



Fourth Expert User Group Meeting Report

Grand Hotel Sofia, Bulgaria

Thursday 1st December 2011





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Abbreviations

BAR Bulgarian Association of Recycling
BIA Bulgarian Industrial Association
BIR Bureau of International Recycling
BMRA British Metal Recycling Association

BT British Telecom

BTP British Transport Police CCTV Close Circuit Television

CIMDA Civil Initiative of Ferrous and Non Ferrous Metal Dealers Association

DG HA Directorate-General Home Affairs ENA Energy Network Association

ERFC European Regional Framework for Cooperation

EU European Union
EUG Expert User Group

FCVRE Fundacion Comunidad Valenciana – Region Europa FER Federación Española de la Recuperación y el Reciclaje

FIU Fusion Intelligence Unit

GDCP General Directorate Criminal Police
HMRC Her Majesty's Revenue and Customs

LEA Law Enforcement Agency
OCG Organised Crime Group
PLV Valencia Local Police

Pol-PRIMETT Police – Private Partnership to Tackle Metal Theft

PUAC People United Against Crime

SIRS UK metal theft database owned by UK Power Networks

SMD Scrap metal dealer SYP South Yorkshire Police

List of participants

First name	Surname	Organisation
Paul	Absolom	National Grid
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Nadya	Aleksandrova	BAR
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Christos	Koulis	ERFC
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Gustavo	Martinie	FCVRE
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Borislav	Mavrov	European Institute
John	McBride	BTP
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Welcome, introduction and keynote speech

Pol-PRIMETT aims and objectives

David Ransom (DR) welcomed delegates to the fourth Pol-PRIMETT EUG meeting at the Grand Hotel Sofia, Bulgaria.

DR provided a brief overview of the three year Pol-PRIMETT project, which began in September 2010. Pol-PRIMETT consists of ten partners from the UK, Bulgaria, Greece, Italy and Spain and is co-funded by DG HA, European Commission.

Pol-PRIMETT aims to:

- Create a police-private sector partnership to reduce metal theft across Europe
- · Improve collaboration between LEAs and the private sector to gain a better understanding of metal theft
- Create a LEA EUG to improve liaison and to share intelligence and enforcement practices
- Create a private sector EUG to improve liaison and to share prevention and deterrence practices
- · Create a legacy of collaboration, good practice and a reduction in metal theft

Pol-PRIMETT objectives are to:

- Improve liaison and co-operation between the private sector and LEAs
- Reduce risks and improve security for organisations using metal in their daily operations
- Develop technological and operational solutions to tackle metal theft
- Identify and prioritise the types of information to be disseminated to stakeholders
- Influence national and European policy and legislation

Pol-PRIMETT has an 'open door policy' with stakeholders from across the EU and welcomes any organisation to share solutions and good practice to reduce the risk and impact of metal theft. All organisations who attend Pol-PRIMETT events are kept informed of project activities and are encouraged to contribute to the project on an ongoing basis.

Keynote speaker - Deputy Ministry of Interior Vesselin Vuchkov (VV)

VV stated that metal theft is a serious issue which Bulgaria has been tackling for several decades. The main reasons for metal theft in Bulgaria are social and economic conditions. Metal theft causes considerable damage to businesses and communities. The businesses most affected by metal theft are electricity, telecommunication companies and railway companies. Individuals and communities are also affected, particularly those owning houses outside the city limits and in poorly populated areas, as their unguarded property is targeted by thieves who completely destroy it in order to steal any metal. In some cases, metal theft may cause crime against individuals, if they attempt to protect their property. This type of crime has a negative impact on the economic environment in the country, as the damage caused by metal theft is estimated at dozens of millions of Bulgarian Levs.

Last year, an inter-institutional working group was established at the request of Prime Minister Boyko Borissov. Representatives of public and private sector organisations participated. The purpose was to embark on legislative measures in order to reduce metal theft. A draft law was proposed and offered for public discussion; the government submitted it to the Parliament and it was later adopted. It contained two main areas:

- 1. Improving licensing regimes and the regulation of metal purchase and dealer activity. A total of 1,023 permits have been issued in Bulgaria and there are 2,390 sites for metal purchasing which are operating in the country. The existing licensing regime was amended to incorporate the growth of metal thefts which spiked in 2009 when the prices of metal on the international markets reached its peak. The new law introduced requirements for scrap dealers including:
 - a. Relocating out of residential areas and into industrial regions
 - b. A commitment to provide permanent CCTV monitoring
 - c. A ban on purchasing industrial scrap

It was proposed to introduce a ban on purchasing scrap metal from an individual but it was agreed that restrictions should only focus on the type of waste.

Stricter monitoring of reporting procedures by SMDs including the requesting of documents and information from metal sellers.

Parts of these measures were enforced in August 2011 and the remainder will be implemented in January 2012. This is because some amendments to the legislation require a longer preparation period for the SMDs. VV stated that it is our hope that this set of measures will help the Bulgarian government to exercise more efficient and tighter control over SMDs.

Additional amendments relate primarily to the penal law, including an increase in sentencing for metal theft offences. In particular these are Articles 194 and 195 of the Penal Code and Art.234b which relates to SMDs who have no license or operate in contradiction to the issued license and will be subject to penal proceedings. These amendments require a greater cooperation between the LEAs and government bodies that deal with the prevention of acquisitive crime

VV stated that the amendments are yielding positive results. Police statistics show a reduction in metal theft which encourages the Bulgarian government to continue to implement the amendments for the benefit of society and business in Bulgaria.

Boris Malinov, BAR - Counteracting metal theft in Bulgaria

BAR was established in 1998 and has over 90 Bulgarian and non-Bulgarian members.

BAR is a member of BIR and links with a range of organisations including the BIA, the Confederation of Employers in Bulgaria and the Permanent Representative to the International Council for Environment in Brussels.

In Bulgaria, currently there are 1,131 licensed SMDs and over 20,000 industry employees. The current investment in the Bulgarian scrap metal industry is 1 billion BGN (which is the equivalent of €511 million or £425 million). In 2010, SMDs in Bulgaria registered a turnover of 2.2 billion BGN (which is the equivalent of €1.125 billion or £935 million).

The three problem areas where metal is frequently stolen are:

- Vehicles transporting scrap metal
- Underground and overground utility and telecommunication sites
- Private dwellings

The table below shows the value of stolen metals as reported by the main affected companies in 2010

Company name	Damages (BGN)
Vivacom	2 500 000
CEZ	10 000 000
EON	525 000
EVN	670 000
Railway infrastructure	2 000 000
State railways	500 000
Total	16 195 000*

*represents 0.77% of total scrap traded in Bulgaria during 2010

The percentage of stolen metal is less than 1% of the total value of traded scrap. However it is this small amount which undermines the reputation of the scrap metal industry.

In 2009, amendments were made to the penal code in Bulgaria stating that any person found purchasing scrap metal without a license or a permit would receive a prison sentence. However most offenders only receive a suspended sentence. BAR is campaigning for all metal theft offenders to serve a definite prison sentence.

Recent amendments to the Waste Management Act include banning SMDs from purchasing:

- Railway and wagon items
- Road crash barriers
- Road signs
- Water pipes
- Metal pieces of art

BAR has proposed the following initiatives to reduce metal theft in Bulgaria:

- A total ban on purchasing 'problematic scrap' from unlicensed individuals i.e. cables and railway items
- The introduction of robust recording systems at SMDs enabling scrap metal to be tracked
- Reducing the number of SMD sites and relocating existing SMD sites to non-residential areas

However BAR opposes restrictive measures suggested by the government as the scrap metal industry is one of the few current successful economic sectors. SMDs are the main suppliers to the recycling and metallurgy organisations and BAR stated that the development of this industry required further governmental support.

Ivo Georgiev, CIMDA

CIMDA was established in June 2011 to unite SMEs from the recycling industry and to protect their interests within the provisions of the Bulgarian Waste Management Act.

In 2011, CIMDA:

- Held two protests against the implementation of the Waste Management Act in June and July 2011
- Conducted a media campaign to raise the awareness of metal theft in Bulgaria
- · Participated in governmental round table discussions and conferences
- Explored EU good practices
- Drafted proposals for the revision of the Waste Management Act

To date these activities have achieved a six month postponement of the enforcement of the Waste Management Act and a governmental commitment to cancel the general spatial plans outlined in the Waste Management Act.

CIMDA is continuing to hold discussions with the Bulgarian government regarding any further amendments to the Waste Management Act.

CIMDA proposes the following be included:

- A code of ethics for responsible organisations to be signed by all the members of CIMDA
- Clarity on waste management standards
- A signed agreement between SMDs and the Ministries of Interior, Environment and Economics, plus
 other relevant associations to offer full cooperation if any breach of law is detected
- Online system for 'whistleblowing' and complaints
- Unified recording and reporting systems to enable the tracing of scrap metal
- A minimal financial guarantee which can be attainable by SMEs
- A threshold for cash payments ensuring that all large transactions are bank transfer only
- A total ban on the purchasing of public infrastructure elements or items on the prohibited list

CIMDA asks 'could environmental law solve criminal and social issues in Bulgaria?'

Separation into EUG workshops

The delegates separated into three morning EUG workshops:

- 1. Developing an EU Good Practice Guide for law enforcement agencies, the private sector and SMDs
- 2. Information sharing and incorporating local, national and transnational metal theft databases
- 3. Creating media strategies to raise awareness and to manage the impact of metal theft

Workshop 1 - Developing an EU Good Practice Guide

Chaired by John McBride (JM), BTP

The aim of the workshop was to unite good practice guidelines which already exist and identify good practice in partner countries which can be included in the EU Good Practice Guide.

It was agreed that legislation is further advanced in Bulgaria than in the UK.

The first phase is to approach organisations which operate Europe-wide, including E-On, and Vodafone to establish what exists on a European scale.

LEA Good Practice Guides do exist in some EU Member States however other countries have no guides in place at present.

Some EU Member States are not members of BIR, such as Malta however they do have codes of conduct in place. There is information available from them regarding "no buy" goods.

In Germany there is no ID system and there are debates as to whether this has reduced crime or hidden the problem as the media coverage of metal theft is low in Germany.

In Spain, there are five registers that must be completed in each sale.

It was agreed that good practice must come from the public and private sector. Scrap dealers must be responsible for securing their own assets.

Existing codes of conduct will be collated and uploaded to the Pol-PRIMETT website. BTP has produced posters which are being issued to UK SMDs to outline what can not be bought from customers. Although the information will be different in all countries, the template may be useful for other Member States.

It was agreed that research on the involvement of the travelling community in metal theft has been completed. It was recommended that police engagement with the travelling community should be encouraged to guide them on preventing younger communities from turning to metal theft.

The judicial system is a common problem, to varying degrees, as offenders are not sufficiently sentenced. Meetings have been held with the UK judicial system in an attempt to increase penalties. However in European law, penalties are fixed, meaning judges cannot decide on what to apply. In the UK, impact statements are used to demonstrate that metal theft is not a victimless crime. A copy of these will be uploaded to the Pol-PRIMETT website.

It was agreed that the EU Good Practice Guide will be produced to encourage ideas as making it obligatory would be problematic.

It was agreed to develop a range of guidelines. JM will decide how many will be required and what they will cover. JM's details are available on the Pol-PRIMETT website and he encouraged delegates to contact him with examples of good practice. Draft guidelines will be produced prior to the next Pol-PRIMETT EUG meeting.

Actions:

- BTP to submit posters to Pol PRIMETT for addition on the website, as well as impact statements
- Any good practice that is currently used, either through police forces or utilities, be submitted to JM for collation, in order for draft guidelines to be produced.

Workshop 2 - Information sharing

Chaired by Tony Glover, ENA

The workshop identified areas to share information including the coordination of local, national and transnational databases.

The workshop included representatives from Greece, Italy, Spain, the UK and Bulgaria who discussed the various levels of databases which operate in these countries. The common view was that these databases were disjointed and inaccurate.

Databases which currently exist in partner countries are:

- UK:
 - SIRS database records incidents of metal theft both in the energy and telecommunications sector
 - There is no complete national record of metal theft offences
 - From 2012 metal theft will be recorded by police nationally as a separate crime code which will assist in building a comprehensive picture of metal theft across the country
 - In South Yorkshire there is a metal theft reporting database
 - SmartWater metal theft database
 - BMRA metal theft database
- Italian police has begun to develop procedures to record metal theft
- In Bulgaria metal theft is recorded as a separate crime which provides a more accurate picture. The
 Bulgarian scrap metal industry has begun a website based database which was modelled on the <u>US</u>
 Scrap Metal Alert
- · There is no metal theft reporting database in Greece

Key issues in developing a centralised EU database were:

- Recording metal theft as a separate crime. Most crime reporting systems include metal theft in other
 crime codes i.e. business or vehicle crime. Establishing accurate recording procedures will ensure
 information is reliable and enable organisations to understand the scale of the problem
- Reporting the overall value of the crime. Often the value of metal stolen is low but the impact is high.
 Databases should include information about the value of the metal stolen and the cost to the victim and society.
- **Finding resource**. Recording and maintaining an accurate database costs money. The SIRS database, for example, incurs a charge to meet its costs (there is no profit), however it is free to LEAs

In conclusion it was agreed that individual countries must address the issue of information sharing internally prior to a transnational approach being adopted. The recording of metal theft separately by police was a critical, cost effective step in making a centralised EU database a possibility.

Action:

Promote a uniform, national metal theft recording and reporting model including a separate crime code

Workshop 3 - Media strategies

Chaired by Gustavo Martinie, FCVRE

The workshop discussed media strategies designed to raise awareness and manage the impact of metal theft.

General comments

All workshop participants raised issues and exchanged experiences which produced actions for the project. All these actions will be considered when delivering the Pol-PRIMETT communication strategy.

Sharing information and good practice

Representatives from BT, the GDCP the Bulgarian Ministry of Interior and CIMDA participated in the workshop.

BT has developed media campaigns which have gained significant coverage and raised awareness of metal theft and its impact on businesses and communities.

Incidents of metal theft involving war memorials, heritage buildings, churches, etc. gain the most media coverage as these incense and encourage communities to become involved in prevention and deterrence techniques.

GDCP wishes to use the Bulgarian press to encourage the public to provide more information of suspicious behaviour and illegal activities to the police. The lack of information is currently an obstacle which will be reduced with improved public engagement.

Examples provided by the delegates showed that media interaction in the UK and Bulgaria differs greatly.

- In the UK, generally police forces cooperate with private companies and the media to raise the profile of metal theft.
- In Bulgaria accusations were cast at both the public and private sector. The general opinion amongst LEA representatives was that the private companies facilitated this type of crime. However CIFNM representatives blamed the rise in metal theft on the inefficiency and corruption of the Bulgarian police forces.

The use of social media was encouraged as a good way to raise awareness. GDCP has no experience in using social media and said that any initiative must be authorised by the senior police officials.

BTP use Twitter to raise awareness in the UK.

Social media was identified as a field to further explore and be included in the Pol-PRIMETT media strategy.

Additional discussions included how to ensure the loyalty of employees to prevent them becoming a source of information for criminals. BT stated that communication amongst private sector organisations must improve to identify these individuals.

The transnational exchange of good and bad practices and experiences was deemed a positive by delegates.

Actions:

- Encourage a media campaign in Bulgaria in order to raise public awareness of metal theft
- Include guidance on utilising social media on the Pol-PRIMETT website and in the communication strategy

Workshop 4 - Organised crime involvement

Chaired by Paolo Quercia, Agenfor

The workshop discussed identifying intelligence gaps regarding the role of organised crime groups in metal theft.

The delegates identified five topics for further research:

- Evaluating the involvement of organised crime in national metal theft offences. This will also include organised crime groups that are involved in other criminalities including drug and hazardous waste smuggling
- 2. Understanding the structure of organised crime groups in metal theft and identifying individuals who are part of organised crime groups but are seldom involved in metal handling
- 3. Research shows that in the majority of EU Member States there is a presence of organised crime in the metal theft chain. However it appears that most activities are conducted within each country and export appears to be mainly legalised. Nevertheless there are emerging reports of criminal organisations beginning to control the entire metal theft chain from the stealing to export. Therefore further research is required to establish which Member States have issues with illegal exports and border control.
- 4. The price of stolen metal, especially copper, seems to be unrelated to the market price. Therefore further research is required to establish the value of the organised metal theft industry and the profitability for the organised crime groups

Action:

• Conduct further research into the areas identified above

Workshop 5 - Identifying good legislative practice

Chaired by Lubov Panayotova, European Institute

The workshop discussed different legislative practices in the UK, Bulgaria, Greece, Spain and Italy.

Comparisons were made between good legislative practices within the countries represented in addition to the difficulties faced by the scrap metal industry.

The following conclusions were drawn based on the discussions:

- There should be legal regulation of the sector (a licensing or other type of regime), registers should be kept and penalties should be increased / imposed more strictly
- Legislation should not be complicated with inefficient measures which impose a burden on the business and fail to solve the issue of illegal / unlicensed SMDs
- Some measures proposed by businesses are sensible, however no statistics are currently available to demonstrate the effect of their implementation
- The reputation of the scrap metal industry should be upheld as it is beginning to deteriorate following the increased number of metal thefts in the EU
- The prevailing opinions were against the cashless system which was considered inefficient and ineffective
- All good legislative/legal practices should be incorporated into the EU Good Practice Guide, which was discussed in Workshop 1

Action:

- Continue to monitor legislation amendments in partner countries and identify good practice
- Raise awareness of good legislative practice amongst EU Member States and with the European commission

Workshop 6 - Reducing the ease of selling stolen metal and gaining rewards from metal theft

Chaired by Bill Hotchkiss, SYP.

The workshop identified good practice in the represented countries which are designed to reduce the ease of selling stolen metal.

Good practice identified in Bulgaria:

- New legislation framework has been introduced as part of the Waste Management Act
- Restricted selling of metal if not involved in that trade
- 24 hour CCTV recording and storing for twelve months
- Householders completing documents which identifies the metal is their property before disposing of it (householder carriage certificates)
- Police officers are receiving specific metal theft training to improve the enforcement process
- Bulgaria has effective border controls at ports and on road networks, making export difficult
- Proposal to relocate SMDs outside city limits reducing traffic and petty crime within the city

Common frustrations are:

- Identifying stolen metal, before case can be taken to court
- Networks are owned by multiple companies therefore finding a complainant can be very difficult

Good practice identified in UK:

- Force Intelligence Unit (FIU), coordinated by BTP, enables police, telecommunications and rail
 organisations to develop a more comprehensive picture of UK metal theft and encourages a more
 proactive use of resource to tackle metal theft
- Business Collaboration Networks for example: Churchwatch a national initiative which provides free and impartial crime reduction advice to churches
- Metal Theft Taskforce the UK Chief Finance Officer for the Treasury announced that £5 million has been allocated to develop a National Metal Theft Taskforce which will include representatives from the police, Environment Agency and HMRC

Actions:

- Further information to be provided regarding the householder carriage certificates, could this principal be applied in other EU countries?
- Further research into how Bulgarian Authorities are able to effectively control borders and ports, which
 may be shared as good practice in other EU countries

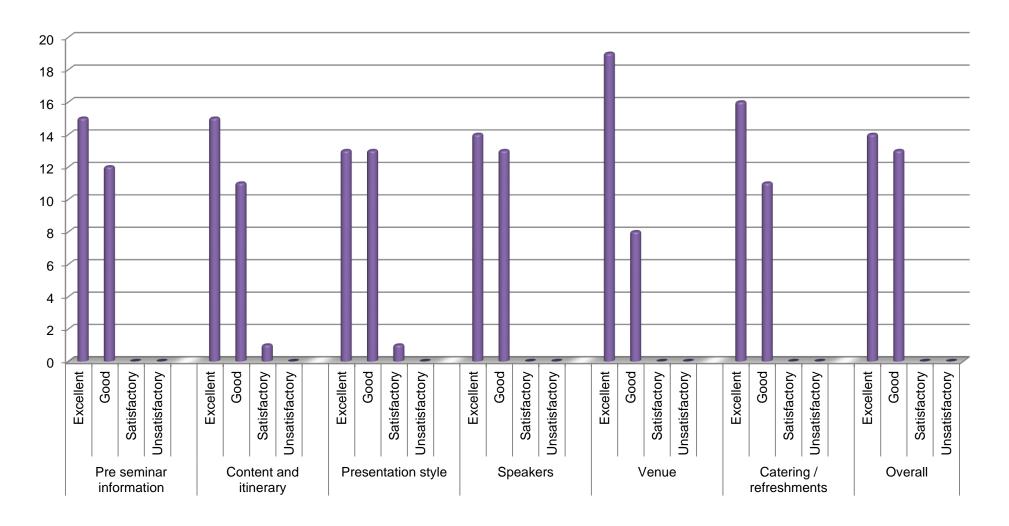
Evaluation

The information below is based on the feedback received from delegates based on their views and experiences of the EUG4 meeting. The evaluation form is provided in Appendix 2.

Summary of findings

- There were 75 attendees at the EUG meeting and 27 evaluation forms completed. This is a 36% response
 rate. The low response rate could be due to many delegates not having a good standard of English. Future
 events could have an evaluation form in the host country's language
- The overall responses for the meetings ranged from 'excellent' to 'satisfactory' with the average response being 'excellent'
- The most favourable responses were for venue which received 19 excellent responses
- The second highest response was for catering / refreshments which received 16 excellent responses
- The response for the meetings overall were 14 'excellent' and 13 'good'
- The most improved areas from the previous EUG meeting were the venue (28%) and catering / refreshments (20%). Additionally pre-seminar information improved by 11%
- Seven out of the 11 comments were positive mainly focusing on the ability to share information transnationally
- The only negative comments focused on some PowerPoint presentations not being in English
- · Recommendations for future topics and activities were:
 - Presenting case studies / good practice
 - Offender profiling and sentencing around metal theft
 - Crime prevention techniques
 - Communication strategies
 - Improved collaboration between public and private sectors
 - Legislation in other countries
 - Lobbying government

The figure below summarised the responses received:



There were 75 attendees at the events and 27 responses

Summary information

4= Excellent, 3= Good, 2= Satisfactory, 1= Unsatisfactory

	Median response	Range	Mean
Pre-meeting information	Excellent	Excellent to good	3.6
Content and itinerary	Excellent	Excellent to satisfactory	3.5
Presentation style	Good	Excellent to satisfactory	3.4
Speakers	Excellent	Excellent to good	3.5
Venue	Excellent	Excellent to good	3.7
Catering / refreshments	Excellent	Excellent to good	3.6
Overall	Excellent	Excellent to good	3.5

For the pre meeting information, speakers, venue and catering / refreshments the responses varied from 'excellent' to 'good', with most respondents rating 'excellent'. The content and itinerary and presentation style varied from 'excellent' to 'satisfactory', with the average response being 'excellent' and 'good' respectively.

Based on the mean score people were most positive on the venue (3.7 = 'excellent'), and least favourable on the presentation style which received a score of 3.4 = 'good'.

Overall the event was rated as 'excellent', with responses ranging from 'excellent' to 'good'. The overall mean was 3.5'.

Comments:

- "Very useful to get more information on the international impact of metal theft"
- "I support the idea of this project very good!"
- "Presentation slides should be in English otherwise it is difficult to follow"
- "The work on legislative comparisons sounds very interesting"
- "Very interesting and valuable event in terms of what is happening across the EU"
- "Presentations should be made in English"
- "The theft of metal is a social problem not an economic one"
- "Extremely helpful, provides comfort that we are not alone in the fight against metal theft and the regulation of the scrap metal trade"
- "I appreciate the examples from different EU countries in the field of legislation and good practice"

- "Very good"
- "Maybe six workshops were too many for a single days meeting"

What topics would you like to see covered at future Pol-PRIMETT EUG meetings / events?

- "It would be interesting to hear more from a crime prevention and communication perspective maybe also some input from a criminologist as I believe we haven't done enough to into the mind-set of the criminals to understand why they steal metal"
- "Improving communication and cooperation between trade companies, Ministry of Interior and other public organisations"
- "Recommendations and guidelines for the implementation of detected and proposed good practices"
- "Successful practices in tackling metal theft"
- "Sentencing of criminals with members of the justice departments attending"
- "De-regulating the metal trade or downgrading government control which is currently happening in Bulgaria"
- "Involvement of the public in influencing policies and in the prevention of metal theft"
- "Other solutions and proposed best practice like 'SmartWater' which are useful for tackling metal theft"

Appendices

Appendix 1 – Pol-PRIMETT EUG meeting presentations

Appendix 2 – Pol-PRIMETT EUG evaluation form





www.people-united.org



www.agenfor.it



www.btp.police.uk



www.uegva.info



www.policialocalvalencia.es



www.europeaninstitute.bg



www.erfc.gr



www.policingyorkshireandthehumber.co.uk

