

27 **Keywords:** continuous interventions; countermeasures; fraud; vulnerability

28

29

Introduction

30 Whilst the topic of this paper is not generally the subject of criminological
31 discourse it is nevertheless a contemporary and patently problematic
32 criminological issue which is currently manifesting at a practical level. It is thus
33 important, from a crime prevention and reduction perspective to examine at this
34 practical, operational level. Consequentially, this paper aims to contextualise
35 and synthesise the specialist knowledge implicit within the literature of food
36 crime with that of crime prevention and reduction and thus as a result broaden
37 the focus of both literatures. Whilst this study implicitly refers to the United
38 Kingdom (UK) it is a worldwide and a cross-national crime problem and the
39 framework presented herein has utility too at a global level.

40 The overarching topic of this conceptual paper is that of 'pinch-points'
41 because it is within context that food crime is operationalised. The term "pinch-
42 point" has been used to variously across the supply chain, safe practice and
43 policing literature to describe 1) physical points or locations (Makwasha and
44 Turner, 2013); 2) the weakest necessary conditions for the problems to persist
45 when considering problem orientated policing (Read and Tilley, 2000); 3)
46 strategic points in the supply chain such as bottlenecks where there is
47 sensitivity to disruption and/or limited capacity (Christopher and Peck, 2004);
48 and 4) points of intervention (Weisel, 2003) such as where external pressure
49 can be applied e.g. regulatory pressure or stimulus (Yakovleva and Flynn,
50 2004); or where pressure can be applied to disrupt criminal activity (Chon,
51 2016). Pinch points can also occur as a result of supply chain pressure

52 (Manning *et al*, 2017). Wolf and Hermanson (2004) argue that pressure is one
53 element of the “fraud diamond” model, the other three elements being
54 capability, opportunity and motivation. Indeed, trading in an environment where
55 there are differentiated global standards for animal welfare, environmental
56 protection and worker welfare standards can lead to pinch points. Manning *et*
57 *al*, (2017) argue that the existing model of the two-dimensional fraud diamond
58 is actually three dimensional and multifaceted when the socio-economic
59 dynamics of supply chain pressure should also be considered.

60 In summary, a pinch-point is the location at which intervention might be
61 expected to have the longest term of action and the widest impact (Read and
62 Tilley, 2000) and in the context of food crime the point where interventions take
63 place that will have the longest and widest impact on mitigating illicit behaviour.
64 In terms of types of crime associated with the food chain this paper is
65 considering **inter-food supply chain crime** i.e. criminal activity that occurs
66 between one discrete food supply chain and another, the legal and the illicit.
67 Conversely, **intra food supply chain criminal activity** is the criminal activity
68 that occurs between actors within an otherwise seemingly legitimate food
69 supply chain. To provide clarity the following definitions from Closs and
70 McGarrell (2004, p. 8) are used:-

- 71 • A *supply chain* is the combination of organisations and service providers
72 that manage the raw material sourcing, manufacturing, and delivery of
73 goods from the source of the commodities to the ultimate users.
- 74 • *Supply chain management* is the inter- and intra- organisational
75 coordination of the sourcing, production, inventory management,

76 transportation, and storage functions with the objective of meeting the
77 service requirements of consumers or users at the minimum cost.

78 Farms are just one element of the supply chain that encompasses multiple
79 actors and stakeholders. Indeed, farm crime can be considered in terms of
80 criminal typology such as the urban marauder (Smith, 2010) exploiting often
81 weak levels of security and police activity in rural areas, organised criminal
82 gangs (OCGs) that may involve a network of insider groups (such as farmers)
83 as well as external actors who can pass on the illicit goods into wider markets
84 and destinations (McElwee *et al*, 2017). Also of interest here is the farm as a
85 defensible and thus safe space (Newman, 1972; Mawby, 2017). Traditionally,
86 in the UK, farmers have been lax in engaging in crime prevention and crime
87 reduction initiatives, albeit this is changing with the advent of the 'Fortress Farm'
88 Concept' (NFU Mutual, 2017). The fortress farm concept suggests that as
89 countryside criminals increase their activity on farms the farmers as a result feel
90 under siege and are turning their existing farmyards into protected fortresses in
91 an effort to safeguard their property. Thus, the context in which farm, and wider
92 food supply chain, crime is operationalised has an impact on the 'pinch-points'
93 discussed herein.

94 This paper comprises of the following sections. In the first section we
95 examine supply chain issues, including the importance of making trade-offs.
96 Thereafter, we investigate the concept of 'pinch-points' before situating the
97 concept within the food crime prevention literature. We then consider the issue
98 of crime vulnerability and crime prevention weakspots. This leads us to
99 consider how to design appropriate crime prevention strategies. The paper
100 concludes with some relevant observations.

101

Appreciating the importance of supply chain issues

102 Prior to discussing the concept of 'pinch-points' it is necessary to begin by
103 outlining the importance of developing an understanding of the supply chain
104 perspective because it is within this context that food crime is operationalised.
105 Illicit behaviour is a contemporary (but ancient) theme in food supply chains in
106 terms of academic research, industry awareness, and in emergent food related
107 organisational and supply chain literature. Illegal activity in food supply chains
108 is not only a discrete process operating in parallel to legal activities and supply
109 chains, but is also embedded within authorised, licensed and permitted
110 processes that have particular elements of opacity (see Gregson and Crang,
111 2017; Manning *et al*, 2017). Since the global financial recession of 2007-08,
112 McElwee *et al*, (2017) suggest that contemporary evidence from official reports
113 and the media shows an increase in food related criminal activity including food
114 adulteration, mislabelling of food, sheep theft, and trading in illegal halal meat.
115 However, the strategic decision by individuals or groups to engage in informal,
116 and criminal acts for financial gain is complex. It may be motivated by socio-
117 political factors, such as the UK Government's austerity programme where the
118 first fiscal and social measures were introduced in 2008. The impact of the
119 austerity programme on the food supply chain, drove for some organisations
120 the need to firstly be resilient, or in some cases to simply survive, and in some
121 instances individuals and organisations focused on motives of profit
122 maximisation and greed (Smith *et al*, 2017a).

123 The food supply chain is complex and involves both the farming sector
124 and food industries, therefore adopting a holistic approach is essential to

125 combatting food supply chain crime. This paper makes a start by considering
126 the issue of 'pinch-points' that has been previously somewhat neglected by
127 criminologists in this context. Organisations within the chain do not sit in
128 isolation; they interact with external influences in their wider environment
129 (Winter *et al*, 2014). Supply chains are socio-economic networks with inter-
130 related strategies, activities, dynamic components (the products, processes
131 and technical knowledge employed) and structural elements such the key
132 actors involved including the retailer, farmer, manufacturers processor,
133 distributors and food service. Primary producers are the actors that provide raw
134 material, such as farms and aquaculture secondary producers (manufacturers
135 that enhance the value of raw materials, wholesalers, distributors) and tertiary
136 producers, retailers and food services (see Closs and McGarrell 2004; Borghesi
137 and Gaudenzi, 2013). Other factors include firstly the role and influence of
138 stakeholders such as investors, shareholders, insurers, certification bodies,
139 governments, policy makers and regulators, civil society, amongst others;
140 secondly the complexity of the relationships formed between stakeholders,
141 thirdly the climate of the relationships in terms of collaborative or conflicting
142 characteristics of association, and lastly the type of goals each actor develops
143 (Closs and McGarrell, 2004; Borghesi and Gaudenzi, 2013). This begs the
144 question as to the factors that have led to this reported rise in food related
145 criminal activity both at farm level, and across the wider supply chain and how
146 in some circumstances illicit behaviour is rationalised by perpetrators from
147 being the exception to becoming the norm. We investigate these factors which
148 are arguably influenced by multiple trade-offs within the food supply chain.

149 Trade-offs occur because in a given situation neither the decision-

150 maker, nor wider society can have everything they want so as a result they
151 have to compromise in some way (Campbell and Kelly, 1994). A trade-off is a
152 mediated form of decision-making or compromise, and this type of decision-
153 making is ubiquitous at farm level when land is managed with multiple strategic
154 and operational objectives (Klapwijk *et al*, 2014). Consumer trade-offs occur
155 when they are willing to trade one attribute for another e.g. quality for price
156 (Luce *et al*, 1999). Trade-offs occur at multiple levels including field, enterprise,
157 farm, landscape or supply chain (Table 1).

158 **Take in Table 1**

159 Research on trade-offs especially with multiple attributes and/or
160 collective decision-making has considered the trade-off between time and cost
161 (Feng *et al*, 1997); time, cost and quality (Monghasemi *et al*, 2015); speed and
162 accuracy (Häubl and Trifts 2000; Franks *et al*. 2003; Dane and Pratt, 2007);
163 accuracy and effort (Johnson and Payne, 1985; Bettman *et al*, 1990; Häubl
164 and Trifts, 2000; Boulis *et al*. 2003; Gigerenzer and Gaissnaier, 2011);
165 accuracy and informativeness i.e. accepting errors in return for securing more
166 informative judgments (Yaniv and Foster, 1995); cost and risk (Kerstholt, 1994);
167 and finally benefit and harm (O'Connor *et al*, 2003).

168 In addition, time pressure is a frequent element of trade-offs. Time
169 pressure is driven by deadlines when the time available may be perceived as
170 too short to make a decision. Multiple studies have investigated this
171 phenomenon (Huber and Kunz, 2007). Time pressure, may also lead to a
172 negative emotional response (Maule *et al*, 2000) which then affects decision-
173 making. Luce *et al*, (1999, p. 144) define emotional trade-off difficulty as “*the*

174 *level of subjective threat a decision-maker associates with an explicit trade-off*
175 *between two attributes*". Thus positive (benefit) and negative emotion (fear,
176 harm, anxiety, threat, challenge, concern, uncertainty) and specific emotional
177 goals (such as protecting self-esteem, maintaining a moral value or ideal) have
178 an impact on both cognitive appraisal and decision-making. Therefore, trade-
179 offs occur at occur multiple, complex and interwoven levels and the trade-off
180 between legality and illegality is only one of a number of decisions that supply
181 chain actors have to take.

182 Humans adapt their decision-making behaviour to a given situation, or
183 environment, often seeking to reduce the amount of associated cognitive effort
184 required to reach the decision (Shugan, 1980; Häubl and Trifts 2000). This can
185 occur as a conscious response or as an unconscious cognitive strategy. Thus
186 arguably decision-making is a situated event influenced by a number of factors.
187 Prendergast (2002) suggests that the trade-off of risk versus incentive is
188 influenced by how risk is determined e.g. risk as measured by volatility or
189 variance of returns by the executive, whereas for farmers it is the variance of
190 profits or variance of yield in a given crop cycle.

191 In this context a *food crime* threat can be considered to be an agent that
192 arises from fraud, or perpetrators taking advantage of the market opportunities
193 to substitute, or deceive, as a result of weather events, harvest failure etc. that
194 can cause loss or harm to individuals and/or organisations. Profit maximisation
195 in the agricultural sector is contextualised by characteristics of constant
196 uncertainty and risk of failure due to weather, animal disease etc. and many
197 farming organisations have limited opportunities in terms of growth orientation

198 and business expansion (Smith *et al*, 2017b). We now turn to examine these
199 pinch-points in the supply chain that give rise to the environment where crime
200 could occur.

201 **Appreciating the importance of pinch-points in the supply chain.**

202 To achieve a greater understanding of the topic it is helpful to map these
203 pinch-points. As a process, pinch-point mapping involves identifying potential
204 bottlenecks and threats and manipulating and managing those points to ensure
205 effective control of resources in order to meet demand (Pil and Holweg, 2006).
206 Moreto and Clarke (2013) in their research on transnational illegal markets in
207 endangered species highlight that crime is situational and by directing
208 preventive measures at pinch-points this will deliver the best results in reducing
209 the potential for criminal activity. Furthermore, different crimes will have
210 different pinch-points.

211 Borghesi and Gaudenzi (2013) considered four types of supply chain risk:
212 1) market risk; 2) process risk; 3) supplier and environmental risk; and 4) the
213 risks associated with transparency and information visibility. For a retailer, the
214 degree of risk associated with a given supply chain actor is mediated by
215 whether the individual or business of interest has either a given monopoly in
216 terms of the product or service they supply i.e. they are non-substitutable or
217 alternatively they can be easily substituted e.g. farmers all providing the same
218 commodity. Traditional supply chain responses to managing and mitigating risk
219 include using insurance, greater information sharing or outsourcing risk to other
220 supply chain actors (Olson and Wu, 2011). Therefore, organisations can be
221 driven by their shareholder or insurer demands to quantify, manage and where

222 possible mitigate their risk profile. As a result, retailers, manufacturers or food
223 service may seek to adopt a systems based approach to manage, mitigate or
224 outsource risk.

225 Within this market context, there are multiple pressure factors that can drive
226 illicit activity in food supply chains including rapid development of systems,
227 logistics and technology, asymmetry in information flow, data swamping and
228 opacity; market competition and resource scarcity, inadequate policy and
229 market governance, lack of regulatory and market sanctions, and ultimately low
230 probability of discovery (Charlebois *et al*, 2016; Manning *et al*, 2016; Manning,
231 2016; Marvin *et al*, 2016; Manning *et al*, 2017). This pressure can create a
232 series of pinch-points at informal interfaces; formal and visible interfaces; and
233 invisible interface(s) where differentiation in stakeholder approaches to supply
234 chain risk, organisational goals and objectives leads to trade-offs and thus give
235 rise to illicit behaviour. Taking a transactional approach and simply developing
236 formal risk prevention strategies (countermeasures or preventive measures) is
237 a welcome start but not enough to address the challenge of illicit behaviour and
238 thus address the pressures and opportunities. Countermeasures are intended
239 to reduce criminal opportunity in food supply chains (Spink *et al*, 2015). The
240 implementation of countermeasures will not only have a preventive aspect in
241 terms of preventing an incident and also making it more unlikely in the first
242 place, but should an incident occur appropriate countermeasures will lessen
243 too the impact of a given incident (Mitenus *et al*, 2014). Capability, motivation,
244 rationalisation, derived value propositions, and regulatory and market
245 incentives for illicit behaviour also need to be considered when developing
246 crime prevention strategies (Manning *et al*, 2016; Manning *et al*, 2017).

247 The actualisation of this pressure on capability, opportunity and motivation
248 dynamics can be seen through the lens of recent global food scandals such as
249 the 2013 European horsemeat scandal (Smith and McElwee, 2017); the 2017
250 meat fraud scandal in Brazil (Manning *et al*, 2017), and the 2017 fipronil in eggs
251 and composite products scandal in Europe (Kowalska *et al*, 2018). The lack of
252 early and harmonised regulatory intervention in the fipronil scandal resulted in
253 an incident affecting 56 countries (RASFF Portal, 2018; RASFF 2018;
254 Kowalska *et al*, 2018). A number of contextual factors impact on criminal
255 behaviour such as pressure, resource allocation and ownership, greed,
256 economic inferiority, need and power relations.

257

258 **Situating pinch-points in the food crime prevention literature.**

259 Supply chain power is driven by the degree of power localisation or
260 conversely distribution and each actor's relative control of or access to
261 resources and capital assets. Thus the risk of illicit behaviour is situational and
262 is framed by power structures and other socio-economic factors. Successful
263 modes of food crime in terms of the degree of financial gain, or their impact in
264 the case of food defense (ideological food crime such as terrorism focused on
265 the food supply chain), reflect on the quality of execution and at what point, or
266 even if, detection actually occurs (Manning *et al*, 2017). The use of a pre-
267 requisite programme to minimise, and where possible eliminate, the likelihood
268 of an *unintentional* food safety incident is well established in the food supply
269 chain through the hazard analysis critical control point (HACCP) approach. The
270 alternative, i.e. the development of a countermeasures programme to minimise,

271 or where possible eliminate, the likelihood of a food crime threat is less well
272 determined.

273 In the wake of the 2013 Horsemeat Scandal, the Elliott Review determined
274 that a national food crime prevention framework was essential to prevent a
275 future food crime incident (Elliott Review, 2014). Preventive measures,
276 deterrence and/or a lack of motivation to conduct food crime will also have
277 influence. Countermeasures that address food crime vulnerability can be
278 grouped into four categories: detection, deterrence and prevention and
279 disruption (Spink *et al*, 2015; Spink *et al*, 2016; Soon and Manning, 2017; van
280 Ruth *et al*, 2017). *Detection measures* can identify the activities associated with
281 food crime, whilst *deterrence* includes the measures that focus on a specific
282 type of perpetrator and their activities. Deterrence can be described as 1) the
283 inhibition of opportunity and perpetrator activity as a result of concern over the
284 personal consequences to themselves as a result of taking an action or the
285 maintenance of appropriate preventive measures, or 2) countermeasures that
286 discourage their activity (e.g. concern that the attack will fail). *Prevention* in this
287 context concerns the resources employed to minimise the potential for a food
288 crime incident to occur and ensure disruption mechanisms to address any
289 activity if it occurs. Kirby and Penna (2010) describe prevention as those
290 interventions that stop an incident especially where they change a process or
291 an environment in “a sustainable manner”. In contrast Kirby and Penna (2010,
292 p. 205) define disruption as, “a more flexible, transitory, and dynamic tactic,
293 which can be used more generally to make the environment hostile ... [breaking
294 up] the offender’s networks, lifestyle and routines”. Disruption tactics often align

295 to a prevention framework, thus serving as a deterrent through inhibiting
296 opportunity and reducing motivation to commit a crime (Kirby and Nailer, 2013).

297 Spink *et al*, (2017) recommend that in order to address the root cause of
298 food crime, in this instance fraud, food science and technology should
299 encompass social science, business and understanding of criminology. We
300 concur with this holistic approach using learning from a range of disciplines. To
301 further develop the countermeasures approach advocated by Elliott, Manning
302 and Soon (2016) compared and contrasted six existing food crime risk
303 assessment (FCRA) models in terms of their aims, mechanisms of operation
304 and practicalities of use. The risk assessment models were: threat analysis
305 critical control point (TACCP), vulnerability assessment and critical control point
306 (VACCP), the CARVER+SHOCK tool, the food protection risk matrix (Spink and
307 Moyer, 2011), and the United States Pharmacopeial (USP) preventive food
308 fraud management system. These operate at manufacturing and wider supply
309 chain level rather than being farm focused. Additional models are being
310 developed for food fraud vulnerability self-assessment including the SSAFE
311 model (van Ruth *et al*, 2017).

312 The ability to quantify the likelihood of a threat or vulnerability in a given
313 situation is influenced by the degree of adoption of countermeasures and their
314 effectiveness (Manning and Soon, 2016). Thus whilst FCRA is obviously of
315 value, the preventive benefit to organisations is limited. The output from FCRA
316 needs to be reviewed in line with any emerging or new threats otherwise the
317 risk assessment phase does not translate into an effective, and dynamic food
318 crime countermeasures framework (FCCF). The development of the FCCF is
319 essential to embed preventive measures, identify relevant sources of

320 intelligence on changing status of risk, detect illicit activity, and ensure timely
321 and appropriate responsive action and a countermeasures' continuous
322 improvement strategy. Therefore, three factors: detection, deterrence and
323 prevention can be drawn together at regulatory, supply chain or individual
324 business level to underpin a FCCF of integrated risk assessment and
325 implementation of countermeasures that initially drive prevention and
326 deterrence and where required, detection, intervention and response (Figure
327 1).

328 **Take in Figure 1**

329 Horizon scanning is a useful crime prevention tool. Roy *et al*, (2014), albeit not
330 in a crime context, describe horizon scanning, as the systematic examination
331 of future potential threats and opportunities, resulting in the prioritisation of
332 threats and their effective management. Therefore, horizon scanning has the
333 potential to act as an early warning system, initiating prompt discussion and
334 then decision making about threat mitigation (Stanley *et al*, 2015 p. 553).
335 Horizon scanning can be considered as a systematic way of considering
336 evidence about future trends and scenarios in order to determine whether an
337 organisation is adequately prepared for potential threats and has implemented,
338 or can readily adopt, means for their appropriate countermeasure control.
339 Effective horizon scanning for food crime is a foundation for a FCCF i.e.
340 considering intelligence from a range of sources, be it economic, social or
341 environmental, in order to effectively map possible criminal scenarios
342 associated with the materials and products that the organisation procures,
343 produces and sells, in order to accurately identify the potential threat, the

344 controls required and the mechanisms for updating such assessments if the
345 evidence (intelligence) changes in the future.

346 During the mapping process weak areas, pinch-points or *hotspots* that
347 are vulnerable to food crime at specific stages in food supply chains or networks
348 can be determined. Detection, mapping and prevention activities can only be
349 developed to address known issues or activities, making TACCP and VACCP
350 of limited value with regard to emerging crime risk or entrepreneurial,
351 enterprising, situational crime risk that is reactive, responsive and specific to an
352 organisation, the products it produces and the associated supply chain (Soon
353 and Manning, 2017; McElwee *et al*, 2017; Smith, 2017).

354 Van Ruth *et al*, (2017) considered food supply chain vulnerability to fraud
355 and based their conceptualisation on the elements of opportunity (suitable
356 target in terms of time, space and technical opportunities), motivation (the
357 economic drivers, supply and pricing, value added product attributes where the
358 potential to substitute an inferior product has the potential for a higher financial
359 gain, economic environment and financial strains and culture and behaviour
360 including business strategy and business culture) and the control measures
361 (technical and managerial measures) linking their work to the routine activity
362 theory developed by Cohen and Felson (1979).

363 *Guardians* are the individuals operating at national, supply chain or
364 individual business levels (Spink *et al*, 2015) that have the knowledge, skills
365 and understanding to implement a FCCF. Although guardians do not have to
366 have a specific intent to watch over food products and services, they can act
367 as guardians whilst carrying out their roles as managers or handlers (Hollis and
368 Wilson, 2014). However, vulnerability can still occur even in the presence of a

369 capable guardian. This is where guardianship activity can be further enhanced
370 by monitoring activities. The combination of available / visible guardians who
371 are also monitoring the food products / process throughout the supply chain
372 could provide a stronger deterrent effect (Reynald, 2009; Hollis and Wilson,
373 2014). Those individuals or teams developing FCCF need to recognise that the
374 adoption of universal, general countermeasures based on historic threats as a
375 'catch all approach' to preventing and where required managing food crime is
376 of limited value in addressing illicit behaviour that is caused by supply chain
377 pressure. This is because the drivers of illicit behaviour and associated
378 opportunity, rationalisation, capability and motivation, and derived value
379 proposition are situational and transitory.

380 Situational crime risk and the means to predict its occurrence has been
381 explored within criminology and contemporary food literature (Perline and
382 Goldschmidt, 2004; McGloin *et al*, 2011; Manning and Soon, 2016). Situational
383 crime risk factors include factors such as supply chain pressure, power
384 asymmetry, type of corporate culture, the work environment and can have a
385 multiple, compounding impact (Perline and Goldschmidt, 2004; Carson and
386 Bull, 2003). Situational crime risk can be mitigated by strengthening
387 environmental resilience (Clapton, 2014) especially by increasing the
388 associated personal risks and difficulties associated with the crime and
389 alternatively reducing the potential personal rewards of committing a crime
390 (Clarke, 1995; Spink and Moyer, 2011).

391 The concept of crime prevention through environmental design is
392 nothing new as the design of physical space has long been identified as being
393 important in understanding and mitigating criminal behaviour (Newman, 1972).

394 Newman proposed that defensible space can be created when the physical
395 space is structured in a way that reinforces the social structure that defends
396 itself i.e. a farm or factory design could in itself help or hinder the social culture
397 of the organisation in which people work and their psychological engagement
398 with the space itself. This idea of defensible space is developed by van Ruth *et*
399 *al*, (2017) into a concept of hard controls (physical and technical
400 countermeasures) and soft controls which reflect the managerial controls that
401 are in place. Appropriate countermeasures that are based on the concept of
402 defensible space can be adopted in a preventive approach to crime in the food
403 supply chain. Here we take this further to consider Newman's four themes of
404 defensible space and these have been adapted in this conceptual research to
405 considerations of a food supply chain environment: van Ruth *et al*, (2017)
406 differentiate between external environment that consists of three levels 1) the
407 direct supplier and customers; 2) the wider supply chain and industry network
408 and 3) the international and national environment as opposed to the internal
409 environment within the business. The four elements discussed here are
410 territoriality, surveillance, image and milieu or juxtaposition:

- 411 • **Territoriality** – creates a sense of legitimate and illegitimate access to
412 space i.e. identifying the legitimate allocation of space to those who are
413 approved to work in the area and those who should not have access. Food
414 industry protocols that address territoriality will assure that appropriate
415 people are in a given space (production line, factory), wear colour coded
416 protective clothing by location as this will create a visual territoriality that
417 should prove a deterrent to illicit individuals entering that space who would
418 be readily identified if they are not in appropriate clothing. Whilst territoriality

419 can be addressed by protocols in processing, storage and defined spaces
420 such as farmyard areas, it proves more problematic at the field level where
421 in the UK access often cannot be limited or prevented. Further if the
422 perpetrators of crime are not outsiders or strangers, but are instead
423 members of the community such as other farmers and/or professional rural
424 offenders with legitimate reasons for access to a given location then
425 legitimacy of access will have less influence on crime prevention (Mawby,
426 2017). Therefore this option to mitigate food crime can only be used in
427 certain situations.

- 428 • **Surveillance** – designing the physical space in a way that assists legitimate
429 users to observe the behaviours of both employees and visitors e.g.
430 temporary workers, service engineers, contract cleaners etc. Again this
431 approach is of value in a bounded work environment where territoriality and
432 surveillance can combine, but harder to implement at the field level;
- 433 • **Image** – a sense that the physical space is well cared for and developing
434 preventive measures that reduce the visual appearance that areas of the
435 factory, farm, distribution centre or manufacturing site are remote, little
436 used, or not regularly visited; and
- 437 • **Milieu or juxtaposition** – which, in the context of a food supply chain,
438 describes the image, natural surveillance and territoriality of other
439 businesses that interface with the organisation's space. This element
440 reflects that other businesses in the supply chain may either not be
441 addressing defensive space or may undertake opaque practices or lack
442 transparency.

443 The example given here is one of defensive space in the physical context. The
444 other area of defensive space is more ethereal, such as data storage, data
445 exchange and cyber-related space. *Cybersecurity* can be described as the
446 countermeasures taken to protect a computer system and associated storage
447 clouds or individual appliance against an intentional malicious target attack
448 and/or unauthorised access and unintentional or accidental access.
449 Cybersecurity countermeasures include, but are not limited to, developing
450 cybersecurity policies and procedures, undertaking focused FCRA, adopting
451 training and awareness sessions for staff commensurate with an individual staff
452 member's responsibilities and developing soft or hard controls such as specific
453 software, firewalls, technologies etc. that can protect the organisation's cyber
454 environment and their electronic assets (Manning, forthcoming).

455 However, preventive environmental design to mitigate food crime risk is of
456 limited benefit if there is high-level insider complicity i.e. the involvement of the
457 business owner, management or employees in criminal activity in illegal
458 practices such as covert operations by running out of hours processing known
459 only to a select few (McElwee *et al*, 2017). Therefore, consideration of the
460 impact of the processing environment and the wider supply chain environment
461 is of value, but it cannot address all potential threats and is not as a result a
462 zero risk approach. However the theory of defensive space does lend itself to
463 adoption within an overarching FCCF.

464 In this respect, the concept of hurdles is of interest. Spink *et al*, (2015) define
465 *hurdles* in the context of food crime prevention approaches as the transactional,
466 formal system components that reduce opportunity for food crime by either
467 assisting detection or proving to be a deterrent. These would include on-line

468 monitoring and verification activities in the wider supply chain such as audits
469 and product sampling. Verification is discussed in more detail later in the paper.
470 Thus a *hurdle gap* can be described as a vulnerability to food crime where such
471 mitigation activities are not in place, or alternatively are in place, but are not
472 effective.

473

474 **Determining crime vulnerability and identifying crime prevention**
475 **weakspots**

476 Food criminals are clandestine, stealthy, and actively seek to avoid
477 detection (Spink, 2011). According to the Centre for the Protection of National
478 Infrastructure (CPNI, 2013), the majority of insider criminal activity in
479 organisations was carried out by permanent staff (88%), with only 7% of cases
480 involving contractors and 5% involving agency or temporary staff. Individuals
481 who had worked for their organisation for less than 5 years represented 60% of
482 cases and 49% of cases were by perpetrators aged between 31 and 45. More
483 males (82%) were involved in insider activity compared to females (18%).
484 These data were derived from 120 UK-based insider cases from both public
485 and private organisations from a range of industry sectors, not just food, where
486 financial gain was the single most common primary motivation (47%), ideology
487 (20%), desire for recognition (14%) and loyalty to friends, family or country
488 (14%). This literature and other sources lends itself to categorising food criminal
489 according to type (see Spink and Moyer, 2013; Manning *et al*, 2016; PAS, 96:
490 2017) and by inference developing appropriate preventive strategies.

491 Crime vulnerability is the extent to which an individual, organisation, supply
492 chain or national food system is at risk from, or susceptible to, attack, emotional

493 injury or physical harm, or damage from intentional illicit activity (Manning and
494 Soon, 2016). Vulnerability can be assessed, using input from legal, intelligence,
495 medical, scientific, economic, and political sources, to determine the scientific,
496 economic, political, and social circumstances of a country in order to quantify
497 the degree of threat and to set priorities for resources (Manning *et al*, 2005;
498 WHO, 2002). Vulnerability ranking is not static and needs to be routinely
499 reassessed to ensure that the ranking and prioritisation of crime risk remains
500 appropriate and that suitable countermeasure(s) continue to be in place.
501 McElwee *et al*, (2017) argue that in order to mitigate the potential for food crime
502 in the supply chain two approaches can be followed: firstly to design food supply
503 chains with built in risk-tolerance to crime and secondly to have appropriate
504 strategies in place to contain the damage once an undesirable event has been
505 identified. The magnitude of food crime risk (and to whom) will depend on the
506 likelihood and severity of each type of incident and the degree of
507 implementation of preventive and mitigation measures which can also be
508 affected by the efficacy of guardians and hurdles (Spink *et al*, 2015). Thus as
509 previously outlined in this paper there is no silver bullet of solutions to address
510 food crime instead holistic, situation-specific product and process crime
511 prevention strategies need to be adopted.

512

513 **Designing appropriate crime prevention strategies**

514 Regulators seek to reduce illegal activities either through punitive command
515 and control measures, prosecution and detection systems or alternatively via
516 preventative or deterrence measures such as awareness education and
517 enterprise support (Smith *et al*, 2017b). Alternatively, market orientated or

518 supply chain approaches need to drive a crime prevention strategy based on
519 reduced opacity and more transparency and access to information in the supply
520 chain (the milieu). Supplier monitoring protocols need to include not only
521 product related procurement activities but also ethical codes of conduct,
522 integrity screening and whistleblowing protocols (van Ruth *et al*, 2017),
523 standard reference checks, financial status checks, and consideration of the
524 supplier's surge capacity and flexibility i.e. the ability to deliver increased
525 quantities at short notice, if required (Beil, 2009). A financial status check can
526 be incorporated into a suppliers' ranking and performance weighting and the
527 scoring system that can highlight and reflect financial risk associated with a
528 given supply base. This data will support FCRA that focuses on identifying the
529 suppliers who could be subject to the supply chain pressures described earlier
530 in this paper e.g. failed harvest, volatility in commodity price (wheat, milk, meat)
531 etc. and as a result be more likely to undertake illicit activities. These "high-risk"
532 suppliers can then be tracked and monitored. Price is one of the most important
533 factors used in supplier selection, but it is critical to ensure that the objectivity
534 of assessing product integrity and food crime risk is not lost in a purely risk:
535 financial reward; or time versus accuracy trade-off.

536 Forensic accounting has been adopted as a food crime countermeasure
537 especially to identify "false" suppliers (Power, 2013). Traceability tests and
538 second party and third party supply chain audits will provide more information
539 for focused forensic accounting and combined audits can be developed (Figure
540 2).

541 **Take in Figure 2**

542 Indeed, it was a recommendation of the Elliott Review (2014) that the UK
543 government should “*support the work of standards owners in developing*
544 *additional audit modules for food fraud prevention and detection incorporating*
545 *forensic accountancy and mass balance checks.*” Traceability protocols adopt
546 as a minimum the regulatory one step backward and one step forward tracking
547 and trace principle (EU Regulation No. 178/2002) or market protocols can
548 require traceability throughout from field to fork and the reverse too in a given
549 supply chain. However, with multiple ingredients used to make composite
550 products, and lengthy and complex food supply chains traceability can prove
551 difficult in practice. Additionally, if an individual business within the supply chain
552 deliberately and unanimously decides to behave illicitly, they can choose to
553 circumvent orthodox supply chain traceability countermeasures, controls and
554 monitoring. Therefore the value of developing a traceability countermeasures
555 is the promotion of food integrity and developing an open transparent supply
556 network. Procedural controls for traceability in themselves are not enough to
557 ensure consistent compliance and prevent the opportunity for illicit activity.
558 Further actions are needed including an effective verification (or surveillance)
559 programme that ensures that the controls are in place and adequate.

560 The process of food production involves discrete production stages from
561 farm to fork i.e. during growing, harvesting / slaughtering / catching of primary
562 products, primary processing, secondary processing of food / food ingredients,
563 packaging, labelling, storage and dispatch. These are all pinch-points where
564 food crime activities could occur. At the manufacturing stage specifically,
565 countermeasures need to be adopted to address the process vulnerabilities
566 that can provide opportunity for food crime earlier in the supply chain.

567 During processing, itself potential deliberate contamination of food products
568 or tampering with processes can be minimised via limited accessibility through
569 engineering design (hard controls) and consideration as to the accessibility of
570 production equipment and where needed re-engineering of equipment to
571 prevent access e.g. covered conveyors, use of sight glasses, zoning (place)
572 and creating a buddy-system to limit lone workers at high-risk processes such
573 as use of expensive ingredients, or for recipe use where such information is
574 deemed confidential. Tracer ingredients can be added to high value food so
575 that potential counterfeit product can be readily identified in production and post
576 packing. Further supply chain preventive countermeasures include numbered
577 and tamper-proof seals on delivery vehicles and bulk storage silos, stock
578 control measures such as computerised fill level equipment which relay the
579 information back to central computerised systems, reduced electronic access
580 to specific physical zones which are deemed high-risk via fingerprint
581 technology, codes and passwords (PAS 96, 2017) password protection of
582 computer terminals and electronic process management systems etc.

583 Appropriate assessment measures that demonstrate whether the FCCF
584 is effective include substitution profit assessments, suppliers' ranking and
585 ongoing performance monitoring, risk rating of likelihood of perpetrators to
586 conduct activities, assessments to determine the likelihood of detection,
587 severity or impact of practices, consideration of the effectiveness of preventive
588 countermeasures and other factors that influence the risk of food crime such as
589 history of occurrences, seasonality, and market prices. The formal FCCF
590 systems, being visible and auditable, provide objective evidence to internal and
591 external stakeholders of the organisation's commitment to combatting food

592 crime (Power, 2013). However this approach does not, according to Power,
593 build the soft knowledge required in terms of inspector skills to interpret audit
594 results. This means that a new type of balanced score card of soft, culture-
595 based risk factors also needs to be developed so that it can be effectively
596 verified. This development is worthy of further study and empirical research.

597 Assessing the efficacy of the FCCF encompasses both the technical areas
598 of responsibility within the food supply chain as equally as the administrative
599 areas of responsibility, so food auditors (food crime / fraud assessors) need to
600 work hand in hand with appropriately trained accountants, purchase ledger
601 administrators etc. The consistency of records and documentation can be
602 assessed via processes such as forensic accounting, and mass balance testing
603 for discrete batches allows unusual and inappropriate trends to be identified.
604 Market knowledge is essential to undertake this assessment effectively
605 especially because as described in this paper the risk is situational and
606 dynamic.

607 Verification through documentation review and classical food supply chain
608 auditing provides the food crime auditor with a range of evidence or audit
609 observations, which can be both qualitative, e.g. interviews, observations and
610 records or quantitative and based on measurement and test. System failure can
611 occur through people (human failure), process failure and place (i.e. design)
612 that provides opportunity for perpetrators to commit food crime. Therefore
613 verification activities need to include all of these areas in their scope.

614 The work of Newman has been introduced here and combined with the
615 literature from food supply and food crime risk identification and mitigation in a
616 novel approach. The need to address pinch-points and seek to prevent criminal

617 activity occurring requires the translation of the theory of defensive space from
618 a previously urban-centric setting to one that reflects rural crime prevention too.
619 Crime in the food supply chain is not victimless, as the cost of such criminal
620 activity is ultimately met by food consumers. Further food consumers are being
621 misled, misinformed and cheated when such criminal activity occurs. Mawby
622 (2017) argues that crime prevention need to focus on locations where crime
623 most commonly occurs, defined here as pinch-points, rather than exclusively
624 on the circumstances that influence offending. It is important to state that
625 defensive space is posited here not just in terms of localised guardians and
626 physical hurdles, but for the food supply chain as a whole in terms of symbolic
627 hurdles and cyber-based hurdles rather than how the theory has historically
628 been used in wider criminological literature. For example further research work
629 could be undertaken to develop a food supply chain based “secured by design”
630 (SBD) approach to identify pinch-points and then a strategy of combined
631 activities to prevent crime from occurring.

632

633

Conclusion

634 This conceptual paper has developed our collective knowledge on how
635 an understanding of pinch-points and the FCCF presented advances our
636 understanding of the holistic nature of contemporary crime prevention
637 techniques used in the food supply chain. Conventional anti-fraud measures:
638 such as detection, deterrence and prevention are essential to support FCRA,
639 as are continuous interventions and response strategies. The implementation
640 of countermeasures that initially drive prevention and deterrence and where
641 required, detection, intervention and response form the basis of our approach.

642 Pinch-points are not dissimilar to vulnerability points. Identification of pinch-
643 points and applying intervention strategies within the food supply chain – will
644 provide positive impact in reducing food crime. One way to address the pinch-
645 points is via the FCCF. In addition to the conventional deterrence, detection
646 and prevention methods, the FCCF emphasizes a circular or a feedback
647 mechanism to ensure continuous interventions are successfully implemented.
648 The countermeasures cover a range of potential pinch points and vulnerabilities
649 or can be targeted measures that act against unique risks and perpetrators.
650 The situational aspects of crime, often driven by trade-offs, in the food supply
651 chain means that holistic mechanisms need to be developed that address both
652 social aspects of rationalisation and also motivational economic aspects of
653 opportunity and capability and the potential for such crimes to go undiscovered.

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979 **Table 1. Types of Trade-off (Adapted from Klapwijk *et al*, 2014)**

Trade off	Examples
Field level	Production yields versus nitrate/phosphate leaching and water quality
Enterprise level (crop or animal)	Grain versus crop residue Milk versus meat production
Farm/agricultural system level	Cropping plans/enterprise mix Diversification Maximising short-term versus long-term return
Landscape level (agricultural system versus spatial, environmental or socio-cultural objectives)	Land use and ecosystem services Water use
Supply chain	Specification versus food waste Cost versus risk

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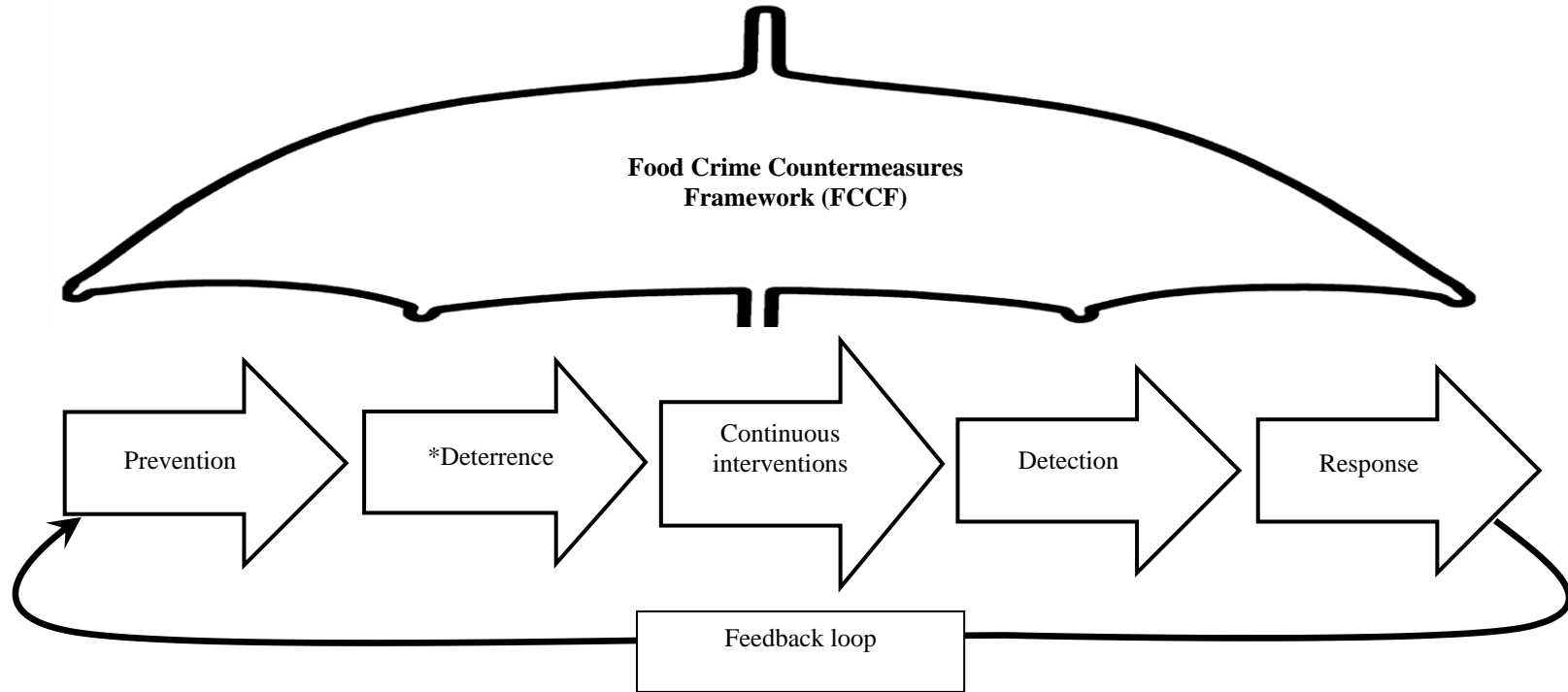


FIGURE 1. Steps in developing a food crime countermeasures framework (FCCF). *Via food crime risk assessment (FCRA), known threats may be prevented, deterred or detected. Via continuous interventions including horizon scanning, existing and emerging threats may be identified or detected and appropriate actions (response) can be taken.

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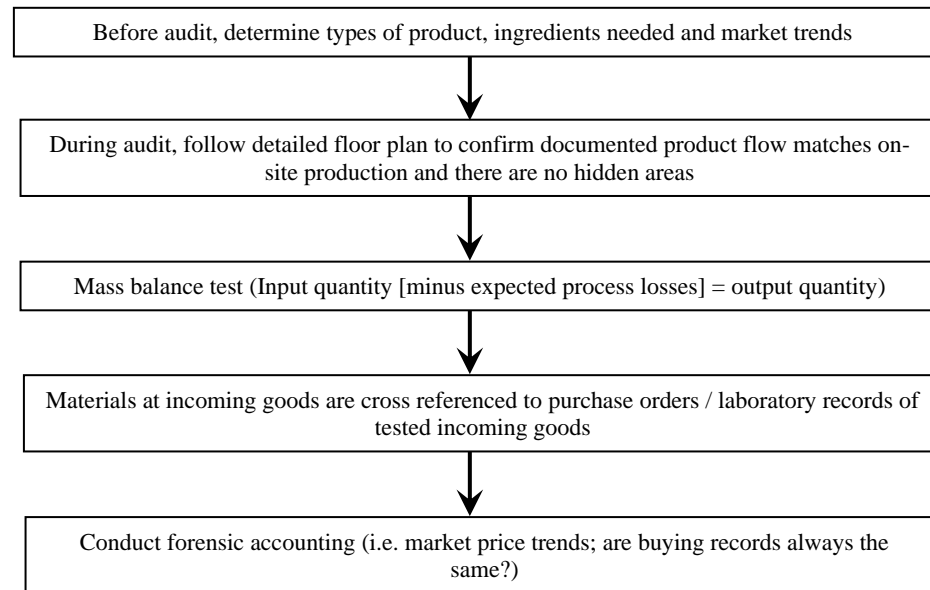


FIGURE 2. Forensic accounting and food crime prevention audits (adapted from Jack, 2015; NSF 2014)