



**SiKo Ruhr**  
Sicherheitskooperation Ruhr  
Clankriminalität



# ANNUAL REPORT

## Sicherheitskooperation Ruhr

**2020/2021**



Ein Projekt der  
Ruhr-Konferenz



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# 1 Preface

» On 22 June 2020, the Ministry of the Interior of the State of North Rhine-Westphalia, the Federal Police, the Directorate General of Customs and the cities of Dortmund, Duisburg and Essen founded the Sicherheitskooperation Ruhr (Ruhr Security Cooperation) to intensify the cross-district and cross-agency fight against clan crime in the Ruhr metropolitan region.

»Closing the ranks«, so to speak, the cooperation partners set up a collaborative structure consisting of the management of the Security Cooperation, a branch office and a steering committee. It performs no operational tasks of its own. The responsibilities of the cooperation partners and other authorities remain unaffected.

The Sicherheitskooperation Ruhr is a project of the Ministry of the Interior of the State of North Rhine-Westphalia within the framework of the Ruhr Conference. This status report provides an overview of the organisation as well as its project-oriented structure and presents results from the work packages/sub-projects and implemented measures.





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Ministerium des Innern  
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## 2 Organisation

### 2.1 Cooperation partners

Since its foundation, the cities of Bochum, Dorsten, Gelsenkirchen, Gladbeck, Hagen, Hamm, Herne, Marl, Mülheim an der Ruhr, Oberhausen and Oer-Erkenschwick, the Ennepe-Ruhr district, the districts of Recklinghausen, Unna and Wesel as well as the North Rhine-Westphalia University of Applied Sciences for Police and Public Administration have joined the Sicherheitskooperation Ruhr. An overview of all 22 cooperation partners can be found in the chart above.

### 2.2 Steering committee

The steering committee established for strategic decisions on key areas of work as well as on the organisation and use of resources includes one representative from each of the founding partners, the Ministry of Finance of the State of North Rhine-Westphalia (in an advisory capacity) and the head of the Sicherheitskooperation Ruhr. It generally convenes twice a year.

### 2.3 Branch office

The branch office based in Essen is the central working unit of the Sicherheitskooperation Ruhr. The staff is currently provided by the police of North Rhine-Westphalia, the federal police and the municipalities of Dortmund, Duisburg and Essen. Tasks are carried out in close cooperation with the tax administration, the judiciary, the police authorities and the district governments of North Rhine-Westphalia as well as other national (e.g. DFK<sup>1</sup>) and international (e.g. EURIEC<sup>2</sup>) partners. In addition, there are working contacts with police and local authorities of other states and countries, the Federal Criminal Police Office and the North Rhine-Westphalia State Office for Nature, Environment and Consumer Protection.

<sup>1</sup> German Forum for Crime Prevention Foundation

<sup>2</sup> Euro-regional Information and Expertise Centre to offer support for the administrative fight against cross-border organised crime

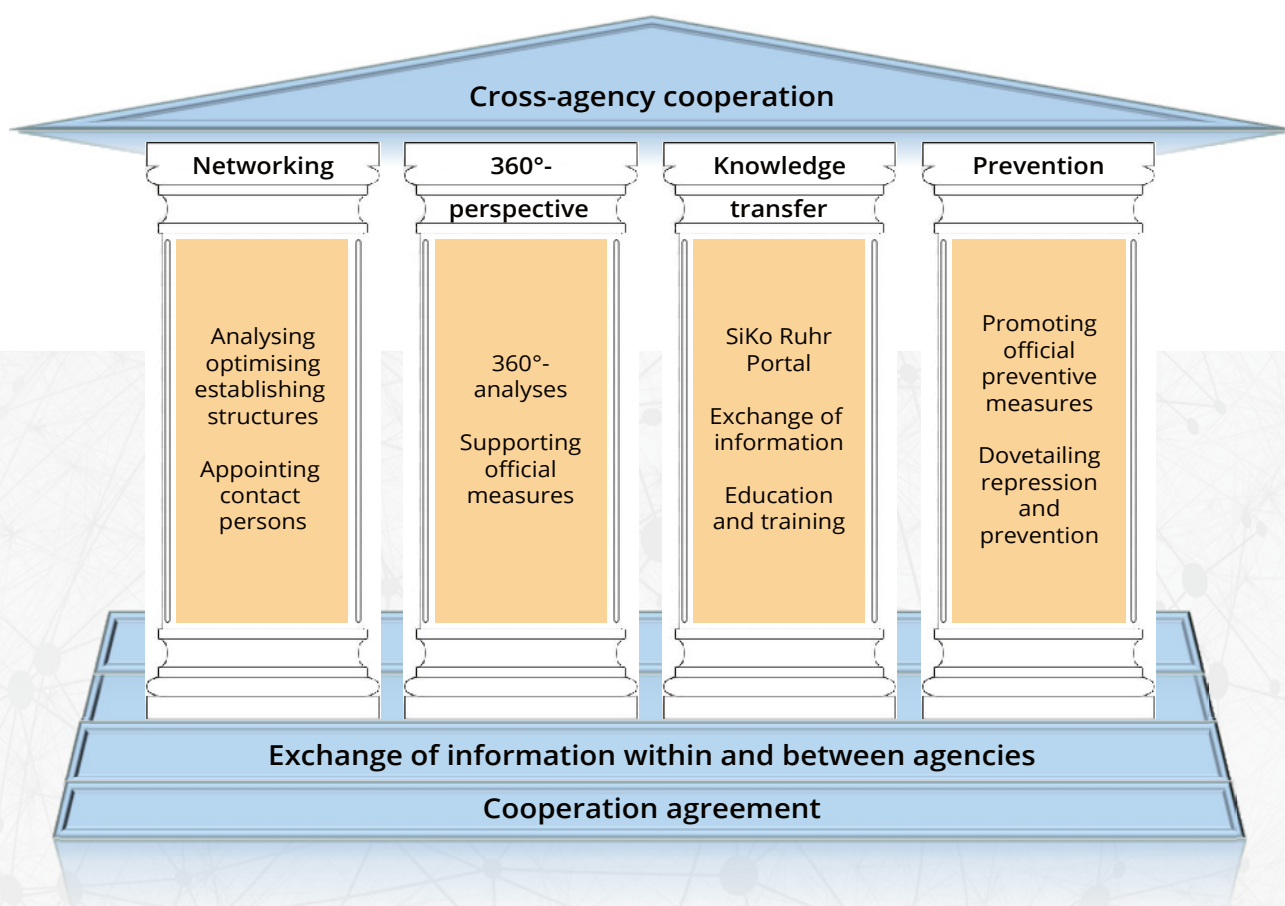
### 3 Performance of tasks



In view of the concrete problems in the individual municipalities, the Sicherheitskooperation Ruhr does not only deal with large families of Turkish-Arab origin, but also, for example, with comparable structures from Southeastern Europe and Syria. The aim is to support the appropriate authorities in the performance of their tasks. The focus is on combating criminal as well as administrative offences.

#### 3.1 Basic structure

The following four-pillar model was developed to summarise the basic principles and thematic fields of the Sicherheitskooperation Ruhr. At the same time, it serves as a basis for structuring the concrete projects and tasks.



## 3.2 Networking

The aim is to institutionalise a cross-agency and cross-district exchange as a supplement to existing local and supra-regional instruments and to avoid duplicate structures in the process.

To this end, ancillary formats to promote networking were developed, such as expert working groups (3.2.1), a management network (3.2.2), an arrangement of the »SiKo Ruhr Portal« that promotes networking (3.4.1) as well as expert conferences (3.4.2).

### 3.2.1 Expert working groups

Seven expert working groups (red light, hookah, gambling, security industry, asset seizure by municipalities, prevention and residence law) were set up to deal with concrete issues in connection with the fight against clan crime.

The expert working groups on the security industry, gambling, red light, hookah and asset seizure have held two meetings so far (April/May and August/September 2021); the inaugural event of the expert working group on prevention took place in September 2021.

Due to the COVID-19 pandemic, the inaugural meeting of the expert working group on residence law scheduled for November 2021 as well as all follow-up events of the other working groups scheduled for December 2021 were cancelled. After the previous meetings focused on the basic exchange of experience on the

main areas of work and problems of the authorities and the expert working group on gambling focused on the provision of information by experts from the NRW State Criminal Police Office and the Cologne Police Headquarters, concrete work packages are to be defined and worked through in a coordinated manner in the course of future events. The results will be made available to all cooperation partners via the »SiKo Ruhr Portal«.

### 3.2.2 Management network

The annual meeting of the Sicherheitskooperation Ruhr scheduled for 13/14 December 2021 had to be cancelled due to the COVID-19 pandemic. The new date for the event is 19/20 April 2022 at the location of the NRW State Office for Police Education, Training and Personnel Matters in Selm.

The event is aimed at top executives of the cooperation partners, the fiscal authorities, the district police authorities of the Ruhr area and the higher state authorities of the NRW police. In addition to the provision of information and professional exchange, the event is also intended to promote cross-agency and cross-district networking at management level.



### 3.3 360°-perspective

The aim is to support the appropriate authorities by bringing together information, identifying overlaps between the agencies involved (municipalities, customs, police, fiscal authorities) and providing network analyses (360°-analyses).

#### 3.3.1 360°-analyses

The term 360°-analyses represents a cross-agency view of concrete problems and issues within the framework of specific individual projects.

The cooperation partners compile the information available to them from public and municipal sources as well as by security authorities within the framework of the legal possibilities to form a holistic view. The results of the analysis are then made available to the relevant authorities. If necessary, the office of the Sicherheitskooperation Ruhr conducts case conferences and supports the investigating authorities.

To this day, 18 analyses have been completed, mainly on tax offences, drug-related crime, illegal gambling, and real-estate purchases by clan members. Most of the analyses led to the initiation of criminal investigations by police or fiscal authorities or supported already ongoing investigations, sometimes even resulting in the establishment of local cross-agency cooperation structures.

As of 31 December 2021, nine 360°-analyses were being processed, concerning the following topics:

- ▶ Growing structures of Syrian clans
- ▶ Connections between clan structures based in the Ruhr area and in Sweden
- ▶ Barbershops
- ▶ Hiring of vehicles for the commission of offences on an international scale
- ▶ Connections between employment agencies and clan structures
- ▶ Improper acknowledgements of paternity for the purpose of obtaining a right of residence
- ▶ Analysis of a long-term criminal career of a clan member with regard to whether and, if so, at what point measures could have been taken to positively influence the personal development. The aim is to develop approaches for future intervention and prevention measures to prevent criminal careers.
- ▶ The question of whether and to what extent criminal clan structures benefit from pandemic-related insolvencies by investing illegally acquired funds in real estate and business takeovers

In addition, in 2021 the office processed a total of 163 enquiries (2020: 30) from authorities on specific cases or persons. Overall, there has been a steady increase in such inquiries, some of which are made by other federal states or countries. In most cases, they can be answered immediately or referred to an appropriate authority.





### 3.3.2 Support of administrative measures

#### 3.3.2.1 Residence law

In the interest of an effective application of residence law in the fight against clan crime, an exchange with the Ministry for Children, Family, Refugees and Integration of the State of North Rhine-Westphalia (MKFFI NRW) was initiated. Since 2018, the MKFFI NRW has established the NRW Case Management to accompany residence proceedings and residence-terminating measures of foreign persons with criminal records or significantly negative social behaviour. As part of an extended security cooperation with the Ministry of the Interior of the State of North Rhine-Westphalia and the State Criminal Police Office of North Rhine-Westphalia, the NRW Case Management is currently being further developed and expanded with a special focus on foreign repeat and intensive offenders and clan criminals. The Sicherheitskooperation Ruhr is actively involved in this process. Additional cooperative measures in this field are currently being examined.



#### 3.3.2.2 Prevention of money laundering

The prevention of money laundering plays an important role in the fight against clan crime. In North Rhine-Westphalia, the responsibility for the supervision of the non-financial sector lies with the district governments. In order to support their activities and to ensure that traders are informed as broadly and as early as possible about their obligations in the context of the prevention of money laundering, all municipalities in the administrative districts of Arnsberg, Düsseldorf and Münster were asked in July/August 2021 to check whether appropriate information material can be provided when registering a business. So far, 60 municipalities have agreed to cooperate and have requested information material.

In discussions with the Financial Intelligence Unit (FIU) of Customs, initial approaches for mutual support in the operational and strategic evaluation of money-laundering cases were identified.





### 3.3.2.3 Situational and operational intelligence

The aim of the field of situational and operational intelligence is to supplement the overview the police have with municipal intelligence with regard to clan activities and to make pertinent and target-group-specific information available to the cooperation partners.

To this end, the daily overview of the NRW State Criminal Police Office is analysed and, if necessary, individual contents are passed on to the cooperation partners in coordination with the NRW State Criminal Police Office. This is accompanied by a topic-specific press evaluation and the participant observation in operational measures. A survey grid and a suitable survey instrument are currently being developed – a necessary step for the organised inclusion of municipal intelligence in a comprehensive overview.

### 3.3.2.4 Framework for cross-agency operations

In coordination with the Ministry of the Interior of the State of North Rhine-Westphalia, the office of the Sicherheitskooperation Ruhr has assumed control of developing an operational framework to plan, prepare and implement cross-agency measures to combat clan crime. This framework is aimed at a holistic, interdisciplinary and interdepartmental fight against clan crime. It does not contain any obligations to act but is intended as a supplement to the measures already taken by individual authorities and aims to provide orientation for all authorities entrusted with combating clan crime in the preparation and coordination of joint operations.

### 3.3.2.5 Project »Public servants with links to clan structures or extremist objectives«

Against the background of media reports about a possible »infiltration of authorities by clans«, the Sicherheitskooperation Ruhr addressed the issue of »public servants with links to clan structures or extremist objectives«. Based on a qualitative analysis in the form of expert interviews to objectivise the problem situation, specific recommendations for action were developed and made available to the cooperation partners in July 2021 and published via the »SiKo Ruhr Portal«.

## 3.4 Knowledge transfer

### 3.4.1 Information platform »SiKo Ruhr Portal«

In order to promote the exchange of good practice and the transfer of knowledge, and as an instrument to support the networking of authorities, the Sicherheitskooperation Ruhr has developed the cross-district and cross-authority IT platform »SiKo Ruhr Portal«, which was launched on 19 February 2021 and made available also to authorities and municipalities outside of the Ruhr area that are particularly involved with the topic of »clan crime«.

The »SiKo Ruhr Portal« is hosted on the IT platform »NRW connect EXTERN« provided by the State Office IT.NRW for the cooperation of state authorities and external parties (e.g. municipalities, service providers,



science) and is administered as a closed-user group by the office of the Sicherheitskooperation Ruhr.

The portal is divided into several sections. Agency-specific areas of responsibility (currently red light, hookah, traffic, gambling, asset seizure by municipalities, security industry, threat management, residence law, and prevention of money laundering) constitute a large share. Process flows, good-practice models, sample collections, legal facts, etc. are provided. In addition, topic-specific information is offered, for example on in-house and externally initiated projects, situation reports and the exchange of information. Moreover, normally inaccessible areas are opened to the expert working groups and cross-agency projects.

As of 31 December 2021, 679 users were registered for the portal.

### 3.4.2 Expert conferences of the Sicherheitskooperation Ruhr

Conferences are an important instrument for promoting knowledge transfer and strengthening administrative networking. The following events have been held so far:

- ▶ **12 August 2020**  
Information event for the district police authorities of the Ruhr area as well as the federal police, customs and tax investigators on the ZIVED (Central Information Transfer of External Databases) research centre of the NRW State Criminal Police Office
- ▶ **6 Oktober 2020**  
Information event with workshops for staff of the Sankt Augustin Federal Police Headquarters as well as the Federal Police Stations Dortmund, Düsseldorf, Düsseldorf Airport, Kleve, and Crime Fighting on the topic of »Connecting the Federal Police with the Sicherheitskooperation Ruhr«

Due to the COVID-19 pandemic situation, no further public events have been held since November 2020.

## 3.5 Prevention

In addition to specific crime-prevention programmes, which are often developed and implemented with the collaboration of the police, the municipalities carry out a large number of non-specific prevention measures with a focus on »early child education and development«.

With the project developed by the Ministry of the Interior of the State of North Rhine-Westphalia, the »360° - Integration, Orientation, Perspectives« for the prevention of clan crime, specific crime-prevention programmes are promoted. The coordinator of the project works from the offices of the Sicherheitskooperation Ruhr. The latter supports the project with personnel and complements it in close coordination with measures to support the municipalities in the structured planning, implementation and evaluation of the success of their non-specific prevention measures on the basis of the »Communities That Care« (CTC) programme.



### 3.5.1 Staff qualification

The Beccaria qualification programme of the Lower Saxony State Prevention Council, which was initially scheduled for February 2021 and in which two employees of the office are participating, began in May 2021. The training enables participants to implement crime prevention in an interdisciplinary, networked manner across institutions and departments. Four modules impart applied knowledge in the fields of criminology, crime prevention, project management and project support. The programme is expected to conclude in April 2022 with the certification »Beccaria Specialist in Crime Prevention«.



### 3.5.2 Communities That Care (CTC)

CTC is a fully developed framework strategy to effect prevention of delinquency, violence, addiction, school failure and other behavioural problems among children and young people at the municipal level following the developmental prevention approach. It is a long-term preventive strategy aimed at improving cooperation between authorities, organisations and residents of a neighbourhood or municipality in order to promote the healthy personal and social development of children and young people. The CTC method is designed to help municipalities meet the challenges of successful prevention work and to aim their preventive measures more precisely and in line with the evidence of proven approaches. Each site that applies the CTC method is enabled to adapt existing prevention programmes and activities to the regional risk factors identified in advance or to identify suitable programmes for implementation. CTC locations are supported in the introduction by certified trainers who conduct further education and training on working with CTC and provided with work material and manuals for the individual steps.

Since September 2021, two employees of the office of the Sicherheitskooperation Ruhr have been undergoing training as disseminators by the CTC Transfer Office of the German Prevention Association (Deutscher Präventionstag gGmbH) in order to enable municipalities to implement CTC and to provide continuous support. The training is expected to be completed in March 2022. The office of the Sicherheitskooperation

Ruhr will act as a coordinating body to support municipalities in the introduction of CTC and as a link between municipalities, the German Forum for Crime Prevention Foundation, and the CTC transfer office.

The introduction of CTC will initially be offered to the cities of Dortmund, Duisburg and Essen as a pilot project. To this end, information events were held in Duisburg and Essen in March 2021. The event for Dortmund is to be held as soon as the COVID-19 pandemic situation allows an in-person event. In addition, a practical exchange with a representative of the city of Augsburg, where CTC is already being implemented successfully, took place on 14 July 2021 in the form of a video conference.

### 3.5.3 Threat management

The Ministry of the Interior of North Rhine-Westphalia has developed a two-day pilot training on the topic of »Professional handling of conflicts and infringements from the clan milieu« as part of the project »360° - Integration, Orientation, Perspectives«. The training covers the transfer of clan-related knowledge, interculturality, aggression and violence, communication, and interaction.

The aim of the training – which is carried out by a team of psychologists – is the reduction of stress on the individual as a necessary prerequisite for the performance of their duties. In particular, the professional handling of subtle and concrete threats, insults and the violation

of personal space is to be tested and trained. This includes, in particular, events without criminal relevance, which can nevertheless have a major impact on the private lives of those affected.

The project was launched in mid-2021 with eight pilot events attended by more than 80 employees of the police, the municipal law-enforcement services of the cities of Essen and Mülheim an der Ruhr, as well as employees of the youth welfare offices in Dortmund and Duisburg. 13 additional events are planned for 2022, including participants from the Federal Police.

### 3.6 Exchange of information within and between agencies

With a population of approx. 5.1 million, the Ruhr metropolitan region is one of the five largest in the European Union. It is characterised, among other things, by merging urban structures and by a particularly differentiated administrative structure. Thus, not least in view of a modern networked society, the exchange of information within and between authorities is of great and growing importance for the successful performance of tasks – in this case the fight against clan crime.

In this respect, it is important to avail oneself of the legal possibilities of the exchange of information between authorities. In practice, however, this is often not done comprehensively, for example due to uncertainty about data protection regulations or ignorance of which authorities or services may benefit from certain information. This is seen by the cooperation partners as a major obstacle to effective performance of tasks.

Within the framework of the project »Exchange of information within and between agencies«, a comprehensive handbook on welfare fraud was compiled. It contains all legal provisions for the state police, federal police, customs, tax authority, job centre/employment agency, youth welfare office, education authority, foreigners' office, trade office, financial accounting of the cities/municipalities, traffic office, regulatory agency, and registration office and is intended for the proactive exchange of information. The handbook was made available to the cooperation partners in December 2021 and published via the »SiKo Ruhr Portal«.

Any additional specific legal provisions for the proactive exchange of information in other fields of activity will be successively processed and edited in the same way.

### 3.7 Pre-study »Life of Crime«

The preliminary study focuses on the comparison of the criminal career of clan members and suspected repeat offenders with that of other suspected recidivists. To this end, the Duisburg Police Headquarters provided 15 criminal careers of suspected repeat offenders each within and outside of clan structures. Depending on the results of the preliminary study, the findings could form the basis for a broader research project, which could also include economic and social aspects, for example.



### 3.8 Public relations

To keep the cooperation partners regularly informed about current topics, the office of the Sicherheitskooperation Ruhr has been publishing a newsletter since August 2020, initially on a quarterly basis. As of 31 December 2021, this newsletter had 283 recipients.

The North Rhine-Westphalia police is also informed via a specific portal on Intrapol NRW. A corresponding information portal is available on the intranet of the Federal Police. In addition, the presentation of the Sicherheitskooperation Ruhr is a regular part of the Federal Police's »Refresher Training on Crime Fighting« of the Sankt Augustin Federal Police Headquarters as well as of training events on the topics of

juvenile delinquency and prevention organised by the State Office for Police Education, Training and Personnel Matters of the NRW Police.

On 10 and 11 May 2021, the Sicherheitskooperation Ruhr participated in the 26th German Prevention Day as a partner at the digital information booth of the Ministry of the Interior of the State of North Rhine-Westphalia. Through a digital exhibition and a virtual discussion room, interested parties were able to inform themselves about the Sicherheitskooperation Ruhr and its tasks.

## 4 Summary and outlook



*The Sicherheitskooperation Ruhr has met with a positive response from the municipalities and authorities in the Ruhr region and beyond. This is evidenced by the growing number of cooperation partners and of individual enquiries from authorities.*

*With the expert working groups and 360°-analyses, working models have been created that specifically support the practical work of the authorities on site. And with the »SiKo Ruhr Portal«, for the first time, a cross-authority and cross-district IT platform is available for the transfer of knowledge and the exchange of good practice.*

*The joint handling of topics of overarching importance, such as the exchange of information within and between agencies, results in synergy effects and promotes coordinated action across authority and district boundaries. The specific topics are geared to the needs of the cooperation partners.*

*The dovetailing of specific and non-specific prevention approaches as well as of prevention and repression in general takes into account the need for a holistic and society-wide approach to fighting crime in general and clan crime in particular.*

*All in all, an important basis and new tools of cooperation have been created since the founding of the Sicherheitskooperation Ruhr, which need to be expanded further. After the end of the COVID-19 pandemic situation, in-person events in particular will be added as another important element of cooperation, networking and knowledge transfer.*



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