are positive or negative and how they can be resolved peacefully. Also, the prevention of violence hardly ever finds its way into the curricula. But of course classes do have conflicts and sometimes do use violence to deal with them. Teachers are often overburdened by having to support the kids in learning how to solve conflicts without using violence.

Thus if you really want to have a sustainable effect it is not enough to bring the children to "Peace Weeks"; you would have to include a specific training on these issues in the education of teachers. That would really make a change!

Question: The peace week's homepage says that the program can be flexibly adapted to the classes' needs. Can you please describe how that works and give me examples?

Mag. Ursula Gamauf: In a specifically designed questionnaire we ask for particular details (special needs; special Problems; other specificities) about the group before we plan the programme. We then seek to address the challenges which this specific class faces throughout the programme. E.g. when we have a class with a high percentage of migrants, then we would put specific focus on diversity, communication, how do I see myself- how do others see me, etc. - this is content-wise. Of course, we choose methodology and content that is age adequate.

Question: How often are the "brush-up days" used?

Mag. Ursula Gamauf: Not so often, unfortunately. It is basically a financial issue. But since we offer training for teachers parallel to the peace weeks we get the feedback that teacher feel more comfortable to really integrate methods and tools they've learned in Schlaining into their lessons which makes the Peace Weeks more sustainable of course.

Question: Concerning sustainability of preventive effects, it is remarkable that the Peace Weeks typically have the duration of only one week. Research showed that the longer a program is applied, ideally for several months, the greater the impact and preventive function is. The Peace Weeks Schlaining received a Sustainability Award from UNESCO Austria – of course for a good reason. Could you describe how sustainability is secured although the period of intervention is very short?

Mag. Ursula Gamauf: Sustainability is indeed a constant challenge for all of us - organisers, trainers, teachers, and last but not least pupils. It can only become reality when all of these cooperate/collaborate. So how do we "ensure" sustainability? We design the programme individually for each group, addressing their special needs. Classes receive a package from us containing material on the topics addressed, as well as all papers produced/used during the workshops (content; methods; etc.). They also produce their own peace sign in the framework of the workshops which they afterwards take back with them to their school. We teach pupils and teacher various methods they can easily use either regularly in classroom to prevent violence, or also specifically in case of a concrete conflict.

In the end, it is up to each group and their teachers to use all this and thus make the progress sustainable. If they wish, we offer "brush-up days", either here or directly in class. We also offer two to three days-teacher trainings. What would really make all these efforts sustainable would be a change in the whole education system, including themes like peace education, conflict prevention, violence prevention, etc. into all curricula.

Question: Please give your personal opinion on the effects on children and juveniles by prevention programmes which are included in everyday life (school etc.) on the one hand and those which are incorporated in some kind of special experience (so e.g. the Peace Week).

Mag. Ursula Gamauf: The advantage of out-of-school-activities like the Peace Weeks are that much can be achieved in a short time, because the pupils are away from their everyday-routine which often makes a big change. The advantage of in-school-activities is that you can practice things on a regular basis, which is the key for sustainable changes. All in all, I am convinced that the best effects can be achieved by combining both.

Question: Concerning internal evaluation, the Peace Week's homepage says that pupils and teachers evaluate the week based on a questionnaire to enable you to introduce improvements to the project. What exactly do you ask? Did the answers result in any changes so far?

Mag. Ursula Gamauf: We ask pupils and teachers for their feedback on the content, structure and methods of the workshops and the performance of our trainers. Also, we ask them if they have learned something about themselves, their colleagues and about their perception of such issues as conflict, peace, etc. Each feedback somehow influences the Peace Weeks. We do take all this very seriously as it helps us to better address the needs of the next participants.

Question: How do you organise external evaluation by an empiric research?

Mag. Ursula Gamauf: Currently Dr.Fenzl and Dr.Mayring from the institute of psychology at the University of Klagenfurt evaluate the outcomes of the project. The interim report is not published and the final report is not yet ready, so there are no results available at the moment.

Question: Is there anything else you would like to mention?

Mag. Ursula Gamauf: As I have outline above, I believe that there is a value in both, in- and out-of-school activities; plus we clearly advocate including these topics in the education of teachers.

3. EigenständigWerden¹²³

3.1. Development and administrative aspects of the project

The project was developed in Germany from 1998 to 1999 and was used as a model project in several German primary schools. In 2000, the project was first applied in Austria and cooperation with the German affiliate was agreed on. In 2003, the programme and the teaching materials were adapted for Austria and its graphics optimised. The working materials have continuously been improved since then, so in 2009 a handbook with additional songs and games was developed. In 2010 the *Bewegungsbuch*, a handbook for sports and games was developed and introduced to the project. At the moment, an extension module called *Raufen-Kämpfen-Richtigstreiten* (fighting the right way) for the prevention of violence is in development.

¹²³ See <http://cms.eigenstaendig.net/> (07.02.2014)

Today, the project is applied in all provinces of Austria, with a total of 1360 schools taking part all over Austria.¹²⁴

The project management is conducted by the *EigenständigWerden-Privatstiftung* (private foundation) by Dr. Peter Egger. The regional partners in each province are the institutions (special unit) for the prevention of addictions. Regarding contact data and other administrative aspects, please see the good practice fiche in the annex of this report.

The project is financed by the *FondsGesundesÖsterreich*, the *EigenständigWerdenPrivatstiftung*, Rotary Austria – District 1910, the ministry of education, arts and culture which carries the personnel costs for the project management in each province, and the project partners. The latter have to carry the personnel costs for the implementation of the project in the province.

3.2. The functioning of the project & methods

The project *EigenständigWerden* (becoming independent), is a programme for the enhancement of health and the prevention of violence and addiction, which is conducted from 1st up to 4th grade. The methods used are based on the idea of gaining life-competence. Addictive behaviour and other behavioural disorders are to be prevented by early actions.

The programme is based on the concept of life-skills, which was formulated by the World Health Organisation. These skills are self-awareness and sensitivity towards others, coping strategies for stress and negative emotions, communication and self-assertion, creativity, critical thinking and the ability to solve problems. Additionally, the participating children are given information about health issues. These skills are, to a varying extent, applied in one of the three modules the project consists of:

- Me: get to know yourself, be self-confident and take responsibility for yourself
- Me and the others: communication, relationships, group
- Me and my environment: recognise, act, look ahead

The methods used are teaching models, communication rules in class, moderation techniques, talk circles, role plays, work in small groups, puppet play and theatre, games, songs and relaxing techniques.

The project has three elements:

¹²⁴ Burgenland: 54; Carinthia: 101; Lower Austria: 144; Upper Austria: 362; Salzburg: 124; Styria: 161; Tirol: 182; Vorarlberg: 97; Vienna: 137.

In the first phase teachers and pedagogues take part in training courses which take three days with two additional half-day reflective meetings. If possible, at least two teachers of each school should take part. The participation of the teachers is only planned for one year, while the implementation in school should take longer, ideally all four years of primary school. The other teachers in the school should also be informed in a pedagogic conference about the project by the teachers who took part in the training.

The abilities learned in these sessions should then be put into action in school during the lessons. Therefore, the teachers receive working materials, which should be used in ten to twelve lessons a year, which have to be evaluated in a questionnaire. The programme is structured so that the first part, which is applied in 1st and 2nd grade, forms the basis for the second segment, which is designed for 3rd and 4th grade. The material in both parts is designed specifically for the particular age group.

Finally, as an accompanying measure to the children's programme and thereby third element, the parents are also subject to a seminar about the prevention of addictions in the family. For the cooperation with the parents there are also guidelines for the teachers on how to arrange parent-teacher conferences.

As an example, one of the lessons on how to solve problems will be described briefly in the following.

In 1st and 2nd grade, the lesson is called "What shall I do?" The aim of the lesson is that the children shall be enabled to identify and name a specific problem. They are to learn that, if they do not know what to do in a given situation, the first step is to think about the problem and then find solutions for it. In these sessions, the children are asked to find as many solutions as possible without the teacher's help or evaluations. As props, a hand-puppet named "Cătja" and picture cards ("Stop!", "Think about it", "Find a solution") are used. Additionally, there is a homework sheet, on which the children have to colour a picture. In the lesson, the children are first confronted with a problem the hand-puppet Cătja has and which she cannot solve. The choice of the topic is up to the teacher, but should relate to an issue the children can identify with (for instance, a smashed window, a bad mark at school etc.). Based on the three steps for problem-resolution and supported by easily memorable rhymes, the children are asked to find a way out of the problem and to finally decide on one of the possible solutions. Methods on how to remain calm in a stressful situation, which is caused by a specific problem, are also part of the programme. This session can be repeated in class whenever applicable.

In the lesson for 3rd and 4th grade, two further steps are added: after thinking about the problem (What happened? How do I feel? What do I want?), there is a more differentiated process of finding a solution, which includes the consequences of any idea. The 4th and final step after thinking about solutions is the decision on one certain solution and its implementation. The methods differ slightly from 1st and 2nd grade: The hand-puppet is a facultative part of the lesson; the other elements generally stay the same. For homework, the children have to colour a sheet with the steps for the solution of problems and have to think about a problem they want to solve this way or write a story using the depicted scheme.

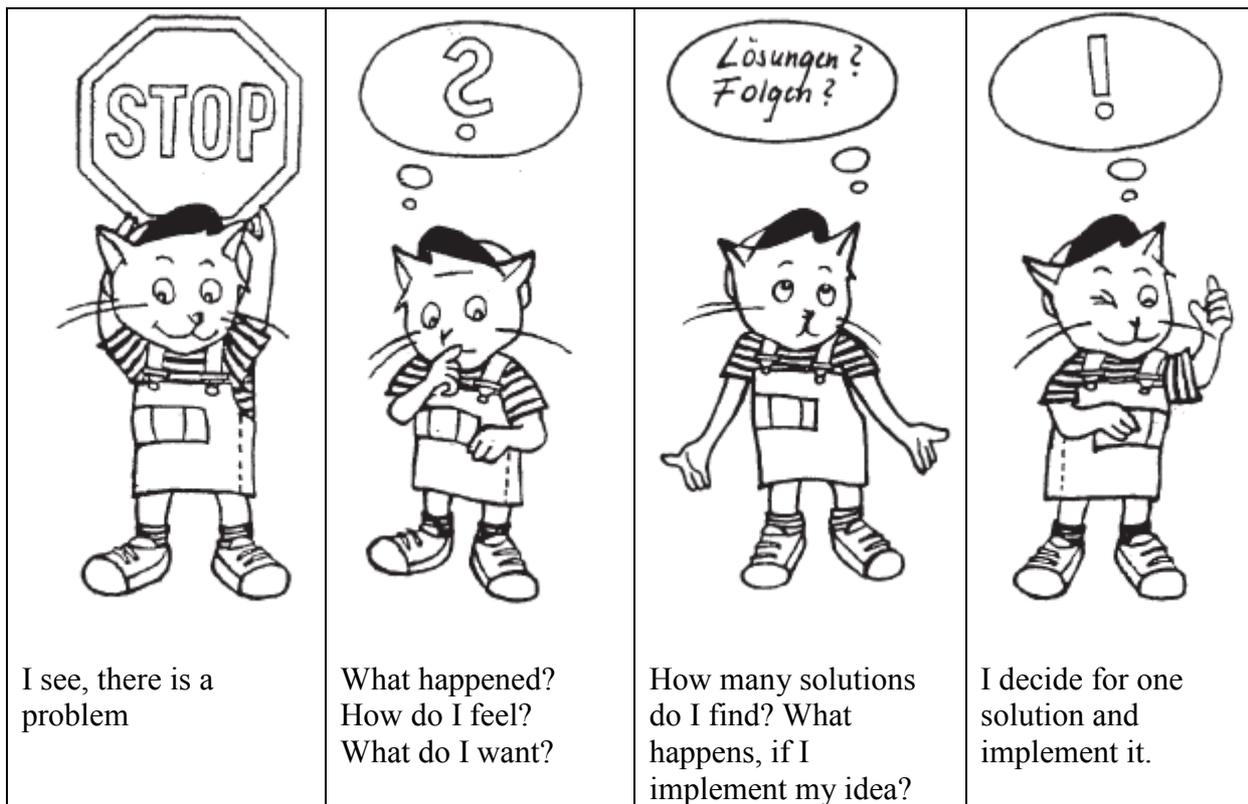


Figure 6: Scheme for problem-solution for 3rd and 4th grade¹²⁵

3.3. Evaluation of the project

3.3.1. Evaluation of the basis project¹²⁶

The project was evaluated in 2007 by the *Institut für Therapie- und Gesundheitsforschung* (institute for research on health and therapy) and the *Eigenständig Werden Privatstiftung*. The evaluation included surveys among pupils from 3rd and 4th grade as well as teachers.

The pupils were divided into an intervention group which took part in the programme and a control group who did not. Both groups were questioned in October 2005 and in June 2006

¹²⁵ Source: Project Eigenständig werden, Teaching materials "Jetzt weiß ich weiter"
See <http://cms.eigenstaendig.net/wp-content/uploads/2010/11/Jetzt-wei%C3%9F-ich-weiter1.pdf> (07.02.2014)

¹²⁶ See http://cms.eigenstaendig.net/?page_id=330 (07.02.2014)

about the classroom climate, social competences, self-assuredness, involvement in physical or psychological violence and habits on smoking and drinking alcohol. Between these two interviews there were at least nine prevention-lessons conducted. The sampling range included 2.149 pupils from 127 school classes, in the second round of interviews the numbers were reduced to 122 classes and 1.915 children.

The different areas of development were distinguished in different categories:

- Classroom climate: children of the intervention group reported less often that the classroom climate was constantly bad. Thus the positive effects of the programme were proven.
- Self-assurance and social competence: The responses to this group of questions were contrary to what had been expected, as the control group reported on an improvement in this area more often. The authors of the evaluation presume that the reason was a greater amount of self-criticism and sensitivity among children who participated in the programme, which they had acquired in the reflection segments.
- Involvement in violence: The reduction of violence was slightly bigger in the intervention group.
- Consumption of substances: In both groups very few pupils had already had their first experiences with alcohol or cigarettes without their parent's knowledge. In the second interviews, the non-smokers of the control group reported slightly more often that they intend to try a cigarette soon or would smoke a cigarette offered by a friend. The differences to the intervention group were not significant because of the generally low number of pupils who expressed these intentions.

The teachers generally expressed that they had been satisfied with the project. The aim, practicability, time spent on the implementation, materials, activities and appropriation for children was in most cases rated as "very good" or "good". Additionally, the teachers reported that the lessons were fun for the children as well as for themselves and were helpful for the other school lessons. Only in very few cases the necessity to improve the project was mentioned.

The authors of the evaluation generally interpreted the results as positive because they showed that the project had improved the classroom climate, reduced violence and was well accepted among teachers. These results confirmed the findings of evaluations carried out on the projects conducted in Germany and South Tirol. However, the authors admitted that the levels of improvement were very low so far and could not be verified in all areas evaluated.

The reason for this might be, according to the authors, the short observation period of only one school year, while the long-term effects and a longer implementation of the project in one class may increase the effects. Furthermore, it is expected that certain resiliencies, especially in regard to substance consumption, become effective only after a longer latency time.

3.3.2. Evaluation of the additional Sports-book (*Bewegungsbuch*)¹²⁷

The *Bewegungsbuch*, which is used additionally to the basic programme of *EigenständigWerdens* since 2010, was evaluated in 2013 by the Institute of Sports Science at University of Salzburg.

The evaluation's aim was to examine the levels of acceptance and effectivity of this additional material. Therefore, four classes with all in all 77 pupils were part of the intervention group, while four other classes with all in all 70 children were part of the control group. The evaluation period lasted from October 2010 to June 2012, while in between each of the three interview sessions, which were conducted once a year, there were six lessons conducted with the *Bewegungsbuch*. The teachers involved were also asked to review the lessons and the pupil's behaviour based on several aspects as well as the teaching material itself.

The teachers rated the didactics and practicability of the *Bewegungsbuch* as very positive and reported on positive feedback from pupils as well. In regard to social competence, the teachers reported clear improvements, which was in accordance with the pupils' reviews.

Concerning self-assurance, there were no significant differences between the intervention group and the control group. In both groups it slightly decreased at the end of the school year, which is a typical phenomenon in school. However, the reduction of self-assurance at the end of the school year was lower in the intervention group, which may be an effect caused by the prevention programme.

Significant effects were proven regarding social competence: According to the teachers' appraisal, the intervention group profited greatly from the programme, whereas the control group developed neither an increase, nor a decrease of social competence.

On the basis of these results, the authors of the evaluation concluded that the project was moving in the right direction. Nevertheless, the attested positive effects should motivate the programme designers to develop the project further and optimize the used tools. The *Bewegungsbuch* qualified as a well-functioning supportive segment for the project

¹²⁷ See http://cms.eigenstaendig.net/?page_id=3571 (07.02.2014)

EigenständigWerden and its aims. It proved that the idea of extension modules for the project was promising.

3.4. Interview with Mag. Ingrid Rabeder-Fink

Mag. Rabeder-Fink is a sociologist and responsible for the prevention programme *EigenständigWerden* for the province of upper Austria in the *InstitutSuchtprävention Pro Mente*.

Question: What is your position in the programme *EigenständigWerden*?

Mag. Rabeder-Fink: My main tasks are project management, acquiring new schools to take part in the programme, the cooperation with other organisations and authorities as well as the management of the team and the content and development of the *seminars* held and the support of the workers involved. The team at *ProMente* in Upper Austria consists of ten persons; furthermore there are six persons who are in the so-called “trainer-pool”, who conduct the trainings for the teachers and are supervised and trained themselves by me. So my responsibility contains all matters of management and further development of the programme and its expansion.

Question: Upper Austria uses the project more intensively than other provinces which have about the same size or number of inhabitants: Upper Austria has 362 schools taking part, while Lower Austria has 144, Styria 161 and Vienna 137 schools taking part. How do you explain these differences and how do you manage to have such a great expansion of the project in your area of responsibility?

Mag. Rabeder-Fink: This has four reasons. First of all I use a top-down process to acquire new schools to take part in the programme. At the beginning I contact the highest authorities responsible, which is the *Bezirksschulamt* (district’s school authority) and discuss the framework of the school’s participation on the programme. The schools don’t have any costs when taking part and the teachers can use the trainings as a regular skill enhancement for their job and add it to their seminar-booklet they have to keep in account, which increases their interest even more. Secondly, Upper Austria takes part in a programme called *gesundeSchulen* (healthy schools). This project has five main aims; one of these is the prevention of addictions. Thereby the project *EigenständigWerden* has one more advertisement channel. The third reason for a broader use of *EigenständigWerden* in Upper Austria might be the project *Kleiner Muck*¹²⁸ which is conducted by the *Gebietskrankenkasse* (regional health insurance fund). This project focuses on primary schools and there is close cooperation with the programme *EigenständigWerden* and it is recommended by the *Gebietskrankenkasse*. Finally, *Pro Mente* is well-financed by the province at the moment so that we are able to have ten to twelve seminars a year. So all together good cooperation, searching for an efficient way and

¹²⁸ This name is based on a famous children’s book.

direct contact with the persons who have the responsibility to decide, results in a wide distribution of the programme in Upper Austria.

Question: Did you notice any difference of the use of the programme and the problems arising in the city respectively the countryside?

Mag. Rabeder-Fink: Yes, of course. Generally speaking, there are fewer problems in rural areas than in the city. The teachers are usually less exhausted and pupils with problematic socio-economic backgrounds, language problems and/or migration backgrounds are less common than in the city. However, inside the city there are also some differences depending on the district. The different kinds of addictions which are intended to be prevented hardly differ between the countryside and the city: The consumption of any kind of substances (experimental consumption of nicotine or alcohol) is hardly ever problematic. Excessive consumption of media, overweight, nutrition and a lack of physical activities are more often in the centre of interest, which occur, due to differing habits and possibilities, more often problematic in the city.

Question: The programme plans for any school taking part that at least two teachers attend the training and promote it in school and that at least ten to twelve sessions should take place in class with the pupils. Does this system work in practice and are there any activities which exceed this amount?

Mag. Rabeder-Fink: Actually we work a little differently in Upper Austria. A higher amount of training takes place within the school, so the teachers don't have to promote it to their colleagues. As a result most of the teachers take part in the actual training sessions conducted by Pro Mente, including the headmaster. Thereby the motivation of the teachers involved increases. There are also talks with the teachers on a regular basis, to enable the programme's spirit to spread all over the school. Additional schools can become an *EigenständigWerden* certified school if 70-80% of all teachers who work there use the programme. However, the practical use during the lessons is unfortunately decreasing with the time passing by: In 3rd and 4th grade there is usually less time because the pupils are under pressure to be able to join the AHS (secondary school).¹²⁹ The main factor however is the motivation of each individual teacher.

Question: Do you, in any way, support the development of the project, especially further training modules?

Mag. Rabeder-Fink: The training modules, such as the additional song book and the *Bewegungsbuch* in the past, are not developed by the province's project partners, but by other organisations. So for instance, the *Bewegungsbuch* was developed by the Institute of Sports Science of the University of Salzburg. For the current, additional module, *Raufen-Kämpfen-Richtigstreiten* (fighting the right way), the Menta-Foundation is working on an additional module. Ideas on changes and for new modules are discussed during the teacher's meeting, which takes place twice a year. The suggestions collected there are then passed on to the responsible decision makers on a nationwide level. These ideas and suggestions already

¹²⁹ For the definition, please see chapter I.C.1.

sparked great improvements of the programme in recent years. However, the training of the teachers has been adapted according to the changes of the individual needs and changes of the society since its introduction more than ten years ago. So for instance the problematic consumption of media was included in the programme to a greater extent.

Question: Is there any involvement of school psychologists in the programme in case any further assistance is needed for a child at risk?

Mag. Rabeder-Fink: Yes, in case a problem occurs the school psychologist gets involved and if necessary the child is relegated to other institutions. In general, parents are also included in the programme.

Question: Do you think it is problematic that, through the change of society, the parent's tasks concerning the upbringing of a child are increasingly handed over to the teachers, who are thereby put into a position where there is less time for teaching?

Mag. Rabeder-Fink: I don't think this is a real change of the teacher's profile. The teacher's task is the maintenance of a good class climate, the reduction of stress and fear for the children and the enhancement of solidarity between the classmates as well. The prevention programme has positive effects on these elements as well, as the children are less occupied with dealing with their own stress, but have their energy to concentrate on studying. According to my experience there are, however, changes in the pupils' abilities: media consumption decreased their ability to concentrate, they are less able to control their impulses, often they lack physical activity and social competence caused by broad changes of society (e.g. less siblings, parents spending more time at work and less with their children). The approaches to teaching and schools in general have changed as well. Experimental teaching methods and structures that require more self-discipline than many children have, while not giving them the guidance they need, decreases the children's success in school. So the children's difficulties at school have different reasons than a negligence of teaching because prevention programmes take too much room.

Question: Could you please describe the financial situation of the programme?

Mag. Rabeder-Fink: The level of exact costs is not publicly available. The project is surely worth the money spent: The children's general development is positively enhanced and problems that can occur in that stage of life are usually not yet consolidated and irreversible, so the programme is more likely to succeed in preventing further problems than a programme at a later stage of the child's personal development.

Question: Does the programme have any financial limitations for the future?

Mag. Rabeder-Fink: Unfortunately the programme is always funded for only one year, so Pro Mente as a non-profit-organisation needs to discuss the financial matters with the provincial government every year. Of course there are discussions about cutting measures every year, especially if the money is needed somewhere else, for instance after the flooding and destruction of a lot of property in 2013.

Question: Do you have any internal evaluation mechanisms?

Mag. Rabeder-Fink: Yes, after every training session with the teachers the participants review the quality of the training session, so that any necessity to change can be implemented in the programme.

4. Learning aid

The “Manual for the Measurement of Juvenile Justice Indicators”, published by United Nations Office on Drugs and Crime in 2008, advocates the creation of an environment, which will ensure a „meaningful life in the community“ and which will foster a process of personal development and education that is as free from crime and delinquency as possible.¹³⁰

UNICEF, in a digest on Juvenile Justice, lists a series of general measures to promote social justice and equal opportunity. It emphasizes the perceived root causes of committing criminal offences, such as poverty and other forms of marginalization. UNICEF promotes the theory that primary prevention makes the implementation of “programming and policy development at all levels in spheres ranging from community health to education and family support services” easier. Here in this context, all the members of society are called upon to “contribute to the prevention of juvenile offending”¹³¹

Vienna provides various offers for children from families in difficult socio-economic circumstances, providing learning aid for a symbolic fee or free of charge. Even if these projects do not aim directly at the reduction of criminal behaviour, the practical long-term effects may be the same. It needs to be taken into consideration that the group of disadvantaged children is especially at risk of failing in school¹³² and consequently reproduce the unfavourable living standards they themselves grew up in. Unfortunately, disadvantageous circumstances are often an important criminogenic factor.¹³³ In many cases the difficult socio-economic background is connected with a migration background.¹³⁴ Supporting children from underprivileged backgrounds in succeeding in school might have a preventive effect on children and juveniles by giving them perspectives for a better life. Many learning aids have a strong focus teaching the German language, which makes sense in the context of the Austrian school system, where children who do not have German as a mother tongue are less likely to succeed. Of course, there are some projects which also support the language skills in the children’s mother tongue.

¹³⁰United Nations Office on Drugs and Crime. "Manual for the Measurement of Juvenile Justice Indicators" (United Nations, New York, 2008) - http://www.unodc.org/pdf/criminal_justice/06-55616_ebook.pdf

¹³¹ UNICEF, Juvenile Justice, Innocenti Digest - <http://www.unicef-irc.org/publications/pdf/digest3e.pdf>

¹³²Bruneforth/Lassnigg: Nationaler Bildungsbericht Österreich 2012, Band I, page 22.

¹³³ See Baumann: Kriminelle Jugendliche aus Sicht pädagogischer Fachkräfte (2009), page 39 ff;

¹³⁴ See Walklate: Handbook of Victims and Victimology (2008), page 96, 102.

As described in chapter I.C.3., Vienna is the only city in Austria that offers learning aids for children and youths at risk free of charge or for a very low (symbolic) fee.

4.1. Friends: Kinder-, Jugend- und Familienzentrum

4.1.1. The functioning of the friends-centre¹³⁵

The Friends: Centre for children, juveniles and families was founded in 2009 and is operated by the organisation *Jugendfreunde Leopoldstadt*. The centre is financed by the organisation *Kinderfreunde Leopoldstadt*, fees from different groups of customers, public funding (City of Vienna, *Wiener Gesundheitsförderung*) and donations. The different events are partly supported and conducted by other organisations. Learning aid is offered for free, child care in the afternoon including food costs € 80.- per month.

The centre is located in the 2nd district of Vienna, which has a high percentage of persons with a different mother tongue than German, so the centre follows an intercultural approach. It aims at teaching children to speak German equally as well as their mother tongue. The programme does not have any limitation to age, but reaches out for any child or juvenile.

The centre offers various activities, such as tutoring (daily on weekdays), child-care in the afternoon, German courses, a space for girls only, a café for parents and children where discussions and seminars are held, discussion evenings, advice and training seminars for parents etc. Additional activities are offered for families, children, juveniles and adults, for instance theatre plays, events for parents and children, handicraft workshops according to the season, flea markets etc.

The organisation *Interface*, which specializes on supporting refugees and persons holding subsidiary protection, offers in cooperation with the *Friends-centre* tutoring for school children aged 6 to 11 in the project *Sowiesomehr* (“More anyway”), focussing particularly on German. The project is carried out in cooperation with Vienna’s schools during the school year, with an additional programme during the summer holidays offered which combines German intensive courses and sports and other leisure time activities. The fees for the lessons are € 1.- per lesson.

4.1.2. Interview with Mag. GüntherLeeb

Mag. GüntherLeeb is the chairman of the NGO “Friends”, which was founded in 2009 as a sub-organisation of the *Kinderfreunde Leopoldstadt*. He studied Social Economy and is

¹³⁵ See www.friends2.at; see also: Friends Kinder-, Jugend- und Familienzentrum: Programm Frühjahr 2014.

responsible for the “Friends” centre, including the planning of financing and planning of the programs together with the workers who are located directly in the centre.

Question: How is your centre organised in regard to learning aid?

Mag. GüntherLeeb: Since the organisation was founded, we have offered learning courses, called *sowiesomehr* (more anyway), twice a week. Lately we also introduced midday-care for children who are for some reason not in another after-school care program, but still need such a program for some reason. They receive lunch, are offered help with homework and reasonable occupation for their leisure time. Personally, I work here unsalaried. The centre has a head who is employed; 15 persons work there under freelance contracts or service contracts for the special courses which are held; five to six persons work voluntarily at special events.

Question: How is the financial situation of the centre?

Mag. GüntherLeeb: The main problem is the complicated system of funding: There are different sponsors who fund different groups of migrants, depending on their residential status. So a huge amount of bureaucracy is necessary. For instance, collecting the residential status and citizenship of each child, his/her parents and when the children came and left the centre. This of course requires the parents’ cooperation, which is not always available. The midday-care, which is focussed on children aged 6-10, will need additional funding somewhere in between € 2000.- and € 3000.- annually. The amount that cannot be funded by the state will be financed by the *KinderfreundeLeopoldstadt* and *Interface*.¹³⁶

Question: How many children visit your centre regularly?

Mag. GüntherLeeb: For midday-care, which is just beginning, we have 10 registrations – we have space for 14 children all in all. For *sowiesomehr*, we only have room for 12 children. After-school care, besides midday-care, is visited by 10-12 children, there are no strict limitations. However, we do have a lack of space and financing. Many families have the problem that the children don’t get a place in a regular after-school care centre because the mother is not working. Still there is a need for support in many cases, which then has to be provided by organisations like *Friends*. In general, an all-day school would help – the all-day schools which are currently offered are usually too expensive for those families whose children would need this support.

Question: You ask for € 1.- symbolic fee for certain learning aid courses. Do you think this increases the appreciation the parents and children have towards the offer?

Mag. GüntherLeeb: I don’t think that the money itself plays a role in the appreciation of the work. Some families just don’t have the money and it’s even hard to get this € 1.- For these very poor families we also raise money to enable the children to take part at a school field trip; partly it’s even necessary to offer financial help for proper clothes and shoes in winter.

Around 2/3 of all parents appreciate the learning aid anyway, independent of whether there is any money involved. The other 1/3 either thinks they are entitled to have free learning aid

¹³⁶an organisation which offer integration aid for refugees and persons with subsidiary protection

anyway or doesn't have a relation to education and thereby can't appreciate the offer. Many parents don't understand why this is not offered by schools.

The children are happy anyway to have the opportunity. Many of them are far away from ever going to an AHS¹³⁷, but they are happy to succeed in the next test, to have fewer difficulties in school, to have a good offer for spending their leisure time after school and for feeling accepted.

Question: Your homepage says that the centre follows an intercultural approach. How do you interpret the term "intercultural"? How do persons with a non-migration background react to that? Does it have an influence on the numbers of "native Austrian" children in the centre?

Mag. GüntherLeeb: There are hardly any "native Austrian" children in the centre. The reason for this may be the focus on learning German – all courses have more or less a German course integrated, so for children who have German as a mother tongue this is not that interesting. The few "native Austrian" children who come to the centre and who have difficulties with studying are used to being in an intercultural environment anyways.

For us, the intercultural approach primarily refers to a peaceful co-existence and the equality of different cultures. The common celebration of certain festivities, for instance Christmas and Ramadan are not included. Unfortunately the term "culture" has become more and more negative in the past and was exploited by right-wing ideology to construct some kind of "threat" to "our" culture. Actually, culture must not be seen as a static idea: Culture is a very dynamic definition; each person's culture can change and is subject to discussions and social changes. And human rights must not be violated based on an understanding of one's culture.

Question: Is there any rivalry between the different groups of migrant children and juveniles?

Mag. GüntherLeeb: Unfortunately, yes. Provocations, harassments, prejudices, up to verbal, psychological and physical violence are a wide-spread phenomenon among the migrant children and juveniles. We try to react to them with peaceful conflict resolution, discussions on where these aggressions come from and a clear statement, that this is not acceptable in the centre. Usually the prejudices come from the children's family and school. However, there are also many inter-cultural friendships and solidarity between the children. In many cases the children teach each other their language so that in the end some groups, for instance in a sports team, speak some kind of mixture-language consisting of various elements of several languages.

Question: How does the support for learning the mother tongue as well as German work in practice in your organisation? Why do you follow, different than *Lerntafel*, a multi-lingual approach?

Mag. GüntherLeeb: We have a special course which takes place twice a week during the whole school year. This course is conducted by pedagogy-students who have a special training for teaching languages and are also supported by a pedagogue from the organisation "Interface".

¹³⁷Secondary school; definition see chapter I.C.1.

Many children don't speak their mother tongue correctly because their own parents don't speak it properly. Some parents, who immigrated to Austria as adults, are illiterate themselves, some live a quite isolated life and have psychological problems because of that. In families where the parents have a very low level of educational, the language skills even in the mother tongue are poor, so it's even harder to learn German later on. It's not necessary in any case to speak the mother tongue perfectly to learn German as a second language, but it helps. In Austria the school system is centred on a good command of the German language – so it is very important to teach the children German to enable them to succeed in school.

Question: Did you notice any improvement since the obligation to go to kindergarten for one year was introduced?

Mag. GüntherLeeb: I think it is too early to give a verdict on that. Generally, I think the expectations are too high: Most children were in kindergarten even before it became an obligation; the number increased by only 5%. Additionally, the main problem is the quality of kindergarten: The pedagogues who work there don't have the education to teach the children German, especially if the majority of the group has a different mother tongue than German; and the groups are far too big – often there are 25 children in one group. So to really improve the language skills in kindergarten, there would need to be specially trained pedagogues and smaller groups. Very early support, for instance by reading out to the children and by offering them books at a very young age to enable them to learn by visualisation, is often missing and hardly possible under the current circumstances. In the current political climate, I do not see much chance for any substantial changes. It rather seems that there is an interest in maintaining the current system of elitism.

Question: Do you have any secondary aims with your learning aid, besides helping the children to succeed in school?

Mag. GüntherLeeb: The general approach when founding the centre was to offer early prevention and to help the children develop resiliencies against all kinds of criminal influence or behaviour. The children often come from socio-economically and educationally disadvantaged families. By offering them tutoring and reasonable occupations during their leisure time, the children have a perspective not to reproduce their parent's situation which should also help them in not developing criminal behaviour. For children who already had problems because of criminal behaviour, we also offer accompanying services to authorities (e.g. police, court, youth welfare authority, social services, other advisory services,...) prevent their slipping into further crime.

4.2. Wiener Lerntafel

4.2.1. The functioning of the Wiener Lerntafel¹³⁸

The *Wiener Lerntafel* (Viennese Learning Platform) has been offering free learning aid since 2011. Currently, the project is financed by donations, but is actively searching for a more stable funding and long-term sponsoring. The expenses are round € 200.000.- a year, thereof € 70.000.- for rent and € 90.000.- for personnel costs. The rest of the costs are spent on office supplies, print costs and advertisement.

The *Wiener Lerntafel* provides learning aid to around 300 children at the moment. Since its beginning in 2011, over 850 children received learning aid and more than 17.000 single lessons were provided, until the end of 2013 almost 7000 homework hours were provided on the homework-table. The learning aid is provided by around 180 voluntary workers, who have very different backgrounds: Around 20 % have a pedagogic education; about 50 % are persons who graduated from university, approximately 40 % are persons who are retired. Contacts between tutor and child outside the centre are strictly forbidden to protect the child.

The learning aid is, according to the requirements of the child, provided in single lessons or as supervision while the child is doing homework independently. The language used in the tutoring is always German. There is also a psychologist available who takes care of children who have special learning difficulties. A painting lesson is offered once a week with support from a painting therapist. Furthermore, workshops on the topics of fear of exams and difficulties in reading and mathematics can be visited. The target group are children from economically disadvantaged families between the ages of 6 and 14.

4.2.2. Interview with DDr. Stefan Unterberger

Dr. Stefan Unterberger is *Lerntafel's* chairman and the founder of the organisation. He studied economics with a major in sociology as well as environmental politics and is responsible for management, fundraising, cooperation and communication-matters. He has almost twenty years of experience of working for and with different non-profit organisations. His life-motto is: “Doing your best means to never stop trying.”

Question: What was your motivation to found the Lerntafel?

Dr. Stefan Unterberger: Personally I had the feeling that I am very advantaged in my life and I had the wish to pass some of my luck on to persons, who are in one way or another

¹³⁸ See <http://www.lerntafel.at>

disadvantaged. Before I founded the *Lerntafel* in 2010, I concerned myself intensely with poverty, before that also with asylum seekers in the years from 2008-2009. I worked at the *WienerTafel*¹³⁹ for two years and until now I still organise the collection of material goods for homes of asylum seekers.

Socio-economic disadvantages go hand in hand with a drastic reduction in chances to succeed in school and thereby later on in finding a job. Empiric studies show a correlation between a low socio-economic status, criminality and grades in school. So I thought it would help children to have more chances in life, if they received free learning aid.

Question: I read that your centre is planning to expand and is trying to get stable funding. Can you tell me about that?

Dr. Stefan Unterberger: Until 2014 we were financed by annual events to raise funds and also through sponsorship contracts. The events are a little problematic because they bind a lot of resources, which could be better used in the work with the children. We have hardly any federal funding. The ministry for social matters supports us with € 5000.- to € 10 000.- per year. In 2011 the ministry of education expressed that they would offer any help, except financial aid.

There is a great demand on free learning aid. We would first of all like to expand within the city of Vienna and open a second centre, most likely in a district north of the Danube, such as Floridsdorf or Donaustadt¹⁴⁰. A potential office-space would need to be easy to reach for the children, so close to a subway station would be ideal, and it would need to be at least 200 m² in size, ideally even bigger - the current centre has 600 m², but we started with 200 m², too. In the long run we intend to expand to the other provinces of Austria and maybe eventually even open centres in all capitals of the European countries.

Question: How does a typical lesson in your centre work?

Dr. Stefan Unterberger: As an ideal start, the teachers would take part in an introductory workshop. At the moment we have around 180 teachers and we are lucky to additionally have so many applicants that we can choose whom to take. There is also a manual on how to give learning aid. Around 80% of all children are taught individually, the other children in small groups of two to three children. We have 30 separate tuition places and around 20 tables for doing homework.

Question: The *Lerntafel* does not, in contrast to another learning aid centre (*Friends*), have a multilingual approach, but provides learning aid only in German. What were the reasons for this decision?

Dr. Stefan Unterberger: German language skills are elementary for the understanding of any subject in school: If a child doesn't speak German well, there is no chance to understand mathematics or science. So we decided to promote German as a first (and thereby mainly used) language for the students. They often don't speak their mother tongue properly, so in

¹³⁹An organisation, that collects food from supermarkets they would throw away but still are good and distributes it to persons in material need. See: www.wienertafel.at

¹⁴⁰Both districts are typical working class area with a mixture of many different cultures.

fact they would have to learn two languages: German and their mother tongue. This is too much for them. We have to face the fact that children in general are differently gifted and therefore they need different forms of support – otherwise the education system doesn't work and the children won't succeed in school and later as adults trying to find a job.

Furthermore, in Austrian schools we have a very low failure and feedback management culture: Children starting in first grade learn pretty soon to dislike the red pen the teacher usually marks mistakes with. I'm trying to say that children are usually taught very early what they did wrong, rather than what they did right. Verbal assessments for children in the first two grades of elementary school would minimise their fear of failure and increase their joy of learning and success in school: Their courage for asking questions and their self-motivation for learning would certainly rise. This can happen only when teachers regularly encourage students to ask more questions in and outside of classes. Currently, Austrian politicians are mainly focussing on discussing a reformation of schools by reforming the public services law for teachers only; what a poor performance.

Question: Is there any evaluation available for the learning aid?

Dr. Stefan Unterberger: The question of evaluation is very interesting from a scientific point of view, because it's really difficult to measure the learning outcomes. Over the last 50 years of trying to find reliable methods for assessing students, research has repeatedly demonstrated that the reliability of test scores is still negligible. On the one side, we currently evaluate the success of the program every year by taking a look at the improvement of the marks of each child we teach during one year. In around 40-50% the marks stay stable or get better and hardly any child worsens. But on the other side, the success of a learning aid is much more than that: It includes imparting joy and self-motivation to study and the ability and courage to ask questions – the latter ability is poorly promoted in the current school system. The mark a pupil gets in school often doesn't say much about the knowledge of a child: Some children fail at a test because they are afraid of it, even though they know the answers. That's why we also offer workshops on how to overcome exam anxieties, or on presentation techniques including computer-supported presentations.

Question: Do you think the parents appreciate the offer of a free learning aid?

Dr. Stefan Unterberger: Most parents do, some don't because they have either no understanding of the value of education or feel that they are entitled to free learning aid. We try to include the parents actively in the organisation: Four times a year we hold meeting evenings for the parents in our centre and twice a year we have a little festival which is organised as a potluck-dinner. Also, we have started offering German courses for those parents who bring their children to the centre and would usually wait for them finishing their free tuition.

Question: How long do children take tutorings for and how long are the teachers usually willing to stay with the centre?

Dr. Stefan Unterberger: The students usually stay for six to twelve months; some of them stay even longer and are taught in small groups after the first year. Additionally, every student is

invited to come each day to do his/her exercise together with a separate instructor. We have a core team of around 180 teachers, of which around 20-30% have been with us since the beginning. The shortest period of teaching is six months.

Question: What do you think are the reasons why a functioning system of free learning-aid is only available in Vienna?

Dr. Stefan Unterberger: I think Vienna needs it the most. Vienna has around 15 000 children from socially disadvantaged families at the age of 6-14 years, who go to schools and need support. Research¹⁴¹ from Germany, carried out in 2013, shows that only 40-50% of all teachers received special training for being able to teach German as a foreign language or how to promote German to students with an emigrational background; probably the quota is around the same in Austria. Teachers are often overstrained by the number of children and the different languages and cultures which are mixed in one class; so the lessons don't function as they should. In the centre we experienced that there is often a lack of basic skills, also concerning social skills, so that we first of all had to teach some of the children how to greet and say "please" and "thank you".

Question: What do you think about the ongoing discussions in Austria on whether parents increasingly transfer aspects of their responsibility of raising children to the schools and other institutions on the one hand, and whether schools are out-sourcing education and teaching from school to the parents and other institutions on the other hand? Who should, in your opinion, take which part in a child's education and upbringing?

Dr. Stefan Unterberger: I think the problem is more complex than that. Children, parents and teachers are increasingly required to deal flexibly with change, but in fact it doesn't really work. There is a triangle of relationships consisting of the child, the parents and the teacher (based on the theory of R. Miller). If the cooperation works in this triangle the education as a whole is likely to succeed. I don't see sharing the responsibility as an out-sourcing of responsibility because neither of the partners of the triangle can be considered in isolation. At the end, the child will always be the product of this socialisation.

Furthermore, we have to consider that today's children, the so-called "generation Z", are different than the generations before. They need more individual handling, they are more interested in why something is as it is, they are more self-confident and most of all they are more used to the new media, which makes them in some way "strange" to older, adult persons. This is a phenomenon you can see all over Europe, where all children have more or less the same social pressure for wearing certain brands, having a certain mobile phone and looking a particular (usually denaturalised?) way. So today it seems to be important to, for instance, regulate the use of mobile phones in schools, which is different than ten years ago because these technical devices today can be used for more than writing text messages and calling somebody.

4.3. Others

¹⁴¹ <http://bildungsklick.de/a/90440/lehrer-lernen-zu-wenig-ueber-sprachfoerderung/>

GemeinsamschlauimGemeindebau (Be smart together in communal housing)¹⁴² is a project by the organisation *Wohnpartner*, which is a service department of the city of Vienna. This is a project that offers learning aid for the charge of € 1.- for every lesson in the so-called *Gemeindebau*¹⁴³, so the learning aid is provided directly in their living area. The teachers are specially trained teachers from *Volkshochschule* and teach German, Mathematics and English. The study groups have a size of seven children maximum. The target group are young people between the ages of 8 and 15.

Kirango-Lernhilfe (Kirango learning aid)¹⁴⁴ offers learning aid for children aged 6 to 14 and focusses mostly on enhancing the ability and joy to read. The offers are free of charge. In any of the libraries which take part (39 total in Vienna), children can visit in the afternoon to get help with their homework and spend their leisure time there while reading, listening to music etc. There are also reading events in these libraries. The stories presented at these events are not only presented in German, but to an extent also in other languages.¹⁴⁵

*peppa¹⁴⁶ is a project funded by Caritas, which offers learning aid and leisure activities for young women with migration backgrounds at the *Mädchencafé* (girl's café), which is a subdivision of the Viennese youths centres. The centre is located in Vienna's 16th district, which has a very high percentage of inhabitants with migration backgrounds. Apart from German, the facility's employees speak Arabic, English, French, Croatian, Serbian, Turkish, Romanian, Russian and Spanish. Besides learning aid, advice on family difficulties, choice of education and job training including aid when seeking a job, gender-specific issues, and support in crisis-situations are also offered.

The project Roma Lernhilfe ("Roma learning aid")¹⁴⁷ focusses on children from the Roma community. It was introduced in 2008 and is conducted by Viennese *Volkshochschulen*. Besides helping the children (aged six years and older) to succeed in school in the subjects Mathematics, German and English, multilingualism and the conservation of Serbian and Romani language skills are actively supported. The offer also aims at involving the parents in the school activities.

¹⁴² See <http://www.wohnpartner-wien.at/home/projekte/271> (06.02.2014)

¹⁴³ Municipal housing began to gain importance in the early 20th century, when living conditions for workers were appalling. The Social Democratic Party pursued the project to improve these conditions. Today, municipal housing projects are still associated with the lower class and recently also with immigrants.

¹⁴⁴ See www.kirango.at (06.02.2014)

¹⁴⁵ Albanian, Arab, Armenian, Bosnian/Croatian/Serbian, Bulgarian, English, French, Hebrew, Korean, Nepali, Dutch, Polish, Romanian, Russian, Slovakian, Turkish and Hungarian.

¹⁴⁶ See <http://www.caritas-wien.at/hilfe-einrichtungen/asylmigrationintegration/integrationsarbeit/peppa/> (06.02.2014)

¹⁴⁷ See <http://www.vhs.at/learnraumwien/roma-lernhilfe.html> (06.02.2014)

5. Interview with Dr.Ireen Winter on juvenile crime prevention in Austria

Dr.Ireen Winter is a jurist and has been working as assistant professor at the institute for penal law and criminology at the University of Vienna since 2004. She is also the curriculum coordinator for the master program of security management at Wiener Neustadt College (Fachhochschule), which cooperates closely with the ministry of the interior. From 2007 to 2010 she worked for the European Crime Prevention Network (EUCPN) and from 2008 to 2011 for the Federal Criminal Agency (Bundeskriminalamt). In her work, she focusses on research, police and security, football, crime prevention and the penal system.

Question: How do you see the situation of crime prevention provided by the state in Austria compared to other EU member states regarding financial issues and priority?

Dr.Ireen Winter: Crime prevention is not financed adequately. The police officers who work on crime prevention are paid, of course, and materials necessary for executing a crime prevention program are provided as well. Still, it is more a question of the individual commitment of each police officer. There is only one preventive program against violence at football events, called *WellegegenGewalt*¹⁴⁸, which is financed properly by the ministry of the interior, so advertisement, cooperation and personnel are available.

Generally, crime prevention is an issue in politics, but it clearly has less significance than in other European states, especially compared to Scandinavian countries, which involve all relevant governmental institutions, including the justice system, in one prevention strategy. Austria also has a lack of infrastructure for crime prevention; although there were attempts to centralise crime prevention in the Federal Criminal Agency it did not work out as it was supposed to.

Question: Does Austria have a stringent crime prevention strategy?

Dr.Ireen Winter: Austria doesn't have one crime prevention strategy, but a bundle of selective strategies in several fields which are conducted by several actors. So for instance, there are specific strategies on drugs, violence, sports events, property crime etc. It would be very important to form one national strategy with a clear content, which then could be implemented for each individual target group. Single projects are not a solution, but can only be a starting point to see if a certain strategy were to work. If an evaluation shows that a practice is promising it should be turned into a steady programme.

Question: How do you evaluate the acceptance of crime prevention among the police and pedagogues?

Dr.Ireen Winter: The police nowadays see crime prevention as one of their main tasks, so the acceptance is very high. Pedagogues often say that they are overstrained and that they don't have the time for prevention programmes; however, other teachers are very open to prevention and try to include it into their lessons. Personally, I think that it would help to create prevention as a subject in school that is taught by experts: Prevention is very complex and does not only include crime prevention, but also financial management for example. Research shows that a part of youth crime is caused by financial problems. Today children and juveniles have a huge financial responsibility at a very young age by having their own

¹⁴⁸ See also chapter II.2.1.

bank account, a mobile phone, etc. Banks give loans to juveniles very easily, which often results in a loss of control over the financial situation. So if children and juveniles would learn how to manage their own financial situation, just as they learn, for instance, how to write a formal letter in school, this actually would decrease juvenile delinquency. Furthermore, it is very important to raise awareness for certain problematic behaviours at a very early stage.

Question: You said before that Austria has no common crime prevention strategy. Austria currently has a number of regionally different kinds of youth crime prevention projects and different approaches. Most likely, this might be caused by regional differences: The situations in Vienna and on the countryside are largely different. What do you think about this regional diversity of prevention programs?

Dr.Ireen Winter: It's difficult to generalise from international experience to a national strategy, the same can be said from a nationwide experience to a more regional approach. Ideally there would be guidelines that are valid for the whole country, which still have enough room for flexibility for regional variation. Thereby, an individual reaction to hotspots is possible without losing a common strategy. So for instance, violence at football events is especially relevant in the area surrounding the stadium in Vienna Hütteldorf, but hardly in other districts of Vienna. There needs to be a nationwide framework that enables cooperation partners to react according to the local requirement. However, this individual reaction needs to be evidence-based and should take statistics and reports on where there are which problems (drugs, gangs, etc.) into account. Austria doesn't have a serious policy paper at the moment. The Federal Criminal Agency more or less only defines that there are four areas of crime prevention. The strategy followed in Sweden can be seen as a role model: they have a very good policy paper and the prevention strategies are already executed.

Question: What is your opinion on evaluation of prevention projects? Do you know any examples of good practice?

Dr.Ireen Winter: There are several techniques of evaluation, for instance systematic reviews or (meta-studies) which are used in Scandinavia, the Beccaria-Standards which are used in Germany or the evaluation based on the "five i" by Paul Ekblom. Each of them has a different approach; none of them is the be-all and end-all: Quality standards and substantiality need to be considered as equal parts. In practice, evaluation plays a very important role because it's usually connected to the availability of the project's funding. In practice, the quality of evaluations in Austria varies a lot. The results do not always influence the execution of a program. Even in cases the evaluation of a model project showed good results it is not continued. If a project is turned into a long-term program, it is usually a political and financial decision.

Question: What is your experience with the importance of early prevention in practice?

Dr.Ireen Winter: Early prevention is clearly not enforced in an ideal way. There is no clear common strategy as well. This would be a task for a cooperation of all relevant governmental departments concerning health, education and children and youth, not primarily the ministry of the interior.

There have been considerations about the obligation to join training on the adequate upbringing of children for parents to be and/or young parents. This is not yet implemented

and also not planned in the closer future. It's difficult to say if the measure is per se "good" or "bad". On the one hand it is a very strong intrusion into privacy; on the other hand it would help with the early detection of where problems could arise or already exist. This should be implemented ideally as low-threshold opportunities, maybe even as mobile consultations to avoid stigmatisation. The kindergarten has very few offers on crime prevention. For pedagogues, awareness-raising would be very important – there is often a lack of knowledge.

Question: What is your experience with the work of the youth welfare authorities in the field of crime prevention and identification of children at risk?

Dr. Ireen Winter: In the media there, are at irregular intervals reports on failures of the system, so that a child was maltreated systematically by his parents for a longer time, sometimes even beaten to death. Positive examples naturally never are subject to media coverage. I think maybe the functioning of the youth welfare authority has to be reviewed as a whole, without wanting to judge the current work of the social workers. The current system is very inflexible and bureaucratic: So at the moment, it sometimes happens that if a parent does not observe one or two appointments with the authorities, the child is threatened to be taken to the state's custody. Additionally, it needs to be considered that the contact with the youth welfare authority is stigmatising and often felt as a threat – to overcome this negative connotation, the system should open up and move forward to become a service that works in the best interests of the child – even if the child's future is not in the same household with the parents.

Question: Is there anything else you would like to add?

Dr. Ireen Winter: Austria needs, as I said before, a common strategy which leaves enough space for individuality and creativity – this does not work at the moment. Not every crime prevention project is helpful: Sometimes certain forms of prevention are "trendy", so for instance, lately preventive measures targeting cyber-crime have been in vogue. This results in broad funding of many single projects on that issue, while losing other problems, which are from a quantitative point of view far more important (e.g. property crime), out of sight. These situations cause some projects to profit from a trend as a free rider and receive funding, although the project actually has no functioning concept. So the basic crime prevention against quantitatively important forms of criminality must not be neglected because of "trendy" prevention issues.

And of course, as I said before, it would be important to introduce a system of low-threshold or even as mobile consultation offers to avoid stigmatisation.

In early prevention there are generally no such "trends" – it's all about family, relationship and education. As I described before, the inclusion of crime prevention in school should be an individual subject held by experts to avoid overstraining teachers. This subject needs to include financial management as well. Thereby a good balance could be reached: Neither would the school education be overstrained by a load of individual projects, but a common strategy would help to ensure certain quality standards. Currently there is certainly enough research to develop such a common strategy.

II. Evaluation mechanisms for early juvenile crime prevention programmes

According to the evaluation of the projects described in detail in chapter III, there are several general evaluation mechanisms in use for the projects and programmes, some of which are cumulative:

An empiric evaluation of the effects the various projects have on the juveniles on a longer or shorter term with a quantitative approach is often conducted for projects which aim more or less directly at the prevention of crime, especially on addictions and violence. These empiric studies are usually conducted by universities and therefore meet high standards of quality regarding the used methods. The research is published afterwards in most cases.

The evaluations typically cannot measure the long-term effects of these projects, such as decreases in criminal or deviant behavior, because these outcomes cannot easily be verified – the children who took part in a programme at the age of seven years might be hard to find again 15 years later. However, some projects implicitly tackled this issue, as the projects themselves are conducted over a span of several years. Additionally, the evaluations can also measure specific parameters, e.g. the abilities for peaceful conflict resolution, self-confidence, coping-strategies in situations of stress, decrease of mobbing etc. which may indicate that the programme's goal was at least reached for the moment.

As examples of good practice for an empiric evaluation of crime prevention projects, the two evaluations of *EigenständigWerden* (see chapter III.3.3.) and *Gripso-Logisch* (see chapter III.1.3.) are worth being pointed out.

Concerning quantitative research, Austria has so far conducted hardly any long-term evaluations and follow-up studies; in the projects introduced in chapter III there were none at all. The actual efficiency of prevention programmes can usually be judged only after several years with a follow-up evaluation, while assessments immediately after the programme often do not show relevant changes.¹⁴⁹

Of course the current omission of long-term and follow-up evaluations is understandable: Many of these programmes have only very few years ago been turned from a test-phase with a quantitative analysis of the effects on the children into long-term projects. The children who took part in the project are not easily available because they finished primary school and therefore cannot be interviewed as easily as at the end of their participation in the programme. A follow-up evaluation for such projects would thus require higher organisational efforts and thereby also higher expenses.

¹⁴⁹ See Tischer: Evaluation eines Gewaltpräventionstrainings für schulpflichtige Kinder – Auswirkungen auf das Selbstkonzept und Selbstwertgefühl (2008), page 147; referring to Heinrichs (2002) and Brezinka (2003)

For persons who are actually involved in the programmes in any way, an internal evaluation, which is usually based on a qualitative approach, is also an important evaluative mechanism to find out about the project's practicability. Such evaluations usually employ questionnaires for participants, partly also for pedagogues and other practitioners. Additionally, there might be an institutionalised platform for practitioners where they can place any kind of complaint or idea for the improvement of the programme. This form of evaluation is usually conducted by the organisation which is responsible for the project.

The qualitative evaluation mechanisms used in Austria are generally sound. The programmes do not stigmatise families because most programmes are offered for a whole school class or day care group. Learning aid is also designed as an offer that reaches out to children who need support for any reason. The evaluation mechanisms follow this scheme: children, pedagogues and partly parents are interviewed anonymously via questionnaires and are therefore not exposed, stigmatised or discriminated against in any way.

As an example for the internal evaluation of a programme, the examination of the *FriedenswochenSchlaining* needs to be mentioned: After every Peace Week the pupils and the teachers can answer a questionnaire about the content and organisation of the week. The evaluation of the questionnaires is used to further improve the project and is also passed on to the organisations which are co-funding the project (see chapter III.2.3.)

The assessment of the learning aid project *Friends* works in a similar way, but includes a network of experts and institutions that might be helpful in improving the programme and in enhancing net-working. The evaluation intends to improve the offers according to the needs and wishes of the participants.

As a model for the best practice, the internal evaluation of the programme *EigenständigWerden* should be mentioned (see interview with Mag. Rabeder-Fink, chapter III.3.4). Twice a year all teachers involved meet to collect new ideas and suggestions for the project, such as additional modules or changing the used methods. The collected input is forwarded to the nationally responsible institution, where it is evaluated and potentially integrated in the project's curriculum. The actual effectiveness of this method is proven by the fact that during the last years two further modules were designed according to the teachers' requests and that a third additional module is in progress. This form of evaluation allows a sustainable reaction to changed requirements and also expresses the appreciation for the practitioners involved.

Generally speaking, it is advisable to apply a combination of quantitative and qualitative methods for each programme. This should, on the one hand, cover the proven effects of certain criteria on the children's personalities and competences; on the other hand, a regular internal evaluation, which includes the experience of the teachers and pedagogues who implement the project as well as those of the children themselves, should help to improve the programme according to the changing needs and problems.

Finally, the introduction of follow-up evaluations for programmes that have been in use for several years is recommended to see the project's long-term effects, which might be more reliable criteria for evaluating a programme's effectiveness.

III. Conclusion and Recommendations

“Good social policy is the best criminal policy” was already stated by the famous criminologist Franz von Liszt (1851-1919) – this statement has not lost any of its actuality today.

UNICEF, in a digest on Juvenile Justice, lists a series of general measures to promote social justice and equal opportunity. It emphasizes the perceived root causes of committing criminal offences, such as poverty and other forms of marginalization. UNICEF promotes the theory that primary prevention makes the implementation of “programming and policy development at all levels in spheres ranging from community health to education and family support services” easier. Here in this context, all the members of society are called upon to “contribute to the prevention of juvenile offending.”¹⁵⁰ In the context of this holistic approach, not only programmes which aim directly at the reduction of crime, but also those which target social inequality by educational and medical measures are of interest. This approach is partly followed in Austria. For instance, the prevention of addiction and the promotion of a healthy lifestyle usually go hand in hand. Although there are interesting and important steps taken, it is still necessary to extend these programmes and provide them with secure funding.

Concerning the work of the youth welfare authorities, it needs to be underlined that the law itself gives good opportunities to support juveniles who are in danger of developing a serious criminal behaviour: The youth welfare authority and the Guardianship Court are informed about any criminal proceeding against a juvenile. Still, there is hardly ever an intervention following. Furthermore, the juvenile court assistance, which has important tasks in evaluating the juvenile’s social environment and connects the relevant organisations and administrations, is actually only working properly in Vienna (see chapter I.A.2.). The reason for the lack of practical implementation of the measures for juvenile offenders by the youth welfare authorities might be a notorious underfunding and insufficient resources.

By implementing the policies of the youth welfare authorities in practice at the stage of tertiary prevention, children and juveniles at risk could be identified at an early stage to hinder a further involvement in criminal activities. The systematic implementation of these measures could have a great impact on crime statistics, bearing in mind that multiple offenders – so the 5 % of all offenders who are responsible for 50-60% of all offences¹⁵¹ – are statistically the

¹⁵⁰ UNICEF, Juvenile Justice, Innocenti Digest - <http://www.unicef-irc.org/publications/pdf/digest3e.pdf>

¹⁵¹ Schöch: Das Jugendkriminalrecht vor neuen Herausforderungen? in: *Deutsches BMJ: Das Jugendkriminalrecht vor neuen Herausforderungen* - Jenaer Symposium (2008), page 18-19.

most relevant group of criminals and thereby should also be targeted by intensive measures of tertiary prevention.

Prevention is gaining more and more significance and involves several partners, reaching from NGOs which focus on certain topics like addictions, violence, education or health up to the police which also plays an important role in crime prevention.

Early crime prevention programmes in Austria are mostly used in schools and thereby applied to all children, not only those who are at a particular risk for some reason. As described in chapter III.1.-III.3., these measures often aim at an improvement of social skills, an increase of self-confidence and the development of coping strategies. In this context, it needs to be discussed critically, whether through these measure and due to more general changes in society, the upbringing of a child is increasingly becoming the teacher's responsibility. As a result, this development also needs to be considered in the school system, provided that it is given enough space without cutting back on education itself.

What also needs to be considered in the implementation of prevention programmes are regional differences. Several aspects result in an inhomogeneous situation within Austria: The social structure, especially the percentage of migrants, the family structure and opportunities for activities in the leisure time. Additionally, different forms of criminality and different kinds of reactions by the social environment occur regionally. Hence, the situation of children and juveniles in Vienna, Graz, Linz or Salzburg cannot be compared to that of children and juveniles in rural areas. And even within one city certain districts can have very different social frameworks. That these differences also require a slightly different approach when preventing crime is obvious. In practice, the regional projects have to consider these differences (see chapter II.2.2.) and underline the necessity to respect these differences and react adequately. Although nationwide prevention projects are important to secure equal standards, a perspective for the actual, local circumstances in which the project is implemented needs to be maintained.

Concerning evaluation and further development of the programmes, Austria does not have one single strategy. Several programmes seem to have proper evaluation mechanisms, but in general, long-term and follow-up evaluations should be focussed to improve and adapt the prevention programmes.

Therefore it is recommended to develop a common national strategy for crime prevention which includes the available knowledge of researchers and experiences made with current and past projects and programmes. This strategy should ensure a certain level of quality and harmonisation by providing guidelines, but still should leave some flexibility to react on

hotspots or regional problems. The strategy should include all forms of criminality and takes social issues, education, the health system and core issues of security and justice into account.

The introduction of one obligatory year of kindergarten seems to be a very effective instrument of supporting children in learning German before they enter school. This is a very important problem to tackle because evaluations show that children from families with a different mother tongue than German have massive difficulties in school and are less likely to succeed (see chapter I.C.2.). Research on the impact of the mandatory year in kindergarten also showed positive effects (see chapter I.C.1.).

The introduction of a second obligatory year, which is currently being discussed in Austria, could increase these effects. To additionally strengthen the positive effects of this measure, it would be necessary to offer age-appropriate language lessons. These would need to be financed adequately and conducted by persons with special training.

Although the discussions in Austria are often focussed on children who have problems with German because of their migration background, it needs to be considered that there are several reasons why children can have a retardation of the development of their language skills. An obligation only for children with deficits would have the negative effect that on the one hand it might be seen as a stigmatisation; on the other hand it would also enable disadvantaged children to learn while playing from children who do not have these deficits. This would, therefore, promote an equality of opportunities and thereby reduce social inequality and ultimately also crime.

Concerning the Austrian school system, the lack of social mobility and the phenomenon of “inheritance” of the parent’s education status is a well-proven fact. Political discussions about a change of the system, especially the change to a school for all children from 1st grade to 8th grade, have been going on for years. Recent reforms have been superficial and cosmetic at best, lacking the reformative profundity and scope the current school system needs. Merely changing the name of certain school types without changing the underlying system which causes the social inequalities will not tackle the problems the system actually has. Therefore, a general reform which allows promoting the children’s abilities and helps them to tackle their weaknesses in a proper way needs to be found.

Additionally the system of free (or reduced to a symbolic fee) learning aids, which focuses on children from a disadvantageous backgrounds, should be introduced all over Austria to promote the equality of opportunities of all children to succeed in school. These programmes also need solid funding.

Another structural problem not yet properly discussed which would also decrease the social and educational differences, is the possibility of visiting a secondary school which ends with general qualifications for university entrance (Matura) after a job training (Lehre).

If social inequalities, which partly cause criminal behaviour, can successfully be tackled by a sensible social policy which enables all inhabitants to succeed in life instead of reproducing disadvantageous patterns for generations, society as a whole would profit from such reforms and circumstances. The phenomena of the disintegration of migrant groups and marginalisation would decrease drastically, by which social coherence would increase. Presumably, this would ultimately lead to the reduction of crime levels to an acceptable degree.

To ensure that children and juveniles are subject to preventive measures it is recommended to introduce prevention to the school curriculum. It should also take life skills, such as financial management, into account. This subject should be taught by persons with special training and knowledge. By this inclusion, the workload of teachers and the amount of information they have to pass on outside of the regular curriculum, could be reduced.

Annex

1. Good practice fiches

Good Practice Fiche: Gripso-Logisch

CONTEXT	<i>This project is only used in Vienna as a project for the reduction of violence and is used in after-school day care centres. From 2006 to 2008 it was only conducted as a project. After positive results in two evaluations the programme is now used in Viennese after-school day care centres if required.</i>
GOALS	<i>Reduction of physical violence and mobbing, improvement of the ability to peacefully resolve a conflict, coping with negative feelings, and increasing self-confidence</i>
DESCRIPTION	<p><i>The programme consists of four modules, which are accompanied by hand-puppets and magic tricks. These modules shall enable the children to:</i></p> <ul style="list-style-type: none"> <i>- deal with negative feelings</i> <i>- control their impulses</i> <i>- peacefully resolve conflicts</i> <i>- gain knowledge on legal basics of criminal law, children's and human rights</i> <p><i>In the end the children receive a certificate in a festive act and are declared to be a "little witch" or a "sorcerer's apprentice"</i></p>
BUDGET	<i>The project is financed by the City government of Vienna, kindergarten department (MA10)</i>
OUTCOMES	<p><i>The evaluations showed mixed results: Social competence was enhanced, peaceful conflict resolution and a decrease of aggression and violence were proven.</i></p> <p><i>The achievement of knowledge on legal basics did not seem to work out, partly because the programme could not be fully implemented in every test group caused by structural deficiencies in the after-school care centre.</i></p>
PROFESSIONALS INVOLVED	<i>Pedagogues</i>
INSTITUTIONAL PARTNERS	<i>City government of Vienna, kindergarten department (MA10)</i>
CONTACT	<p>Magistratsabteilung 10, Wiener Kindergärten https://www.wien.gv.at/bildung/kindergarten/post@ma10.wien.gv.at</p>

Practice Evaluation			
Criteria	Satisfactory	Average	unsatisfactory
Programmeme relevance	X		
Programmeme efficiency and effectiveness		X	
Programmeme impact		X	

Programmeme sustainability	X		
Programmeme transferability	X		
Translating evaluation findings into statements of good practices			

Good Practice Fiche: FriedenswochenSchlaining

CONTEXT	<i>This project is only used in Burgenland and takes place near the rural town of Stadtschlaining in an old castle. It is offered by the Austrian Research Centre for Peace and Conflict Resolution (Österreichisches Studienzentrum für Frieden und Konfliktlösung, ÖSFK). The target group are pupils from 3rd to 13th grade.</i>
GOALS	<i>Reduction of violence, improvement of the class climate and team-building</i>
DESCRIPTION	<p><i>It is offered with the duration of one week, but is also available with shorter durations. There are different contents provided for each age group. The modules for children in 3rd and 4th grade are:</i></p> <ul style="list-style-type: none"> - <i>Conflict: peaceful conflict resolution and dealing with negative feelings is imparted</i> - <i>Team: includes outdoor-activities which enhance the social cohesion within the class, combined with reflections on the exercises</i> - <i>Arts: peace and emotions are expressed by different forms of arts (painting, music, modelling, theatre), a peace-picture is created by the class</i> - <i>Peace castle: outdoor-activities in the woods are conducted to get in touch with nature; tour through the peace museum</i>
BUDGET	<p><i>The project is financially supported by the ministry of education, arts and culture and Burgenland's province government. Some costs have to be covered by the pupils themselves:</i></p> <ul style="list-style-type: none"> - <i>€ 200.- for the participation for one week, including accommodation and food</i> - <i>€ 95.- for the participation in one week, including lunch, excluding accommodation</i> - <i>€ 19.- for a single day, including lunch</i>
OUTCOMES	<i>From September 2007 to June 2012 around 4500 pupils took part in the Peace Weeks.</i>
PROFESSIONALS INVOLVED	<i>Professionally trained mediators, outdoor pedagogues and forest pedagogues</i>
INSTITUTIONAL PARTNERS	<i>Österreichisches Studienzentrum für Frieden und Konfliktlösung (ÖSFK)</i>
CONTACT	<p><i>www.friedenswoche.at Österreichisches Studienzentrum für Frieden und Konfliktlösung (ÖSFK) Department Friedenspädagogik Rochusplatz 1 A-7461 Stadtschlaining responsible contact persons: - Claudia Hofer, administrative assistant</i></p>

	<p><u>mpt@aspr.ac.at</u></p> <ul style="list-style-type: none"> - <i>Mag. Ursula Gamauf-Eberhardt MA, projectmanagement</i> <u>gamauf@aspr.ac.at</u> - <i>Lisa Pertl, project coordinator, mediation, coaching, outdoor-pedagogic, training</i> <u>pertl@aspr.ac.at</u>
--	--

Practice Evaluation			
Criteria	Satisfactory	Average	unsatisfactory
Programmeme relevance			
Programmeme efficiency and effectiveness			
Programmeme impact		X	
Programmeme sustainability		X	
Programmeme transferability	X		
Translating evaluation findings into statements of good practices	X		

Good Practice Fiche: *EigenständigWerden*

CONTEXT	<i>This programme is applied all over Austria and intends to prevent any kind of addictions and violence. The target group are children in primary schools and the prevention lessons are integrated into regular lessons throughout the schoolyear.</i>
GOALS	<i>Strengthening self-assurance, social competence and life-skills to reduce the danger of addictions and violence</i>
DESCRIPTION	<i>The programme is conducted by a project manager, the EigenständigWerden private foundation, and regional partners. Teachers receive training and give lessons in school all over the year.</i>
BUDGET	<i>The programme is financed by the FondsGesundesÖsterreich, the EigenständigWerdenPrivatstiftung, Rotary Österreich-Diskrikt 1910, the ministry of education, arts and culture and the province's specialised organisations on the prevention on addications.</i>
OUTCOMES	<i>At the moment, 1360 schools all over Austria take part in the prevention programme. The evaluations showed significant positive effects on class climate and the reduction of violence; the results on self-assurance and social competence are not conclusive, mainly because of an increace of self-criticism and sensitivity. Similarly, the results on the consumption of substances are not significant – long-term studies would be necessary for reliable results.</i>
PROFESSIONALS INVOLVED	<i>Social workers hold the training-courses for the teachers, teachers conduct the actual prevention sessions in class.</i>
INSTITUTIONAL PARTNERS	<ul style="list-style-type: none"> - <i>FachstellefürSuchtprävention Burgenland</i> - <i>LandesstellefürSuchtprävention Kärnten</i> - <i>Fachstelle für Suchtvorbeugung, Koordination und Beratung Niederösterreich</i> - <i>InstitutfürSuchtpräventionOberösterreich</i> - <i>Akzente Fachstelle Suchtprävention im Land Salzburg</i> - <i>Vivid – FachstellefürSuchtpräventionSteiermark</i> - <i>Kontakt+Co Tirol</i> - <i>Supro – WerkstattfürSuchtprophylaxe Vorarlberg</i> - <i>InstitutfürSuchtprävention Wien</i>
CONTACT	<ul style="list-style-type: none"> - <i>EigenständigWerdenPrivatstiftung (projectmanagment)</i> Fürstenallee 4, 5020 Salzburg cms.eigenstaendig.net office@eigenstaendig.net - <i>FachstellefürSuchtprävention Burgenland</i> Franz Lisztgasse 1/III, 7000 Eisenstadt www.burgenland.at suchtpraevention@psd-bgld.at - <i>LandesstellefürSuchtprävention Kärnten</i>

	<p>8.-Mai-Straße 28/1, 9020 Klagenfurt www.suchtvorbeugung.ktn.gv.at abt5.suchtpraevention@ktn.gv.at</p> <p>- <i>Fachstelle für Suchtvorbeugung, Koordination und Beratung Niederösterreich</i> Brunngasse 8, 3100 St. Pölten www.suchtvorbeugung.at info@suchtpraevention-noe.at</p> <p>- <i>Institut für Suchtprävention Oberösterreich</i> Hirschgasse 44, 4020 Linz www.praevention.at info@praevention.at</p> <p>- <i>Akzente Fachstelle Suchtprävention im Land Salzburg</i> Glockengasse 4c, 5020 Salzburg www.akzente.net/suchtpraevention</p> <p>- <i>Vivid – Fachstelle für Suchtprävention Steiermark</i> Zimmerplatzgasse 13/I, 8010 Graz www.vivid.at info@vivid.at</p> <p>- <i>Kontakt+Co Tirol</i> Bürgerstraße 18, 6020 Innsbruck www.kontaktco.at office@kontaktco.at</p> <p>- <i>Supro – Werkstatt für Suchtprophylaxe Vorarlberg</i> Am Garnmarkt 1, 6840 Götzis www.supro.at info@supro.at</p> <p>- <i>Institut für Suchtprävention Wien</i> Modcenterstraße 14/C/2, 1030 Wien www.sd-wien.at isp@sd-wien.at</p>
--	--

Practice Evaluation			
Criteria	Satisfactory	Average	unsatisfactory
Programmeme relevance	X		
Programmeme efficiency and effectiveness	X		
Programmeme impact	X		
Programmeme sustainability	X		
Programmeme transferability	X		
Translating evaluation findings into statements of good practices	X		

Good Practice Fiche: Kinder-, Jugend- und Familienzentrum Friends

CONTEXT	<i>This centre is located in 2nd district of Vienna which has a high percentage of persons with a different mother tongue than German, so the centre follows an intercultural approach.</i>
GOALS	<i>Success in school</i>
DESCRIPTION	<i>It contains different offers, inter alia, learning aid, German courses, child care in the afternoon, a space for girls only, a café for parents and children, discussion evenings and training seminars for parents. One of the centre's main aims is to enable children to speak German as well as their mother tongue.</i>
BUDGET	<i>The programme is co-funded by the district administration of the 2nd Viennese district, the organisation AktionViel Falter, the ministry of economy, family and youth, the organisation Integrationsfonds, the organisation GesundeLeopoldstadt/WIG, the city of Vienna – department n° 57, the ministry of work, social issues and consumer protection, the organisation wienXtra. Learning aid is offered for free, child care in the afternoon including lunch costs € 80.- per month</i>
OUTCOMES	<i>At midday-care there are currently 10 children – there would be space for 14 children all in all. In the afternoon learning course, which is held twice a year, there are 12 children. An evaluation of the effectiveness is not available.</i>
PROFESSIONALS INVOLVED	<i>Volunteers, persons with freelance-contract or service contract</i>
INSTITUTIONAL PARTNERS	<i>KinderfreundeLeopoldstadt</i>
CONTACT	<i>www.friends2.at Responsible contact persons: - Mag. GüntherLeeb, initiator and project management guenther.leeb@kinderfreunde.at - Mag. GerdAndrä, project management gerd.andrae@friends2.at</i>

Practice Evaluation			
Criteria	Satisfactory	Average	unsatisfactory
Programmeme relevance	X		
Programmeme efficiency and effectiveness	X		
Programmeme impact	X		
Programmeme sustainability	X		
Programmeme	X		

transferability			
Translating evaluation findings into statements of good practices			

Good Practice Fiche: Wiener Lerntafel

CONTEXT	<i>The Wiener Lerntafel has been offering free learning aid since 2011. The target group are children from economically disadvantaged families between the ages of 6 and 14.</i>
GOALS	<i>Success in school</i>
DESCRIPTION	<i>The learning aid is, depending on the requirements of the child, provided in single lessons or as supervision while the child is doing homework independently. There is also a psychologist available who takes care of children who have special learning difficulties. A painting lesson is available once a week with support from a painting therapist. Furthermore, workshops on the topics of exam anxiety, reading difficulties and problems in maths are offered. The language used in teaching is German.</i>
BUDGET	<i>Currently, the project is financed by donations, but is actively searching for more stable funding and long-term sponsoring. The expenses are approximately € 200.000.- a year, thereof € 70.000.- for rent and € 90.000.- personnel costs. The rest of the costs are office supplies, print costs and advertisement.</i>
OUTCOMES	<i>Around 300 pupils are currently subject to learning aid. Since the beginning in 2011 over 850 children received learning aid and more than 17.000 single lessons were provided. By the end of 2013, almost 7000 homework hours were provided on the homework-table. In around 40-50% the marks stay stable or get better and hardly any child worsens.</i>
PROFESSIONALS INVOLVED	<i>Around 180 voluntary workers with different backgrounds: 20 % of these workers have a pedagogic education; around 50 % are persons who graduated from university, around 40 % are people who are retired. Currently the management tries to get more funding to enable special training for the teachers.</i>
INSTITUTIONAL PARTNERS	<i>Organisation Wiener Lerntafel</i>
CONTACT	<i>www.lerntafel.at Responsible contact persons: - DDr. Stefan Unterberger (chairman) unterberger@lerntafel.at - Karin Tikovits (centremanagement) tikovits@lerntafel.at</i>

Practice Evaluation			
Criteria	Satisfactory	Average	unsatisfactory
Programmeme relevance	X		

Programmeme efficiency and effectiveness	X		
Programmeme impact	X		
Programmeme sustainability	X		
Programmeme transferability	X		

2. Abbreviations

BKA	Bundeskriminalamt	Federal Criminal Agency
BKA-G	Bundeskriminalamt-Gesetz	Federal Criminal Agency Act
BMI	Bundesministerium für Inneres	Ministry of interior
BMJ	Bundesministerium für Justiz	Ministry of justice
BMASK	Bundesministerium für Arbeit, Soziales und Konsumentenschutz	Ministry of work, social issues and consumer protection
BMUUK	Bundesministerium für Unterricht Kunst und Kultur	Ministry of education, arts and culture
BMWFJ	Bundesministerium für Wirtschaft, Familien und Jugend	Ministry of economics, families and youth
JGG	Jugendgerichtsgesetz	Juvenile Court Act
LG	Landesgericht	Regional Court
OGH	Oberster Gerichtshof	Supreme Court
OLG	Oberlandesgericht	Higher Regional Court
SMG	Suchtmittelgesetz	Narcotic Drugs Act
StGB	Strafgesetzbuch	Criminal Code
StPO	Strafprozessordnung	Code of Criminal Procedure
StVG	Strafvollzugsgesetz	Penal Law

3. Literature

Amann-Hechenberger/Buchegger/Gerö/Maier/Schwarz: Ch@dvice – Handbuch für Pädagog/innen: Sex und Gewalt in digitalen Medien (2012)

Baumann: Kriminelle Jugendliche aus Sicht pädagogischer Fachkräfte, Verlag Dr. W. Hopf, Berlin 2009

Bierigner/Tanzberger/Schroffenegger/Liebetritt/Kröpfl/Spannring: „Nichts Passt“ Fachreader zur geschlechtsbezogenen Pädagogik und Gewaltprävention, 2nd edition (2008)

Bruneforth/Lasnigg [editors]: Nationaler Bildungsbericht Österreich 2012, Band I – Das Schulsystem im Spiegel von Daten und Indikatoren

Bundeskriminalamt (BKA): Kriminalprävention Jahresbericht 2012

Bundesministerium für Justiz (BMJ): Sicherheitsbericht 2012 – Bericht über die Tätigkeit der Strafjustiz

Bundesministerium für Justiz (BMJ): Untersuchungshaft für Jugendliche - Vermeidung, Verkürzung, Vollziehung, October 2013

Bundesministerium für Unterricht, Kunst und Kultur (BMUUK): Erst denken, dann klicken; Medien und Gewalt – Herausforderungen für die Schule

Bundesministerium für Wirtschaft, Familie und Jugend (BMWFJ): 6. Bericht zur Lage der Jugend in Österreich (2011)

Bundesministerium für Wirtschaft, Familie und Jugend (BMWFJ): Jugendwohlfahrtsbericht 2012

DVJJ[editor]: Fördern Fordern Fallenlassen - Aktuelle Entwicklungen im Umgang mit Jugenddelinquenz; Dokumentation des 27. Deutschen Jugendgerichtstages vom 15.-18. September 2007 in Freiburg, Form Verlag Godesberg, Mönchengladbach 2008.

European Agency for Fundamental Rights: Inequalities and multiple discrimination in access to, and quality of healthcare (2013)

European Monitoring Centre for Drugs and Drug Addiction: Country overview Austria

Expertenkommission unter der Leitung von Dr Brigitte Bierlein zur Prüfung der staatlichen Reaktionen auf strafbares Verhalten in Österreich, ÖJZ 2004

Fachstelle für Suchtprävention Burgenland: Jahresbericht 2010

Geppert: Gripso-Logisch! Das Wiener Gewalt-Präventionsprogramm für Hortkinder – Eine Evaluation der Auswirkungen auf die soziale Kompetenz, 2008

Gratz: Vom konstruktiven Umgang mit der Destruktivität; Vortrag vom 25.10.2013 in Vaduz im Rahmen der Ausstellung „Grauzonen“

Hahn-Bleibtreu (Bundesministerium für Wirtschaft, Familie und Jugend): 6. Bericht zur Lage der Jugend in Österreich, 2011

Heinz, Wolfgang: Rückfall- und Wirkungsforschung – Ergebnisse aus Deutschland; Vortrag, gehalten am 5. April 2007, Kansai Universität, Osaka.

Hofinger/Neumann: Legalbiographien von Neustart-Klienten, 2008

Horvath/Eggerth/Fröschl/Weigl: Die präventive Rolle der Jugendarbeit, 2009

Horvath/Haas: Gesundheitsfolgenabschätzung zum verpflichtenden Kindergartenjahr, 2012

Kessler/Strohmeier: Gewaltprävention an Schulen – Persönlichkeitsbildung und soziales Lernen (2009)

Köck: Der Erziehungsgedanke im Jugendgerichtsgesetz, JRP 1999

Kucera: Die Anwendung der §§ 6 und 7 JGG 1988 in der Praxis, ÖJZ 1990

Misliwetz/Fürdank-Hell/Schlager: Schwarzbuch Familienrecht – Kinderrechte, Jugendwohlfahrt und Familienpolitik Österreichs, 2013

Österreichisches Studienzentrum für Frieden und Konfliktlösung (ÖSFK): Friedenswochen auf der Friedensburg Schlaining

Österreichisches Studienzentrum für Frieden und Konfliktlösung (ÖSFK): Modellprogramm Friedenswoche für Volksschulen, 3. und 4. Schulstufe

Projektkatalog Schulische Suchtprävention in Wien 2011

ProLibris: Jugendgerichtsgesetz – Texte, Materialien, Judikatur (2013)

Ruderstaller: Rückfälligkeit jugendlicher Gewalttäter (2013)

Scheipl: Das Pflegekinderwesen in Österreich

Schroll: Die Fortentwicklung der Diversion durch die Rechtsprechung, in: Moos/Jesionek/Müller [Hrsg]: Strafprozessrecht im Wandel (2006)

Schütz: Diversionsentscheidungen (2003)

Statistik Austria: Migration & Integration – Zahlen, Daten, Indikatoren (2011)

Tanzberger/Schroffenegger/Graß/Bieringer/Rauter/Franke/Spannring/Deutsch/Mikl/Janshoff/Tauchner-Hafenscher: „Ich pass!“ Fachreader zu Transkulturalität und Jugendarbeit (2010)

Tischer: Evaluation eines Gewaltpräventionstrainings für schulpflichtige Kinder – Auswirkungen auf das Selbstkonzept und Selbstwertgefühl (2008)

Walklate [editor]: Handbook of victims and victimology, VerlagWillan, Cullompton 2007.

WienXtra [editor]: Tagungsdokumentation Jugend und Gewalt (2009)

4. Graphics

Figure 1: Police reports and convictions of juveniles (2000-2012)	3
Figure 2: Prosecutor's handling of criminal proceedings against juveniles 2012 (n=26.549) ...	3
Figure 3: Offences committed by juveniles 2012 (n=4358)	4
Figure 4: Percentage of support, custody and foster families in Austria in 2012 (n=1.509.989)	13
Figure 5: Overview of the Austrian school system	17
Figure 6: Scheme for problem-solution for 3rd and 4th grade.....	46

