

## **Draft 1**

# **A Resource Guide for Municipalities: Community Based Crime and Violence Prevention in Urban Latin America**

## **I: Setting the Stage**

### **1. Foreword**

The purpose of this Resource Book is to provide Latin American Mayors with information on how to design violence and crime reduction programs. It brings together the best information we could find on best practice principles, step-by-step approaches, and examples of international municipal crime and violence prevention and reduction strategies.

The bulk of the report simply reproduces the “Manual for Community Based Crime Prevention” done by the Government of South Africa, which we adapted to the Latin American context mostly by adding examples from the region. We are very grateful to the authors of the Manual for waiving their copyrights in the interest of disseminating their work. We also draw on the work of many other agencies such as the *Safer Cities Programme* of UN-Habitat, WHO, the International Center for the Prevention of Crime

Our goal, when putting together this Resource Book, was both very modest and very ambitious. Modest, because we did not attempt to do any original research – rather to synthesize useful information. Ambitious, because it is our sincere hope that it can be useful to mayors and city officials tackling difficult problems of crime and violence. Thus, our goal is that this guide – whether followed in full or just piecemeal – can provide municipalities that are devising their own crime and violence prevention strategies with some helpful – and above all, practical – advice, resources, and inspiration.

### **2. Brief overview of urban crime and violence in Latin America**

While not a new phenomenon in most of Latin America, crime and violence have increased dramatically in recent decades and are now recognized as a serious

economic and social problem, particularly in the urban areas of the region. Rapid urbanization, persistent poverty and inequality, political violence, the more organized nature of crime, and the emergence of illegal drug use and drug trafficking are often cited as root causes of this increase. Crime and violence affects all levels of society: the rich and – even more – the poor, women and men, and young and old. The economic costs of crime and violence are high. It is estimated that homicides in Latin America cost approximately USD \$27,737 million each year and that the region loses 14% of its GDP to violence (Guerrero, 1999). Urban crime and violence also generate a climate of fear. The fear of crime and violence are 'serious threats to the stability and social climate of cities, to sustainable and economic development, the quality of life and human rights'. (UN-Habitat *Safer Cities*, 2002).

The costs of crime and violence are often divided into four categories: direct /indirect costs, non-monetary costs, economic multiplier effects, social multiplier effects.

### **Direct and indirect costs**

Direct costs of crime and violence measure the value of goods and services spent dealing with the effects of and/or preventing crime and violence through the use of scarce public and private resources on the criminal justice system, incarceration, medical services, housing and social services. The indirect costs include lost investment opportunities, foregone earnings of criminals and victims of crime and violence.

In Colombia public spending on security and criminal justice was 5 % of the country GDP in 1996 and private expenditures on security 1.4 % of GDP. El Salvador spent over 6 % of 1995 GDP to cover expenses on government institutions, legal costs, personal injuries and prevention programs. In Mexico City the economic costs of violence amounted to US \$ 1.9 million, representing 0.7 % of the country's 1995 GDP or 2.7 % of the nation's capital 1995 GDP. (Lozano, Hajar, Zurita et al., CAPITAL LESIONADA: VIOLENCIA EN CIUDAD DE MÉXICO)

### **Non-monetary costs**

Non-monetary costs measure the non-economic effects on the victims of crime and violence. It is evaluated by taking into consideration: increased morbidity (diseases resulting from violence like disability, mental injuries), increased mortality via homicide and suicide, abuse of alcohol and drugs, depressive disorders.

In 1993 the World Bank estimated that rape and domestic violence caused 9 million disability-adjusted life years (DALYs) to be lost annually in the world, more than the total for all type of cancers affecting women, and more than double the total DALYs lost by women in motor vehicle accidents. (Reference?). In El Salvador 178,000 DALYs were lost in 1995 because of violent death (Cruz and Romano, 1997: 30); 60,792 in Peru (Instituto Apoyo, 1997:16), 163,136 in Rio de Janeiro (ISER, 1998: 42), and 57,673 in Mexico City

### **Economic multiplier effects**

The economic multiplier effects measure the overall impact that crime and violence have on the macroeconomic situation of a country, the labor market, as well as inter-generational productivity impacts. For example, victims of domestic violence have higher rates of absenteeism, are more likely to be fired from their jobs, and the domestic violence affects their earning power.

A 1997 study showed a significant difference in labor earnings amongst women who do and do not suffer physical violence. In Managua, Nicaragua, women victims of severe physical violence earned only 57% as much as their non-abused peers, while in Santiago, Chile, the percentage was only 39%. Lost earnings for all women represented about 1.6% of 1996 GDP in Nicaragua, whereas in Chile it was more than 2%. ( Morrison and Orlando, 1997)

### **Social multiplier effects**

The social multiplier effects measure the impact of crime and violence in such areas as: the erosion of social capital; the inter-generational transmission of violence; the reduction in quality of life; and effects on citizenship, and confidence in and functioning of the democratic process, government and its institutions.

### **Dealing with crime and violence in urban projects**

Throughout Latin America examples can be found of crime and violence affecting urban projects such as slum upgrading, water and electricity supply, health and education, and integrated 'neighborhood upgrading' projects. For example, the *Favela Bairro* project in Rio de Janeiro, Brazil, reported active opposition - even sabotage - by gangs and organized crime in some communities to the activities of the project. Whilst better infrastructure and more integrated, functioning and organized communities are priorities for most people living in these communities, they can undermine the power of these criminal organizations over the neighborhood, and facilitate better access for state and law-enforcement institutions.

## Conceptual frameworks and policy response

Various frameworks to understand crime and violence and to develop corollary policy responses have been developed. One prominent approach comes from the field of public health and is based on the identification and addressing of risk factors.<sup>1</sup> This model is widely used throughout the region. The WHO/PAHO framework of violence is an example of this approach.

### **The World Health Organization's (WHO) definition of violence:**

\*\*\* This box will be updated to include a summary of the new WHO report on violence \*\*\*\*\*

"The intentional use of physical force or power, threatened or actual, against oneself, another person or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal development or deprivation."

Violence can be divided into three broad categories:

- **Self-directed violence** covers physical harm inflicted by oneself; this category is subdivided into suicidal behavior and self-abuse.
- **Interpersonal violence** relates to injury or harm caused by one individual to another, related (*domestic violence*) or unrelated (*community violence*).
- **Collective violence** focuses on harmful acts committed by a group ; these acts can be of political, economic or social motivations.

Violence may manifest physically, psychologically, emotionally or sexually.

The WHO's recently launched *World report on violence and health* (October, 2002) is an excellent and exhaustive resource on the definitions, public health approach

## Risk factors associated with urban crime and violence

Crime and violence may be triggered by a series of factors which can be classified in three groups: individual factors, domestic/household factors, and societal factors.

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<sup>1</sup> Whilst looking at risk factors is very important, various authors have highlighted the need to also look at the strengths and assets of individuals and communities, not just their problems. See International Centre for the Prevention of Crime, 2000; Moser, 1998, 2000)

**Individual factors**

Individual factors are inherent to a person such as gender, age, biological and physiological characteristics, and family environment. These can increase an individual's predisposition to violence. Brain abnormalities, neurological dysfunctions, learning disabilities, prenatal and perinatal complications, and head injuries can be responsible for violent conduct. In terms of gender, in Latin America – as in the rest of the world - violent behavior is much more common among (young) men than women.

**Domestic/Household factors**

Domestic risk factors include the following: household size and density, history of family violence, poor monitoring and supervision of children, ineffective parenting skills, school drop-out, and unemployment and poor socio-economic background. Following global trends, survey data from Mexico City indicate that children victims of domestic abuse have a greater disposition for acting violent in their adult lives; suggesting an inter-generational transfer of violence. (F. Knaul and M. Ramírez, 2002). Alcohol and drugs are identified as inciters or 'facilitators' to violence.

**Community and Societal factors**

Community and societal factors are situations and events at the societal level that may trigger crime and violence. Income inequality may cause economic frustration, which may lead to economic violence. Media violence is often cited as an important influence on violent behavior not only among children (youth violence, gangs) but also among adults (domestic violence, rape). Easy access to firearms is also a significant risk factor. Data indicates that most homicides in the region are gun related. Weak police and legal systems and widespread impunity also affect levels of crime and violence. Cultural norms may also be a risk factor, particularly where corporal punishment of children and a husband's right to control his wife through any means are widely accepted. (M. Buvinic, A. Morrison, M. Shifter, 1999).

### Moser Violence Continuum

The Moser Continuum of violence is an alternative model to understand and 'map' crime and violence. (Moser and Shrader, 1999; Moser and Winton 2002).

Road map of types of violence in Central America				
Primary direction of violence continuum	Category of violence	Types of violence by perpetrators and/or victims	Manifestations	Secondary direction of violence continuum
Intra-household social violence results in youths leaving the home and at risk to variety of street violence	Political/ institutional	Institutional violence of the state and other 'informal' institutions  Including the private sector	Extra-judicial killings by police  State or community directed social cleansing of gangs, and street children  Lynching	State institutional violence resulting in lack of trust in police and judiciary system
	Institutional/economic	Organized crime  Business interests	Intimidation and violence as means of resolving economic disputes  Kidnapping  Armed robbery  Drug trafficking  Car and other contraband activities  Small arms dealing  Trafficking in prostitutes and USA headed immigrants	
	Economic/ social	Gangs (Maras)	Collective 'turf' violence; robbery, theft	
	Economic	Delinquency/ robbery	Street theft; robbery	
	Economic/ social	Street children (boys and girls)	Petty theft	
	Social	Domestic violence between adults	Physical or psychological male-female abuse	
	Social	Child abuse: boys and girls	Physical and sexual abuse	
	Social	Inter-generational conflict between parent and children (both young and adults, particularly older people)	Physical and psychological abuse	
	Social	Gratuitous/ routine daily violence	Lack of citizenship in areas such as traffic, road rage, bar fights, and street confrontations.	

The overarching typology distinguishes between political/institutional violence, economic violence, and social violence. This threefold typology forms a continuum with overlapping and interrelated reinforcing linkages between different types of violence. (Moser and Winton, 2002). The table above shows the 'roadmap' as applied to different manifestations of crime and violence found in Central America.

## Policy responses

The traditional response to increasing levels of crime and violence has been one of control or repression. This approach focuses on addressing the problem after the crime or violent act has been committed. It is usually related to 'toughening' up the legal and justice system, increasing policing resources and capacities, and introducing harsher penalties in an effort to deter and repress crime and violence. In this approach, crime and violence are seen as the responsibility of the police and the courts. Most countries battling high levels of crime and violence, however, find that these measures are not sufficient to have a significant impact on crime and violence. This is often accompanied by a loss of confidence in the criminal justice system, whilst public concern about crime and violence remains high. (I CPC, 2000).

### Trends in policy approaches to crime and violence

- A shift from a relatively narrow focus on crime prevention to the broader issue of *community safety and security* as a public good.
- A developing consensus about the need to tackle the social and economic conditions that foster crime and victimization.
- A shift from seeing the primary responsibility as that of the police, to recognizing that *governments, communities and partnerships* at all levels need to be actively engaged.
- A recognition of the crucial role which *local municipal leaders* play in this process through organizing and motivating local coalitions.
- Increasing consensus that interventions targeting risk factors do reduce crime, violence and other social problems.
- Prevention is *cost effective* compared with criminal justice solutions.

Source: ICRC, 2000, p15.

A second – and complementary – policy response is one of crime and violence prevention. The basic premise is to stop the crime or violent act from occurring in the first place by understanding and addressing the causes of crime and violence, the risk factors associated with them, as well as constructing safer communities by

building on their strengths (e.g. level of community organization), rather than exclusively focus on a community's problems. Furthermore, prevention is a much more cost effective option than repression.

The approach adopted by this guide is one of crime and violence prevention combining **law enforcement** - ensuring that order is maintained in the day to day activities of the community and reducing the public fear of crime - with **social prevention** - targeted multi-agency programs that address the causes of crime and violence - and **situational prevention** - measures to reduce opportunities for particular crime and violence problems. (CSI R, 2000).

#### **What is a community crime and violence prevention strategy?**

- An instrument to prevent crime and violence and reduce public fear of crime.
- A tool to bring together different actors involved in crime prevention.
- A means of developing local crime and violence prevention partnerships.
- A method to ensure coordination and management of crime prevention initiatives.
- A way to identify priority areas and tasks.

Source: CSI R, 2000

This guide is about crime and violence strategies for local government. However, effective local government action requires all the municipal services to work together, rather than in isolation. It requires support from the different sectors in the community such as justice, health, education, media, police, social services, NGOs and religious organizations. And importantly, it requires support from higher levels of government and links between the national level, state, region or province.

The table below shows an operational framework for violence reduction that can be used to identify different violence and crime reduction interventions at different levels (regional, national, municipal, community, non-governmental). It distinguishes between short term and medium/long term interventions to *reduce violence*, *improve citizen security*, and *increase citizenship*. It was developed as a corollary



to the 'violence roadmap' for Central America, and is also useful to demonstrate the need for integrated interventions at various levels. (Moser and Winton, 2002).

Moser Framework for Violence Reduction							
Type of violence		Types of solution					
		Reduction of Violence		Improve citizen security		Increase citizenship**	
	Level of intervention	Short term	Med/long term	Short term	Med/long term	Short term	Med/long term
<b>Organized crime</b>	State policy at regional level						
	State policy at national level						
	Central state programs						
	Local state programs						
	Civil society programs and projects						
<b>Institutional violence by formal and informal institutions</b>	*						
<b>Gangs</b>	*						
<b>Delinquency/robbery</b>	*						
<b>Street Children</b>	*						
<b>Domestic violence</b>	*						
<b>Child abuse</b>	*						
<b>Inter-generational conflict</b>	*						
<b>Gratuitous random violence</b>	*						

\* = Similar range of interventions to those identified in the case of organized crime.

\*\* Citizenship: e.g. access to the judicial system and due process

## **II: Getting Started**

This section of the guide is reproduced from the crime reduction manual developed by the Government of South Africa: *Making South Africa Safe: A Manual for Community Based Crime Prevention*, adapted for and with examples from the Latin America and Caribbean region.<sup>2</sup>

### **3. The role of Local Government.**

There are several reasons why local governments need to take the lead in building safer communities. Crime and violence prevention is not about one agency or organization acting on its own: several groups must work together in a partnership. But partnerships are not always easy to set up and maintain. Solving crime through partnership requires

- Leadership and coordination
- Sustained involvement
- Contact with the community

#### **Local government can meet these needs**

- It is the level of government closest to the people. Elected representatives can make the needs of their community known. Projects can be designed to target these specific needs. Such local solutions are most likely to solve local problems.
- This is where the day-to-day delivery of services happens. These services improve people's quality of life and build better living environments. Many of these services are also the basic elements of crime and violence prevention.
- Local governments are working on developing their communities. If crime is one of the main obstacles to improving the quality of life, the local government must take responsibility for local safety.

#### **How can local government get involved in preventing crime?**

The core functions for local government typically include the delivery and maintenance of services and infrastructure, such as roads, water, sewerage, and electricity; the management and planning of the town's development; and the protection of the infrastructure and facilities, including parks and recreational

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<sup>2</sup> CSIR, 2000, Pretoria. <http://www.csir.co.za>

assets as well as buildings and properties. In some cases, local government also delivers health, education, and welfare services.

Many of these core functions can play a critical role in reducing crime and violence. However, several important elements of crime and violence prevention are not always core functions of local government (e.g. health, education, police). These remain within the domain of state/provincial/national departmental services. This means that involving these levels of government is key to the success of an integrated plan. Because crime occurs the local level, it will be necessary for local government to initiate action and engage with the other levels. Crime and violence prevention can take place at three levels:

**Level 1: Building on existing functions: e.g. by-laws, traffic policing.**

**Level 2: Aligning local government functions with crime prevention principles.**

**Level 3: Beyond local government activities towards partnerships.**

**Effective crime and violence prevention needs activity on all three levels.**

***Level 1: Building on existing functions: by-laws, traffic policing, providing local security.***

The easiest place to start is with the traditional activities of local government. By-law enforcement, traffic policing and local security are core functions of most local governments. Municipal community policing initiatives can involve all these functions and could be started by local governments that already have the necessary resources. When promoting a strategy, these activities will be easy to sell and find support for.

#### **A few examples**

- Enforcing municipal by-laws: street trading, littering, noise pollution, alcohol sales, land invasion.
- Traffic policing: enforcing traffic laws, providing visible policing.
- Providing security: protecting local government staff and assets, rapid response, patrols.
- Assisting police: joint operations, patrols, searches.
- Municipal community policing: by-laws enforcement, targeted patrols, arrests, penalizing traffic violations, school truancy.
- Reducing public disasters by enforcing by-laws

## ***Level 2: Aligning local government functions with crime prevention principles***

The task is to make local government activities work towards reducing crime. This will require realigning and re-integrating functions, getting departments in local government to work together and to consider crime and violence prevention principles in their activities.

<b>A few examples</b>	
<b>Human resources</b>	<ul style="list-style-type: none"> <li>• Training and skills transfer to increase crime and violence reduction capacity</li> </ul>
<b>Urban design</b>	<ul style="list-style-type: none"> <li>• Designing and implementing <b>C</b>rime and <b>v</b>iolence <b>P</b>revention <b>T</b>hrough <b>E</b>nvironmental <b>D</b>esign (CPTED) guidelines in urban planning</li> <li>• Improvements in physical environments (retro-fitting)</li> </ul>
<b>Marketing</b>	<ul style="list-style-type: none"> <li>• Addressing skewed perceptions of crime and victimization</li> <li>• Marketing nightlife in deserted areas of the city</li> </ul>
<b>Emergency services</b>	<ul style="list-style-type: none"> <li>• Providing emergency counseling to victims</li> <li>• Making referrals or disseminating information to victims</li> </ul>
<b>Local economic development</b>	<ul style="list-style-type: none"> <li>• Incentives for job creation programs for at-risk groups</li> <li>• Support for business start-up programs for at-risk groups</li> </ul>
<b>Purchasing and finance</b>	<ul style="list-style-type: none"> <li>• Conducting audits to identify corruption</li> <li>• Overseeing correct tender processes and contract awards</li> </ul>
<b>Licensing</b>	<ul style="list-style-type: none"> <li>• Tackling corruption and trade in stolen cars</li> </ul>
<b>Transport, roads, etc.</b>	<ul style="list-style-type: none"> <li>• Improving bus shelters' location and safety of 'after hours' commuters</li> <li>• Acknowledge problems related to rapid transport routes</li> <li>• Designing transport modal interchanges with CPTED principles</li> <li>• Physical intervention to reduce car hijackings at certain locations</li> </ul>
<b>Parks and public open space</b>	<ul style="list-style-type: none"> <li>• Ensuring visibility in areas used by pedestrians as short cuts (e.g. by lighting, landscaping and maintenance, etc.)</li> </ul>
<b>Town planning</b>	<ul style="list-style-type: none"> <li>• Building regulations that are compatible with CPTED principles</li> <li>• Reducing areas of vacant/under-utilized land by identifying appropriate land uses</li> <li>• Contributing to and ensuring the planning, implementation and management of local CPTED strategies, planning/design guidelines and pilot/future projects</li> <li>• Improving lighting where levels of rape/street crimes are high</li> </ul>
<b>Housing</b>	<ul style="list-style-type: none"> <li>• Minimum safety requirement for new or low-cost developments</li> </ul>
<b>Sports, culture and recreation</b>	<ul style="list-style-type: none"> <li>• Facilities/programs targeting youth and children</li> <li>• Community drama projects which address violence</li> <li>• Appropriate sports/recreational facilities in deprived areas</li> </ul>
<b>Social welfare</b>	<ul style="list-style-type: none"> <li>• Parenting education programs</li> <li>• Life skills programs for adolescents</li> <li>• Programs to support children with special needs</li> </ul>

### ***Level 3: Start new projects involving community partners***

Level 3 includes activities beyond typical local government functions. These require the involvement by external partners. This level poses the greatest challenge as it calls for extra vision and commitment. Levels 2 and 3 are more challenging because you will have to develop broad strategies involving a number of approaches, areas of expertise and actors.

#### **A few examples**

- Work with state/provincial/national education department and local police to secure school environments
- Develop community dispute-resolution mechanisms
- Implement Closed Circuit Television Schemes (CCTV)
- Help low-income households to secure their homes and prevent burglary
- Develop diversion programs for young offenders
- Develop services for victims of crime
- Design school completion programs for high-risk youth
- Develop parenting programs for young at-risk families
- Introduce municipal by-law courts, e.g. traffic courts
- Introduce alternative sentencing community service programs for petty or first-time offenders
- Control the sale of alcohol and drugs to children and youth or during specific hours
- Control and regulate the sex-work industry
- Develop programs to reduce gun ownership and illegal firearm trade

#### **Where should your crime prevention office be based in local government?**

Local governments vary. Some are one small town, others large metropolitan areas with several municipalities. Departmental structures and functions differ widely.

**There is no set recipe of where to locate crime prevention in local government. Solutions need to be found that best suit your local council and priorities. Most important, there should be a very senior local government official - for example, the mayor - who is the 'champion' for the crime and violence prevention program. This will ensure that it does not become bogged down in bureaucracy or in turf battles.**

### Options of where to locate strategy

Location	Line function	Support function	Strategic function
	(Public safety, protection services, community safety, metro police)	(Planning, urban strategy units)	(Office of the CEO, city manager or mayor)
Factor	Strengths + Weaknesses -	Strengths + Weaknesses -	Strengths + Weaknesses -
<b>Degree to which local governments can implement the full range of crime and violence prevention activities</b>	<ul style="list-style-type: none"> <li>+ Links to a 'safety' line function are good for municipal/community policing and law enforcement.</li> <li>+ Officials' networks with policing structures will be well developed.</li> <li>- Other activities may be marginalized.</li> <li>- If officials of this department relate to the enforcement approach, much reorientation will be needed to broaden their vision of crime and violence prevention.</li> <li>- Success depends to a greater extent on the commitment of the departmental head to issues beyond enforcement.</li> <li>- If this commitment exists the department head will need considerable influence to encourage prevention work in other departments.</li> </ul>	<ul style="list-style-type: none"> <li>+ Can be useful as this is usually the level where processes such as Integrated Development Plans, spatial planning frameworks, economic development plans and community consultation processes are constructed.</li> <li>+ Useful for influencing and assisting different departments in developing their crime and violence prevention capacity.</li> <li>+ Officials probably have better networks and experience of working with non-policing partners than officials in 'safety' departments.</li> <li>+ External coordination may be easier.</li> </ul>	<ul style="list-style-type: none"> <li>+ Elevates the importance of crime and violence prevention and provides high level leadership</li> <li>+ Easier to provide direction to a range of different departments.</li> <li>+ Good for projects that cut across traditional enforcement functions, as well as other local government functions.</li> <li>+ Better for interacting and negotiating with external partners.</li> <li>- Competition with other strategic priorities such as sustainable development, poverty alleviation, local economic development etc.</li> <li>- The council may want to minimize activities that are coordinated at a strategic level (antagonistic to mayoral office).</li> </ul>
<b>Ability to get resources and sustain activities</b>	<ul style="list-style-type: none"> <li>+ Direct access to a local authority budget and an entry point to lobby for increased provisions in future.</li> <li>+ Increased sustainability, as getting funds depends less on changes in political or strategic commitment to crime and violence reduction.</li> </ul>	<ul style="list-style-type: none"> <li>+ Easier to fund processes like drawing up development plans.</li> <li>- Cannot ensure that other departments allocate funds within their line budgets for crime and violence prevention</li> </ul>	<ul style="list-style-type: none"> <li>+ Can develop separate line department budgets by directive.</li> <li>+ Can create additional discretionary budgets for crime-prevention work.</li> <li>- Sustainability more dependent on the electoral cycle.</li> </ul>

Crime prevention could be located in one of the following: Line function; support function; or strategic function. See table above for the strengths and weaknesses of these various options.

**Elements of each model can be used in deciding where to situate a crime prevention office. For example, it could be linked to the senior strategic function and to a 'safety' line function. If crime and violence prevention is a strategic priority of local government, a system can be developed that gives higher priority to components of a departmental budget that meet crime and violence prevention aims.**

### **Is crime and violence prevention a metropolitan or municipal function?**

It is important to tackle crime across a whole metropolitan area. This means that coordination is best situated at a metropolitan level. Where a metropolitan area comprises more than one municipality, the municipalities can still carry out programs and provide infrastructure and resources to the broader crime and violence prevention strategy.

### **Resourcing and financing your strategy**

**Funding and the availability of finance are crucial to the success of the strategy. From the start of the program it is essential to consider how to raise these finances and what items to budget for. Many good projects fail because of poor project management. An essential cost will be that of project management. The costs of the planning phase will also need to be considered, as well as what the monitoring and evaluation will cost after the projects are in progress and when they have been completed.**

The following six items are likely to require financing and are dealt with separately.

#### **1. Crime and violence prevention coordinator**

Having a dedicated coordinator is critical. To follow all the steps in this manual will take some time. You will need at least one coordinator and one or more assistant coordinators.

The primary functions of the coordinator would be to

- Set up partnerships
- Interact with partners
- Assist local government departments and other departments to
  - undertake the crime audit and strategy development process
  - design and develop projects and programs



- drive functional planning process across different local government departments
- advise on local government crime and violence reduction strategies
- maintain a reporting system
- mentor project leaders

What you will need to look for in a coordinator:

- Established networks
- Knowledge of working in partnerships
- Project management skills
- Knowledge of local government
- Knowledge of crime and violence prevention
- Political skills

## **2. Secretarial and administrative support**

You will need this, especially if local government is active in coordinating a local crime prevention partnership.

## **3. The costs of project management**

It is important to have project management support. This is particularly necessary if you are implementing programs that cut across a number of line departments in local government.

It is unlikely that the coordinator will be able to manage projects and fulfill all his or her other functions. You could subcontract project management for specific projects. This means that project management need not be a fixed cost, but could be a variable cost in relation to individual projects.

## **4. The costs of conducting the analyses**

See chapter 7 for details on how to and why there's a need to conduct a crime audit and socio-economic and physical analyses of the local government area. Funding to carry out these activities will be required.

## **4. Implementing the actual crime and violence prevention projects**

Some crime and violence prevention activities can be funded through existing local government departmental budgets. Additional resources will be needed for projects

that do not fall within the functions of departments. The balance of programs that can be funded through existing budgets and those that need additional resources depends on the results of your strategy development process. (see chapter 8). During this process, partners will decide what needs to be done.

## 6. Monitoring and evaluation assistance of your strategy

It is essential that you consider the financing of this stage of your project at the start and therefore include this item when you draw up your budget requirements. See chapter 10 for further information.

### Possible sources of finance

Crime prevention activities that overlap existing local government functions can be funded by local government. Those that depend on external partners will have to look beyond the public sector for financial assistance. This fundraising might be an ongoing activity and can occupy a major portion of a skilled fundraiser's time, or it could become part of the project coordinator's/manager's job. The advantages of different funding options are shown in the table below.

<b>Advantages of different funding options</b>			
<b>Items to be funded</b>	<b>Local Government</b>	<b>External funding</b>	<b>In-kind support</b>
<b>Project coordinator</b>	<b>Preferred option:</b> this post should be established by the local government.	Local business, state/provincial or national government, or donor agency.	Fixed term secondment from local business sector
<b>Analysis of crime in your area</b>	<b>Preferred option:</b> The local government can show commitment by investing in initial research. Existing budget allocations within the local government budget could be the source.	Local business, state/provincial or national government, or donor agency.	
<b>Projects</b>	Some projects might require a redirecting of existing budgets and allocations with the local government. It is possible that no additional costs will be required for some projects	Some crime and violence prevention projects might need additional funding from outside sources.	Some activities could be undertaken by community members and could be classified as 'in-kind' support from local businesses.
<b>Monitoring and evaluation</b>	<b>Preferred option:</b> Shows commitment from the driving agency (the local government). This commitment can gear extra funds (for projects) from external sources. Monitoring should be seen as a management function.	This item can be viewed as a separate phase but a proposal will need to be developed at the planning phase of developing the strategy.	Local business might assist with developing a monitoring system.

Experience shows that raising funds from local business although time consuming, is possible --especially if projects are based around a specific issue. For example, pharmaceutical companies can be approached to fund projects to counter violence against women. Similarly, donors in a specific geographic area could be approached for funds - for example a mining or oil company active in that particular area. Local business might also be more interested if they gained some mileage from a donation - for example, sponsorship of sports fields in poor neighborhoods or publicity for sponsoring a victim support center.

**Example: Centro de Atención y Prevención de la Violencia Intrafamiliar, Santiago, Chile**

The first municipal center for women victims of domestic violence in Chile. It is a branch of the National Women Service (Servicio Nacional de la Mujer, SERNAM) a government service created in 1991. The center developed a series of interventions through therapeutic, legal and social services, focusing on women experiencing domestic violence. Since 1993 the center also works with male aggressors.

**Objectives:** Promote preventive activities against intra-family violence in the community, a. o. through dissemination of information and sensitization to the issue and the creation of networks.

**Activities and achievements:**

- Launch of information and sensitization campaigns on intra-family violence
- Provision of support and assistance to other institutions and organizations working on the issue of intra-family violence
- Training of social workers, social agents in preventing and assisting victims of intra-family violence
- Offer integral and interdisciplinary assistance (psychological, legal, social) to women victims of domestic violence as well as programs for violent men.
- 

**Outcomes, Impacts:**

- The center has helped 7,400 women, men, and children, and receives approximately 650 new cases every year.
- The male aggressors program represents 25 % of all cases.
- In total, women and children represent nearly 75 % of the total cases.

Interestingly, the center reports that their male aggressor programs receives more attention than the ones aimed at women and children.

SOURCE: Boletín de la Red de Alcaldes Contra la Violencia - Programa de Prevención de la Violencia, Banco Interamericano de Desarrollo - División de Desarrollo Social, Número 2, Abril 2000

## **4. Partnerships: The key to structuring crime and violence prevention**

Crime and violence are the product of many different factors. All organizations that can influence these factors must take part in projects to make a community safe. Because these organizations all have different perspectives and skills, their crime and violence prevention activities need to be formalized and coordinated. Partnerships are the key to making such multi-agency approaches work.

### **What is a partnership?**

The nature of partnerships and their role in preventing crime are often misunderstood. Before you think about setting one up, clarify what is meant by 'partnership'. Partnerships are a way of using the resources and skills in a community in such a way that all partners benefit and crime and violence are reduced.

Partnerships against crime and violence make the most of the benefits that different actors bring to crime and violence prevention. This is done in a way that supports all those concerned. By taking into account both the strengths and weaknesses of the public, commercial, private, and non-governmental sectors, their strengths can be developed to help to prevent crime and violence. At the same time, their potential inefficiency caused by their weaknesses can be minimized.<sup>3</sup>

**Partnerships are not a short cut to community involvement. You will still need to put a lot of effort into:**

- Getting all relevant groups to participate;
- Consulting with your community;
- Setting up structures to engage local people;
- Balancing the competing interests of powerful groups; and
- Responding to groups who may feel excluded.

### **The key challenge for crime and violence prevention partnerships**

Compare a crime and violence prevention partnership to one in the field of housing. Housing is a core competency of various levels of government. It is also an important issue for local government and a vital sectoral interest for the private sector. But, in the case of community safety - in most locations - no government

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<sup>3</sup> CSIR/ISS; UN-Habitat Safer Cities.

department other than the police has crime and violence prevention as its main function. This means that crime and violence are usually a peripheral concern for all agencies, and a truly core activity for none (other than the police).

### **Who should set up partnerships?**

No specific agency is responsible for setting up crime prevention partnerships, but responsibility is shared. The lead agency could be local government, the mayor's office, local councilors, the police, or other community organizations.

### **Two principles should guide you**

- Demand is key: if other levels of government are slow to take up the challenge and a local government is actively driving crime and violence prevention, the local government should coordinate the partnership itself. Communities, business, and local government have initiated partnerships throughout the world.
- A well-thought-through partnership is more important than who initiates it.

### **Who should the partners be?**

There are vital members of any partnership. If any of these are missing, a critical part of crime and violence prevention information, resources and action will be missing. They are the:

- The police services (in many countries there are various different services that need to cooperate to be effective partners).
- Local government and state/provincial departments of Safety and/or Security.
- Government departments; particularly Ministry of Justice, correctional/penal services (but also consider Welfare, Health, and Education).
- Local/community police.
- Civil Society.
- Business.

Remember to involve non-government people from your area. Your community must be a member of the partnership so that those who are most affected by crime make contact and share ideas with those who are managing the project.

#### **Example of a partnership: DESEPAZ Cali**

In the case of DESEPAZ, Cali, Colombia, a permanent working group, the Municipal Council of Public Safety, was made up of: the mayor, representatives of the Metropolitan Police Force, the District Attorney's Office, the Forensic Medicine Institute, the municipal government, and the municipal departments of traffic and public health.

## **Representivity**

A more difficult question is who should represent these different players. Should you involve church and women's groups? If so, which ones? Will you need assistance from the police at national, provincial/state, area, or station level? Which units from these services? Representation can become a sensitive issue. Here are some suggestions:

- Make it clear at the outset that not all stakeholders can be accommodated and don't raise expectations that the partnership will be the vehicle for participation.
- Start a partnership with the most important and committed members.
- Consider creating a two-tier structure that includes general and executive members.
- Select members in relation to their influence, leadership and links to stakeholders who are not partners.
- Select partners according to the level at which partnership operates.

## **What is the role of a partnership?**

**A partnership must agree on its roles and responsibilities. These can evolve with time as working relationships develop and cooperation becomes easier. Partnerships can be built around specific crime problems as well as specific solutions. They can also organize around specific issues.**

## **What a partnership MUST and CAN do**

- Share information about crime and violence and how to reduce it. This means identifying information gaps and lobbying for research to fill them
- Coordinate crime and violence prevention activities.
- Lobby other institutions to get involved in preventing crime and violence. This can include putting pressure on institutions that are not fulfilling their potential to reduce crime.

The following are essential:

- Joint setting of priorities.
- Joint planning and action. Without agreement on joint priorities, partners can still deliver projects together but this will be in an ad hoc manner.
- Joint resourcing. Each organization can fund its own activities within the partnership, or funds can be raised jointly for collaborative projects.

## How do you manage the partnership?

To work effectively, a partnership must agree on:

- how to set joint priorities;
- what to do to implement them;
- who does what, and by when; and
- how the coordination will be managed

## Who provides the leadership and coordination?

The question of who leads the partnership can be controversial. If this is a problem, it may be useful to rotate the chairperson and the responsibility for organizing meetings. The leader of the partnership should have:

- a good understanding and vision of crime and violence prevention;
- the ability to arbitrate and stimulate agreement and consensus;
- political skills; and
- access to decision makers and resources.

If resources are available, a small secretariat can administer the partnership's business. An existing local government department can, for example, provide this service. It may be useful to employ a coordinator for managing the affairs of the partnership and fulfilling the responsibilities that arise between meetings.

### **The importance of a strong leader**

Experience from many countries has shown that there needs to be real *commitment and leadership* from someone at a high level who takes *responsibility* for putting the issues of crime and violence on the policy agenda. This has often been the mayor, Chief Executive or another key person at the local government level. (International Centre for the Prevention of Crime, 2000.)

## At what level should a partnership operate?

There are no hard and fast rules about this. Ideally, the level of the partnership should be determined by the type of crime/violence problem. However, it is not only the crime/violence type or the area that determines the type of partnership; there are also benefits in organizing partnerships around issues like the reduction of violence against women. The main levels are:

- (national)/state/provincial

- metropolitan
- municipal
- neighborhood

### Benefits and limitations of different partnerships

<b>Table?: Neighborhood partnerships</b>	
<b>Strengths</b>	Most responsive to local needs Involve partners that might otherwise be excluded Maximize participation Often fall within police station area Can assist with project implementation
<b>Weaknesses</b>	Poor access to local and state/provincial government Limited power and access to resources Require extra effort to get decision-makers' support Few full-time dedicated personnel available Hard to influence different state/national police services

<b>Table ?: Municipal or metropolitan partnerships</b>	
<b>Strengths</b>	Crime prevention can be aligned with local government delivery and planning Can organize delivery of projects at local level Have information on what local needs are, via elected representatives Have access to local political processes Have access to decision makers Can align projects with a manageable number of policing areas
<b>Weaknesses</b>	Links to state/provincial departments and decision makers can be weak Ability on the agenda of the police services can be difficult Access to state/provincial political process is less easy

<b>Table ?: Provincial/State partnerships</b>	
<b>Strengths</b>	Have access to state/provincial departments Have access to state/provincial police structure
<b>Weaknesses</b>	Limited access to local political processes Limited access to local government delivery Selection of projects might not reflect priorities of affected local community

### Structure of partnerships

Partnerships can operate formally and informally. Experience has shown that both can be successful but that the formal structures are more sustainable. Partnerships can become formal over time as roles and responsibilities become clearer.



## **Informal partnerships**

These are loose networks of interested and affected parties and organizations that meet periodically and often at short notice. They can respond easily to changes and demands. They also lessen tensions between partners about leadership and roles. On the other hand, they depend on individuals to function, and could suffer if key people leave.

## **Formal structured partnerships**

These might include

- a designated crime prevention group (which could be created through a local government resolution); and
- individuals who formally represent an agency or group.

## **To whom are partners accountable?**

Partners should be accountable to one another and to the political and democratic process. Government departments, the police services and local government are accountable to political structures.

Partnerships need to interact with and consult political structures to make sure that there is consensus on decisions that are taken. There will be times when a partnership disagrees with a particular political structure or position. In such a case the partnership could actively lobby the political structure.

**Example: Viva Rio, Rio de Janeiro, Brazil.**

## **5. Communication and Community Participation.**

Communication and community participation are essential elements for the successful development, planning, implementation, and monitoring of your crime and violence prevention strategy.

### **Communication**

Critical to the success of your strategy is an effective communication program. This provides publicity to promote the aims of the crime prevention strategy as well as being an information channel to the public about the successes of the different projects that in turn encourage further participation by the community.

**The need to keep all stakeholders informed of progress can not be overemphasized. Ongoing feedback should be provided at regular intervals. This can be done through meetings, the media (including community radio stations), publications, etc.**

A communication strategy that deals with all aspects of communication, including the media, public meetings, functions, posters, pamphlets, etc., should be developed from the start. Trained communication experts should form part of the team or be consulted from the time when you begin to consider your crime and violence prevention strategy. This will have time and cost implications, which will have to be taken into account when you prepare the budget.

### **Community participation**

To involve the community in all the aspects of developing and implementing your crime and violence prevention strategy is vitally important. Community participation is not simply one of the steps in the process that has to be completed before you move on to the next step. It is an integral part of the entire process as it should be the underlying approach that governs all aspects from inception right through to implementation and monitoring of the different projects that make up your strategy.

**Do not confuse community participation with consultation. Real participation means that people are actively involved in making decisions about the planning and implementation of the processes, programs and projects that affect them.**

Often, community participation is seen as a time-consuming 'necessary evil' that consists of the consultation of all stakeholders, so that everyone is kept happy. If this is the attitude, it will certainly be a waste of time and money. Community participation involves far more than consultation. It implies the active involvement

of the actual beneficiaries as partners, and not just getting their opinions and feedback on the strategy.

**When community participation ensures that people are equal and active partners in the decision-making process, they will have a better understanding of the issues and difficulties associated with their particular problem or need. They will also share the responsibility to develop practical solutions to the issues raised.**

**Community participation is an important and valuable tool to assist in the process of changing perceptions, empowering people and developing a common understanding.**

It is important that all stakeholders are invited to participate in the process, especially those who are directly affected. This could include NGOs, churches, schools, businesses, trade unions, civic organizations, sports groups, community police, community-based organizations, residents' associations, informal trading associations, etc. The elected local counselor should always be included in the process, but this elected official should not be expected to act as the sole representative of the different groups within his/her district.

Community participation is a complex concept. This guide's intention is not to describe in detail all the aspects of community participation as it is aimed at examining the process of preventing crime and violence. It is extremely important, though, to have a clear understanding of what community participation entails and how it can be effectively utilized for the benefit of all those involved. Numerous publications on the topic are available and it is suggested that further information be gathered through such publications, as well by consulting a community participation expert. For more on tools and methodology for community assessments and consultations see for example: [www.worldbank.org](http://www.worldbank.org) LAC Region: Civil Society homepage. Included on the website is a methodology guide in Spanish.

**The benefits of spending time and money on participatory processes should not be underestimated - these could mean the difference between success and failure. It is worth getting assistance from experts on participation to ensure that the process is run effectively. Remember to take the time and cost implications of this into account during the planning and budgeting phase.**

**Example: Medellin: Neighborhood Committees for Coexistence, Colombia**

**Background information:** Like many Colombian cities, Medellin has suffered high levels of communal violence particularly among young men between the ages of 18 and 25. Indeed, as with Colombia overall, violence has been the leading cause of death in Medellin for the last 15 years and around 200 armed groups have been identified, the vast majority of them engaged in delinquency. Armed militia - though represented in the count - make up only a small portion.

**Example:** Medellin: Neighborhood Committees for Coexistence, Colombia

**Objectives:** To confront the problem the city proposed a two pronged strategy. On a wider level community mobilization to plan, coordinate, manage and follow-up on a framework for peace promotion through the creation of the Neighborhood Committees for Coexistence (NCCs). On a narrower level, direct attention to the incidence of violence and those affected would entail educational efforts, response services and clear policies for the rehabilitation of offenders [all at the municipal level]. The main community challenges to effective action included a lack of leadership; the negative influence of armed conflict on youth; lack of an integrated qualified formation of state [and other relevant] institutions; weak or incipient organization and participation on the part of community members; and the ease with which arms and drugs can be acquired. Factors that influence the level of violence and also need to be addressed include alcoholism, prostitution and unsupported single parenting.

**Activities and achievements:**

The project is enshrined in several cross-sectoral structures: Human Formation, the NCCs, the network of NCCs, the Center for Conflict Mediation and Resolution and a program of support for small productive units.

- The human formation is made up of over 300 people from 40 neighborhoods including social promoters and inspectors (see below) for the purposes of forming leaders to spearhead efforts in each neighborhood. It is formed through capacity building workshops, conferences and panels.
- The structure of NCCs consists of a community leader, an inspector (a liaison between the community and the government agencies), a social promoter (providing a link between the municipal projects and the community), a priest (providing spiritual and morality support) and community NGOs with a track record of working in community development. Main goals include:
  - Collective creation of two manuals for action: one to combat domestic violence and the other to improve community relations. These accords are meant to serve as blue prints for the NCC to analyse and intervene in cases of conflict.
  - Promotion of sporting and cultural events as forums to encourage coexistence and disarm youth.
  - Creation of Communal Coexistence Zones to promote healthy relations among community members.
  - Sensitization and motivation of community to participate in the process
  - Promote healthy values in children and engage and sensitize violent actors to cease hostilities and respect their communities.
- The NCC network, composed of a representative from each NCC, facilitates exchange of experiences and other information, proposes the direction NCCs should take, systematizes decision making, and coordinates activities among communities.
- The Center for Conflict Mediation and Resolution is charged with engaging and mediating with armed groups. Some of the key activities include establishing contacts, field engagement and reconciliation, creation of a mediation manual and study workshops. It is also in charge of a disarmament campaign and youth outreach.
- Support of small productive units is meant to be away to optimize resource allocation among the neighborhoods and provide resources to those communities engaged in worthwhile activities and in need of funding.

**Outcomes, impacts:**

Currently not available.

## **6. The four stages of planning and implementing a crime prevention strategy.**

Successful crime prevention programs are based on simple solutions that target a few problems. The key is planning. Approach your community's problems systematically: find out what the main problems in your area are, develop programs that address specific needs, and evaluate these to make sure that they are working.

### **Stages and steps of your strategy**

#### **STAGE 1**

##### **A community safety audit to identify problems and understand your community**

- Step 1: Identify the crime and violence problems in your community by collecting information (from the Police, surveys and the community).
- Step 2: Identify who is already involved in crime and violence prevention activities in your community.
- Step 3: Analyze the social and physical characteristics of your area.
- Step 4: Decide which problems are most important (priority problems).
- Step 5: Analyze these priority problems in your community.

**Product: Clarity regarding the crime and violence problem and organizations/people who are already involved in crime prevention in your area.**

#### **STAGE 2**

##### **Developing a Strategy**

- Step 6: Select and group the priority problems into focus areas.
- Step 7: Identify and approach possible partners in your area to assist in reducing crime and violence.
- Step 8: Identify possible solutions.
- Step 9: Select the most suitable programs (solutions) and refine them.
- Step 10: Obtain support for the programs you select.

**Product: A crime and violence prevention strategy.**

### **STAGE 3**

#### **Managing and implementing your strategy.**

- Step 11: Develop project plans to implement your solutions with goals and objectives.
- Step 12: Ensure you have resources for good project management: many good ideas fail because of poor project management.

#### **Product: The ability to implement your strategy.**

### **STAGE 4**

#### **Monitoring and evaluating your strategy.**

- Step 13: Make sure you have planned and budgeted for monitoring and evaluation.
- Step 14: Make sure you have well-defined project objectives.
- Step 15: Identify ways to evaluate the project's performance.
- Step 16: Establish a framework for evaluation and carry it out.

#### **Product: An indication of what works, what does not work, and what could possibly work.**

There are four phases to this problem-solving approach. These are shown as stages in the planning model. Make sure you have covered these four stages when you design and carry out your crime and violence prevention strategy. Each of the stages is discussed in more detail below.

**Program DESEPAZ, Desarrollo, Seguridad y Paz (Development, Security and Peace) in Cali, Colombia.**

**Background information:** From 1983 to 1993, the annual homicide rate in Cali increased by 366 %, from 23 to 90 per 100,000 habitants. Homicides and motor vehicular deaths were the primary causes of deaths in the city. Added to the significant rise in the crime and violence rate was the public perception of violence and insecurity as the most serious problem in the city; so serious that running mayor Rodrigo Guerrero put violence reduction and improvement of public safety as the central issue of his political campaign. On election, DESEPAZ was created, an acronym for the Spanish words Desarrollo (Development), Seguridad (Public Safety) and Paz (Peace).

**Objectives:**

- Strengthen democratic institutions
- Empower the Community
- Assess and address priority needs
- Promote peaceful conflict resolution through a communication strategy resolution

**Activities and achievements:** 6 strategic areas were targeted by the program:

- **Monitoring.** A series of epidemiological studies and opinion polls were conducted in order to fully investigate and study violence, thus facilitating the implementation of strategic solutions.
- **Institutional improvements.** Police forces were improved by ensuring secondary education for all police officers and the precincts were refurbished; Legal services were also ameliorated by creating 10 Mediation Centers, 20 Legal Aid Offices, creating and improving the Family Violence Intake Centers, developing the concept of houses of peace (which would include all these legal services). The judicial system was computerized.
- **Community enhancements.** Several programs aimed at citizens' education for peace, were created : the Community council for governance, where secretaries of the office and the Mayor of the City of Cali met with all the community representatives to talk about the problems that these communities were facing, discuss plans of actions, and revise the accomplishments of previous projects; the Children Friends of Peace, a campaign in which children were asked to bring their gun toys in return for passes to amusement parks; Teaching tolerance and community coexistence between citizens through televised commercials which were broadly accepted and had a positive impact on the public
- **Promoting equity.** The city ameliorated the education programs, the public services, and housing in the at-risk zones.
- **Youth programs.** The city implemented the PARCES program: PARTICipación, CONVIVENCIA, EDUCación, SUPERACIÓN (Participation, Coexistence, Education and Overcoming) which attracted 1400 youths and offered them psychological orientation, support for recreational activities and support in job searches. The mayorship of Cali also created the Youth Houses, which are recreational areas for youngsters; the Intercommunal Olympic games; and the Program "Entering Generation", which is a Youth Organization of Small Businesses.
- **Special Policies.** The implementation of the "semi-dry law", aimed at prohibiting the sale of alcohol after 1:00 a.m. on weekdays and 2:00 a.m. on weekends and holidays; the prohibition of bearing arms on special days; and the traffic accidents prevention program.

**Program DESEPAZ: Outcomes, impacts:**

- Between 1994 and 1998, the number of homicides in Cali reduced by 600 per year.
- Unemployment reached 7 % in 1994 but increased the following years.
- Since 1993, DESEPAZ has been publishing weekly data.
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SOURCES: R. Guerrero, Programa Desarrollo, Seguridad y Paz, DESEPAZ de la Ciudad de Cali, Programas Municipales para la prevención y atención de la violencia. Banco Interamericano de Desarrollo- Prefeitura do Rio de Janeiro, Rio de Janeiro, 29-30 Julio 1999.

[www.prevencionviolencia.org.co/quienes/quienes.html](http://www.prevencionviolencia.org.co/quienes/quienes.html)

R. Guerrero, A. Concha-Eastman, An Epidemiological approach for the prevention of urban violence: The case of Cali, Colombia, Journal of Health & Population in Developing Countries, Vol. 4, No.1, 2000; <http://www.jhpdc.unc.edu/Journal41/rgart.htm> program aimed at strengthening self-regulation of collective and individual behavior by closing the gap between these two types of behavior and the law.

## **7. Stage 1: A Community Safety Audit/Security Diagnostic.**

The first stage of developing your strategy requires research. It is a critical area that can not be bypassed. Ideally, your community safety audit will consist of five steps.

### **Why you need to conduct a community safety audit**

A safety audit helps you focus crime and violence prevention where it is needed most. There are four reasons why you must conduct a safety audit:

- Resources are always limited: and audit helps you identify the most serious problems to ensure you don't waste time, effort and money.
- Different stakeholders in your community will want to focus on different problems: an audit helps to resolve these conflicts by providing factual information on which problems are most serious.
- The efforts of different organizations can be coordinated to avoid duplication and make the best use of available resources.
- Unless you know at the start how much crime and violence has happened and what the nature of the problem is, it will be impossible to assess the impact of your programs later.



Remember that violence is normally the most serious problem, but a lot of it (such as domestic violence, rape, and child and elder abuse) is hidden.

Even if the problems in your area seem obvious, it is worth finding out as much as possible about their extent and nature. Remember that community members whose voices are most loudly heard are not necessarily those who are most affected by crime and violence. You need to identify correctly who is most at risk. Also a good analysis of the problem will be useful when you look for the most effective crime and violence prevention programs. If you understand when, where and how a particular crime or act of violence takes place, it is easier to think of ways to prevent it.

### Who can help you to undertake the audit?

You could get help or advice from:

- Police or other officials in your area who have collected and used statistics on crime and violence and are familiar with the local problems.
- Community groups or NGOs who work on crime, violence and related issues.
- Members of a local university or college.
- National/State/Provincial government might have an agency that may be able to advise or assist you.

Some of the following websites offer various resources that can assist at the different stages of developing the strategy:

<http://www.crime-prevention-intl.org>

<http://www.ncpc.org>

<http://www.who.org>

<http://www.iadb.org>

<http://www.unchs.org/safercities>

<http://www.cdc.gov/ncipchm>

Also see list of resources at the end of the guide.

## **STEP 1: Identify the crime problems in your community by collecting information**

### **What is your community?**

You will need to decide which people to include in the process. The group you choose may coincide with geographical boundaries such as a metropolitan area, municipal boundary, or a particular neighborhood.

In some cases, you may only be concerned with a particular problem and thus include interest groups that are not tied to a geographic area like women, youth, schools, small business, or the elderly.

### **What information will you need?**

To identify problems and to decide which to prioritize, you need certain types of information about crime and violence in your area.

**Detailed information like the profiles of victims and offenders, the way in which crimes are committed, and the involvement of drugs and alcohol, may only become necessary later when you have selected particular problems. It is not necessary to collect all these details about all crime and acts of violence in your area. Nevertheless, a sound knowledge of what information is available and what you might need throughout the planning process is important.**

#### **1. Information about the nature of crime**

**Diversity of crime types:** You will need sources that tell you about all categories of crime and violence.

**Where crime and violence occurs:** Crime and violence patterns are often linked to particular places so your data should be as location-specific as possible.

**Victim/target information:** Factors like race, age, sex, occupation, type and location of home or business, type of stolen property.

**Offender characteristics:** Factors like age, race, sex, distances traveled to commit the crime /act of violence, previous criminal history and probable motivation for committing the crime. This information is hard to find because many offenders are not caught. You can, however make educated guesses.

**Details about how crimes are committed:** This information is useful for trying to prevent crime.

**If your analysis tells you most murders in a local neighborhood are committed by young men and the victims are known to them, the solution will be very**

different than if you found that most murders occurred during the course of car hijackings committed by organized crime groups.

**Involvement of alcohol and drugs:** Many street crimes, as well as violent crimes like assault, rape and child abuse, involve drugs or alcohol. Crime may be committed to obtain drugs, and many crimes are committed while offenders, victims or both are under the influence. In Latin America, many violent crimes have been linked to a high intake of alcohol.

**Example: 'Dry-laws' in Latin America**

The DESEPAZ program in Cali, Colombia, showed that 56 % of all homicides took place on one of the three days of the weekend and that a quarter of these occur on Sunday. Moreover, a disproportionate increase in homicides takes place on special celebrations or holidays such as Christmas, New Years Eve, sports events etc. Based on the above, restrictions on the sale of alcohol in public places were deemed an effective measure in reducing crime, violence and accidents. The 'semi-dry' laws of Cali and the 'carrot' law of Bogota, Colombia, established curfews (between 1 and 2 AM) for the sale of alcohol, and made a significant difference in reducing violence in these cities. (Guerrero, 1999). In recent years, other cities in Latin America have started to experiment with 'dry-laws' in order to prevent violence, for example in Diadema, Brazil.

**2. Information about the amount of crime.**

**When crime occurs:** You need information about how much crime occurs in a given period, such as per year, month, season, day and even time of day. This helps you calculate whether particular crimes are increasing or decreasing. It is always better to work with data over a long period of time: several years, months, days, etc.

**These data also help explain crime: levels of crime and violence often increase on certain days of the weekend, after sport events, and during holiday periods such as in December every year.**

**Crime rates:** Rates are more accurate than numbers if you are comparing areas.

**Impact of crime:** This information is helpful, especially if several types of crime are high in your community and you cannot decide where to start. Remember that crimes with the greatest impact are not necessarily those that occur most often.

**Example**

Murder may occur less frequently but have a more severe impact on victims than car theft. Measures of impact include the number of injuries, loss in financial terms, the ability of people to respond (are victims insured?), and how well the criminal justice system responds. For example, shoplifting generally has a much higher conviction rate than does murder.

## Sources of information

Many different sources provide information about crime and violence. The two main sources of information are the police and the community. The key is to be creative. Talk to people who are affected by crime and violence. The table below shows that there are many potential sources in your community. The positives and negatives in each case are given as well as an indication of the type of information that each source will provide.

Table ?:	Information about sources of crime and violence	
<b>Police</b>	<p><b>Statistics</b></p> <ul style="list-style-type: none"> <li>National, state/provincial, local figures</li> <li>Local police station</li> </ul>	<p><b>Interviews</b></p> <ul style="list-style-type: none"> <li>Your local station chief(s)</li> <li>Local head(s) of crime prevention</li> <li>Local head(s) of detectives</li> <li>Area chief(s) of police</li> </ul>
<b>Your community</b>	<p><b>Victim Surveys</b></p> <p>Tell you about the</p> <ul style="list-style-type: none"> <li>Extent of the crime</li> <li>Most serious crimes</li> <li>Degree of fear of crime</li> <li>Community concerns, etc.</li> </ul>	<p><b>Other Community Sources</b></p> <ul style="list-style-type: none"> <li>Interviews with key people</li> <li>Group interviews/focus groups</li> <li>Agencies, institutions, business, NGOs, local government departments, private security firms, hospitals, schools, etc.</li> <li>Newspaper, radio and TV reports.</li> </ul>

### 1. Police Statistics

The police can be a good source of information about crime, although in many locations, people are skeptical about the accuracy of police figures. There are several reasons why police records should be used, despite this source's limitations.

#### Police records are useful because they

- Record all reported crime;
- Record crime across your whole area and not just some parts of it; and
- Are a good source of information over time – you need a consistent source with which to assess the impact of your strategy after one or more years.

#### Police records are limited because

- Only reported information is recorded: statistics on sexual violence, petty crimes like mugging, crimes against children, fraud, corruption and drug-related crimes are less certain.
- Statistics at neighborhood or street level are not always accurate and are hard to get hold of; and
- Details about crimes (such as how crimes are committed, whether weapons are used, types of injuries, relationship of victim to offender) are often missing.

## 2. Community: victim surveys

**Victim surveys are the most systematic method of gathering information from your community. They not only fill in the gaps in police data, but also tell you what people think about the crime problem and about existing services, like the police. Your community's perceptions are as important as how much crime happens - community consultation is a vital step in the planning process. People's ideas about local crime and violence problems often differ from what the official statistics suggest.**

### **Victim surveys are useful because they**

- cover all crime, including what is not reported to the police;
- provide information to help assess the risk from crime;
- provide data on the fear of crime: fear can have negative consequences for your community and, because it does not always match actual crime and violence levels, people need to be asked why they fear and what they fear, so that something can be done; and
- show what the public thinks about the police, victim support agencies, private security, etc., and how these services could be improved.

### **Victim surveys are limited because**

- they can be expensive and time-consuming;
- women are often reluctant to talk about sexual or domestic violence;
- they may not provide data on crimes against children (usually only people over 18 years of age are interviewed); and
- they usually do not provide information about offenders (although you can ask about this when you design the survey).

#### ***Safer Cities Tools***

The UN Habitat Safer Cities programme has, in collaboration with its partners in the different projects and through international cooperation developed a set of tools. These include assessment tools, crime prevention planning tools, implementation tools, and institutionalization tools. For more information go to: <http://www.unchsh.org/safercities/tools>

### 3. Other sources in your community

Using other sources is necessary because police statistics and victim surveys have their limitations. Information about your community as well as the views of its people can be gathered in several ways. This process often encourages community participation and cooperation because people feel part of the process.

#### You could get good information about crime and violence from

- Municipal departments housing, utility companies, or schools
- Shops and small businesses
- Insurance companies
- Private security companies and banks
- Hospitals, clinics, social workers and doctors
- Victim support agencies like those specializing in domestic violence
- Prisons
- Women's organizations, youth groups, street children organizations
- Civic organizations
- Trade unions.

Most information gathered from these sources will not be in the form of numbers, but will come from **interviews** and, **meetings**, or **group discussions**.

- **Interviews with key people:** These could include local leaders of political parties; women's groups; church groups and leaders; non-governmental organizations working on related issues; victim support agencies; legal resource centers; school heads or counselors; social workers; police chiefs in your area and heads of local crime prevention units; magistrates; judges; prosecutors; neighborhood watch members; taxi drivers; informal traders; trade union and civic leaders.
- **Group meetings:** If your community is a small town or neighborhood you can arrange meetings with residents or community organizations to discuss community problems. Unlike formal surveys, the views presented will not represent the whole community, but you may get more detailed information. You can organize general community meetings or meetings with specific groups like women, or taxi drivers.

### **STEP 2: Identify who is already involved in crime and violence prevention activities in your community**

An important part of the community safety audit is finding out which agencies and organizations are already involved in crime and violence prevention activities.

### The benefits of this step are the following

- Making the coordination of activities in your area easier;
- Avoiding the duplication of programs;
- Identifying the gaps in service delivery: for example, an audit might show a lack of shelters for victims of domestic violence;
- Maximizing scarce resources, skills, and capacity by teaming up with existing initiatives; and
- The time you spend meeting with these organizations can be used to tell them about the strategy. Community consultation also helps encourage participation. People are more likely to get involved in programs that meet their needs because their views have been considered.

## STEP 3: Analyze the physical and social characteristics of your community

You will need to gather information about the physical and social features of your area. This will help you analyze and understand the causes of crime and violence. It will also help you to devise crime and violence prevention programs that take into account the characteristics of your community and its physical environment.

### Physical characteristics

This information will be useful for designing situational crime prevention projects. Some of these are known as 'crime prevention through environmental design' (CPTED)<sup>4</sup> or 'place-specific crime prevention'. Projects like this should be implemented alongside social and law enforcement projects that target a specific crime problem in your area. Some of the main physical characteristics are listed below.

- **Population density:** This may contribute to crime if people are living in very over-crowded conditions.
- **Layout and housing type:** Factors like zoning for allocating land for specific uses, layout of neighborhoods, the type of housing and the size of plots can encourage criminality. Improvised dwellings in informal settlements are often easier to break into and harder to secure with burglar bars or door locks. Large plots or smallholdings reduce the number of pedestrians using the streets, making for fewer 'eyes on the street'. The public areas of some

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<sup>4</sup> For a very good step-by-step guide on CPTED, see the companion manual developed by the Government of South Africa 'Environmental Design for Safer Communities in South Africa'. <http://www.csir.co.za>

- and multi -floor buildings are unsafe, with dark and long corridors and stairways that offer refuge to potential criminals.
- **Image and infrastructure:** Graffiti, garbage, broken windows and neglected yards create the impression that an area is unsafe and may mean that residents will be less interested in improving the area where they live. Also note which parts of your community are electrified and have infrastructure and services. Poor street lighting encourages criminality and a lack of infrastructure and services makes people vulnerable to crime.
  - **Transport routes:** The layout and nature of roads and railway lines can provide opportunities for crime and hinder crime prevention efforts. Highways bring non-resident traffic and provide easy routes for criminals to enter and escape from an area.
  - **Vacant land:** Large areas of vacant or underdeveloped land are often poorly maintained spaces and provide opportunities for committing crime, render people walking in these areas vulnerable to attack and make police patrols more difficult.
  - **Commercial and industrial facilities:** Certain types of business may attract or facilitate crime. For example, a concentration of pawnshops may provide an easy way to sell stolen goods shortly after committing a crime.

### **Situational Crime Prevention; CPTED - Crime Prevention Through Environmental Design**

The notion that the physical environment can either increase or reduce opportunities for crime is not new. Internationally it has been studied extensively over a number of decades. There is a general consensus that if the environment is planned, designed and managed appropriately, certain types of crimes can be reduced. Environmental design has formed an integral part of many crime prevention initiatives in countries such as the U.K., U.S.A., Canada, the Netherlands, Australia, and South Africa.

The environment can play a significant role in influencing perceptions of safety. Certain environments can impart a feeling safety, whilst others can induce fear, even in areas where levels of crime are not high. In this regard, planning and design measures can be utilized very successfully to enhance feelings of safety in areas where people feel vulnerable.

Despite the many benefits of situational crime prevention, its limits should be acknowledged. It can only be implemented to address particular types of crime in particular locations. In many instances, environmental design interventions are much more effective if linked to other crime prevention measures.

Source and further information: Designing Safer Places: A Manual for Crime Prevention through Planning and Design, CSIR, 2001. Pretoria, South Africa; [www.csir.co.za](http://www.csir.co.za)



Social characteristics are important because crime and its prevention is about people. Each person in your community will be able to relate to crime – whether as a victim or potential victim, someone who fears crime, an offender or potential offender, or a participant in prevention activities. Important social factors are:

- **Age:** This can be an important factor in understanding and anticipating crime levels in your area. Changes in crime levels in countries like the United States have been linked to the number of people between the ages of 15 and 24 – the age of most offenders.
- **Gender:** Women are vulnerable to certain types of crime, such as domestic violence and sexual assault. Young men are most at risk of other violent crimes and are most likely to commit crime.
- **Socio-economic status:** Poverty and unemployment can cause crime and need to be considered in your planning.
- **High levels of inequality:** High levels of crime and violence are often linked to high levels of economic inequality. Many Latin American cities are characterized by rich and poor people living side by side. This is often where crime is highest.
- **Youth activities:** Many types of crimes and violence are committed by young unemployed or unoccupied adults and adolescents. It is important to find out what recreational, sport and social facilities exist in your area and whether there are any organizations to which young people can belong. You should also investigate the schools in your community and the extent to which they can be involved in crime and violence reduction activities like raising awareness, providing after-care facilities, staying open later, etc.
- **Communication and participation in community activities:** It will be easier to implement crime and violence prevention programs in communities where there is good communication among residents and high levels of participation in local organizations and activities. Initiatives like neighborhood watches and street or block committees are also indicators of people's willingness to participate in crime and violence prevention activities.
- **Security of tenure:** Crime tends to be higher in communities where there is a high degree of change of occupancy of property. Residents who rent may have less interest in securing their communities than do homeowners. Different types of land tenure can affect the ability and inclination of

residents to invest in their houses. Rapid turnover of housing also affects the social cohesion of the community.

### **Sources of information about your community**

Information about the physical characteristics of your area can be obtained from city planners in your local government. Many municipalities have land development plans, urban upgrading plans, or integrated development plans that incorporate planning for land use, transport, infrastructure and the promotion of economic development.

These plans and related documents may provide much of the information needed to analyze the physical nature of your community. You should also get to know your area by visiting and observing relevant places. General Household Surveys, census data, and other statistical sources will also be able to help you with statistics about your area.

### **STEP 4: Decide which problems are most important**

Your crime prevention strategy is likely to succeed only if you focus on a small number of manageable problems. In this part of the planning process you should use the information you collected in Steps 1, 2, and 3 to decide which problems are most serious. You will then be able to target crime prevention programs where they are most needed and where they are most likely to succeed.

<b>For example, how would you select one of the following problems for urgent attention?</b>	
<b>Domestic Violence</b>	Occurs at moderate levels, results in injuries and deaths; poor response from the criminal justice system; low short-term potential for reduction.
<b>Mugging</b>	Occurs at moderate levels causing high levels of fear; results in few injuries although disinvestment from affected areas; moderate reduction potential
<b>Car theft</b>	Occurs at high levels across the community; results in no injuries, few property recoveries are being made; moderate reduction potential.

Setting priorities means you will have to choose. You will probably have to choose between several serious crime or violence problems and between geographical areas in your community.

## 1. The most serious crimes

You will have to choose the most serious crime and/or violence type on the basis of:

- **Volume:** consider how much crime and violence occurs
- **Rate:** consider which problems have the highest rates of occurrence
- **Risk:** consider which problems pose the greatest risk
- **Rate of change:** consider which problems are increasing the fastest
- **Fear and concern:** consider which problems people are most concerned about
- **Impact:** consider which problems will have the greatest impact
- **Reduction potential:** consider which problems will be easiest to prevent.

You might want to list each problem on a large piece of paper and fill in as much information as you have for each of the considerations above. A matrix for setting priorities could look like this:

<b>Table x: Matrix for choosing the most serious crime types*</b>			
<b>Problem Type</b>	<b>Domestic Assault</b>	<b>Residential Burglary</b>	<b>Car hijacking</b>
Size of the problem	Frequency: 6,575 Rate: 1,315/100,000 Risk: 1 in 30	Frequency: 10,300 Rate: 2,060/100,000 Risk: 1 in 15	Frequency: 2,775 Rate: 555/100,000 Risk: 1 in 60
Rate of change	9% increase	2 % increase	7 percent increase
Fear	32 % of respondents	70 % of respondents	56 % of respondents
Injury (impact)	12 deaths 130 serious injuries	6 serious injuries 15 minor injuries	2 deaths 4 serious injuries 8 minor injuries
Loss in \$	Not known	\$ 532,000	\$ 437,882
Criminal Justice System response	22% arrested 42% of arrestees convicted	10 % arrested 30 % of arrestees convicted	10 % arrested 51 % of arrestees convicted
Reduction potential	Low in short term	moderate	moderate

(\* All figures are hypothetical, based on a city with a population of 500,000 and calculated p/a)

## 2: Places in your community that are most affected

The information you collected in steps 1-3 should show which areas are most affected by crime and violence in general. You will also need to identify the places where specific crimes are most likely to occur. If an analysis shows that certain parts of your community are crime/violence prone you might decide to prioritize those areas for intervention.

### **Example: All Female Police Stations, Sao Paulo, Brazil**

**Background information:** In 1983 the State Council on the Status of Women reported that a large number of Brazilian women were victim of violence whilst the offenders escaped sanctions due to ongoing under-reporting and police inaction. This finding led to the creation of police stations run fully by women officers. The project was mostly financed by the state government, but the municipal government of Sao Paulo provided physical plants and personnel. There are now over 100 such 'Delegacia da Mulher' in Sao Paulo and the project has expanded all over Brazil.

**Objective:** Reduce and prevent violence against women by deterring offenders and providing assistance services to victims.

**Activities and achievements:**

- Offer victim assistance by writing official and detailed reports and complaints
- Provide social and psychological services to victimized women
- In some cases, provide women with emergency shelter
- Organize courses/workshops for abusive male partners aimed at making them develop respect for women and their legal right to safety

**Outcomes, impacts:**

- The first women's police station, in Sao Paolo, experienced an increase in the number of reports of violence against women, from 2,000 complaints in 1985 to 7,000 in 1989. (There is often a sharp initial rise in *reported* acts of violence with this kind of initiative, as women feel more comfortable to come forward).
- Rio de Janeiro's police station saw, in the two years following its opening (1987-1989) a decrease by 65 % in the number of reported threats against women and a decrease by 37 % in the number of reported rapes.

SOURCE: INTERNATIONAL CENTER FOR CRIME PREVENTION, 2000

Website: <http://www.crime-prevention-intl.org/english/programs/index.html>

### **3. Victims at high risk, affected by and in fear of crime**

Steps 1-3 should provide profiles of victims of different crime types as well as information about the impact of crime on victims and the community. You may also have access to information about the extent of repeat victimization (whether people are victim of a crime more than once). Also consider which crimes victims tend to fear the most, and why. These details may point to a particular group of victims that could be prioritized by your crime and violence prevention strategy.

#### **Example.**

Research and data throughout Latin America shows that most victims of violent crimes such as murder and assault are poor. They have poor access to victim support, receive less effective service from the police than people in richer neighborhoods, and tend to fear crime in their neighborhood more than those living elsewhere in the city.

#### 4. Categories of people most likely to offend

You will have collected information about who commits crime in your area. This could apply to a range of crime types or to the most serious crimes. Many programs neglect to target offenders. This is a mistake and can reduce the effectiveness of your strategy.

**Example.**

Research and data throughout Latin America and the Caribbean show that young men between the ages of 16 and 30, are most likely to be arrested for committing violent crime. If this is the case in your community, your group may want to develop a program which deters young men from offending. For example, education and awareness programs might be considered, as well as programs that work with ex-offenders

## Step 5: Analyze the problems that you have prioritized in your community

Once you have decided what your community's main problems are you will have to analyze them in detail. Remember to take into account the social and physical characteristics of your community, identified in Step 3 in your analysis. A single crime type can be committed in various ways, in various settings and by different kinds of offenders, on different types of victims. To effectively reduce the crime, you will need programs that respond to these variations. Consider the examples in the following table. This step is important. It helps you to find the right solutions for your community's main problems.

<b>Table ?:</b>		
<b>Variations within crime types</b>		
<b>Factors</b>	<b>Assault type 1: 'domestic violence'</b>	<b>Assault type 2: 'gang violence'</b>
<b>Targets/victims</b>	Women (28 and 45 years), mixed socio-economic background, mixed employment status	Young men (17 and 30 years), poor socio-economic background, unemployed, some under the influence of alcohol or drugs, members of gangs
<b>Offenders</b>	Men (25 and 50 years), spouses, partners, acquaintances of victim, mixed socio-economic background, mixed employment status, many under the influence of alcohol, assault from argument	Young men (17 and 30 years), poor socio-economic background, unemployed, some known to victim, under the influence of alcohol, some members of local gangs
<b>When</b>	Between 17:00 and 8:00, weekends, holiday periods and month-end	Between 18:00 and 2:00, Fridays and Saturdays, and some weekdays
<b>Where</b>	In the home and/or yard of the victim	In bars or on the streets in the victim and offender's neighborhood
<b>How</b>	Fists, various household objects, knives	Guns, knives
<b>Opportunity Factors</b>	Absence of restraining factors like the public, police, neighbors, and increased vulnerability of victims through other factors like economic dependence, etc.	Poor street lighting, little or no police presence, high levels of intimidation mean that victims and witnesses don't report crimes or cooperate with police

If you select 'assault' in your community as a priority, you will need to find out who the victims and offenders are, where and when assaults happen, and what circumstances characterize these offences.

Once you have collected as much information as possible about the problems to target, you should compile a detailed description of them, and how they relate to the social and physical factors in the community.

You will then be in a position to move on to the second stage of the strategy-planning process. In this phase your group will put forward a range of programs most likely to prevent these problems.

**Citizen Culture in Bogota (Cultura Ciudadana en a a Alcaldía de Bogotá), Bogota, Colombia**

**Background information:** Between 1995 and 1997, the City of Bogota invested approximately US \$ 130 million (3,7% of the city's budget) in a multiple action plan on citizen education supported by the several local agencies. This program stemmed from the hypothesis of the possible separation between three systems regulating conduct: law, culture (at the collective level), and morale (i.e. individual conducts).

**Objectives:** Encouraging self-regulation of collective and individual conducts, thus diminishing the breach between individuals and the law.

**Activities and achievements:**

- Created a monthly newsletter with actual information on delinquent activities.
- Implemented the "dry law" (ley zanahoria) prohibiting the sale of alcoholic beverages after 1:00 a.m.
- Launched the voluntary disarmament program in coordination with religious groups/churches.
- Increased the number of Family Violence Intake Centers (Comisaría de Familia) from 6 to 13
- Reinforced, with the help of the police, security fronts grouping neighbors.
- Professionalized the police by specializing 4,750 police officers
- Restricted illegal substances
- Sensitized the public on rules of community living through Citizen or Community days.

**Outcomes, Impacts:**

- The homicide rate decreased from 72 to 51 per one hundred thousand inhabitants.
- One year after the implementation of the program, homicide cases related to alcohol intoxication were reduced by 9,5% and by 26,7% after two years.
- The disarmament campaign gave apparent results, common homicides decreased by 23% to 30% the first three months of the campaign.
- The number of youth injured by drugs during holidays season decreased by one third.

SOURCE: A. Mockus, *"Armonizar Ley, Moral y Cultura"*, Boletín de la Red de Alcaldes Contra la Violencia – Programa de Prevención de la Violencia, Banco Interamericano de Desarrollo – División de Desarrollo Social, Número 1, Enero 2000

## **8: Stage 2: Developing a Strategy.**

After completing Stage 1, several crime and violence problems will have been identified. In Stage 2 programs will be selected to solve these problems and your strategy document will be drawn up. You should follow the next five steps:

- Step 6:** Select and group the priority problems into focus areas.
- Step 7:** Identify and approach possible partners in your area to assist in reducing crime and violence.
- Step 8:** Identify possible solutions.
- Step 9:** Select the most suitable programs (solutions) and refine them.
- Step 10:** Obtain support for the programs you select.

### **Step 6: Develop a range of focus areas**

A focus area describes a particular crime or violence problem or group of problems. In each focus area, several prevention projects may target the problem.

#### **Examples of possible focus areas**

- **Addressing domestic violence**
- **Addressing crime prevention through spatial planning and physical design interventions**
- **Addressing crime and violence problems in a specific location/neighborhood**
- **Developing the capacity of local government officials to implement crime reduction programs**

The process of developing focus areas from your community safety audit is not technical and cannot be prescribed in a manual. Often practical and political considerations in your community will shape the process. Some tips may help you.

#### **Tip 1: Let the community safety audit guide you**

You will constantly need to refer back to the safety audit. It provides objective, factual information. The initial ideas for selecting focus areas must come from the audit and the programs chosen at the end of Stage 2 should relate to the audit.

A good safety audit will not just describe your community's problems. It will also analyze the problems and point to those most in need of action. All role-players taking



part in Stage 2 should be familiar with the results of the audit. The best way of ensuring this is by involving them in the development of the audit itself.

### **How many focus areas should be developed?**

A review of Step 4 of the safety audit, 'decide which problems are most important', will provide a framework for selecting focus areas. It may not be possible (or wise) for your team or partnership to tackle all the problems identified by the community safety audit. But you can start by selecting more, rather than fewer, options because some will be eliminated in Steps 8 and 9.

Your initial selection could include a number of focus areas. Ideally, after narrowing down the options, your strategy should have no more than four focus areas. Trying to do too much may result in:

- a lack of focus
- spreading resources too thinly
- having too much to manage
- working in areas where you lack skills or capacity

## **Step 7: Identify potential local partners**

Meeting with local groups can help you begin to identify possible partners to involve in your crime and violence prevention plan. Bringing local stakeholders together allows you to understand what their concerns are and what skills they can bring to the table. It is essential that this process commence at an early stage of designing your strategy. Communicating and establishing relations with likely partners can help to:

- **create publicity around the strategy**
- **broaden the forum to include a bigger range of interest groups**
- **allow the strategy to reflect the views of the fullest range of interest groups.**
- **review debate around the main crime and violence problems**
- **ensure support for the strategy**
- **identify who can help**
- **identify gaps in the strategy**
- **allow for a participatory approach and formalize this process**

See the chapter on partnerships for further information and examples of the different types of partnerships that have been successfully developed.

## Step 8: Identify possible solutions

Before reducing the number of focus areas, you will need to decide on the level of the intervention, the types of solutions needed and who the target groups might be for each solutions. Focusing not only on problems but also on solutions helps planners to be practical.

### **Car theft: an example of how to match problems and solutions**

Car theft is a major problem in many Latin American cities. For these offenses to take place there needs to be a supply of cars to steal. This requires a motivated offender and an opportunity to steal. There will also be a demand for stolen cars, either by the public or by organized crime syndicates who export stolen vehicles or 'chop-shop' owners who dismantle cars to sell as parts.

To tackle this problem, potential solutions include:

- Improving systems at police and licensing departments to limit the issuing of false certificates and license plates and to make corruption more difficult
- Harsher sentences for corrupt licensing and police officials
- Improving physical security in cars
- Improving surveillance of 'hot-spot' areas
- Improving rapid response to hijacking incidents
- Tightening border patrol
- Harsher sentences for people convicted of car theft and buying stolen cars
- Improving intelligence and investigative capacity to uncover organized crime
- Implementing closure programs of unlicensed scrap yards and 'chop-shops'
- Improving educational opportunities for youth

### **Determine the level of intervention**

You must decide who can help deal with the problems described in the focus areas that you have selected. Crime and violence prevention programs can operate at national, provincial, city, town or neighborhood level. The level you choose will

depend on the nature of your community's problem and the time and resources that are available.

Home burglaries, for example, could be reduced through several strategies, like changing building codes, forming Neighborhood Watch committees, using more burglar proofing and alarm systems, improving educational opportunities for young men, and increasing police patrols.

### **Use information on good and bad practice to plan solutions**

Consult other practitioners and review examples of other programs and projects. The more ideas you can generate at this stage the greater the likelihood that the approaches you select will succeed. Thorough research into various options will also help later in the assessment of whether the programs have been effective.

**Various websites have good practice examples in crime and violence prevention, see for example:**

International Centre for the Prevention of Violence (ICPC). 1999. "100 Crime Prevention Programs to Inspire Action Across the World". Montreal, Canada.

<http://www.crime-prevention-intl.org>

National Crime Prevention Council. 1995. *350 Tested Strategies to Prevent Crime: A Resource Guide for Municipal Agencies and Community Groups*. Washington, DC.

Visit: [www.ncpc.org/5use.htm](http://www.ncpc.org/5use.htm) or [store.yahoo.com/mcgruff/](http://store.yahoo.com/mcgruff/).

National Crime Prevention Council. 2000. *150 Tested Strategies to Prevent Crimes from small cities, counties, and rural communities*. Washington, DC.

Visit: [www.ncpc.org/5use/htm](http://www.ncpc.org/5use/htm) or [store.yahoo.com/mcgruff/](http://store.yahoo.com/mcgruff/).

### **Tip 2: Consult widely:**

The most difficult part of selecting priorities is knowing that not all alternatives can be chosen. The priorities will not be everyone's first choice but rather a mix of interests reflecting factual information, organization perspectives, etc. From the outset you should explain this to all participants. Consultation is critical. It enables people to raise concerns, express interests, generate ideas and, most importantly, move towards consensus. Failure to consult adequately may result in a strategy that:

- Has little support
- Is in conflict with other initiatives or duplicates other initiatives
- Is badly thought through
- Excludes vital problems or target groups
- Ignores existing experience, capacity and skills

**Example: Johannesburg**

## Identify target groups

When you have chosen possible programs to solve the problems described in the focus areas, it is important that target groups for each intervention are identified. These might include victims or crime targets (like vehicles), offenders or a particular place in your community that needs attention. In the case of programs aimed at reducing offending, several risk factors can help you select the most appropriate target groups. Risk factors increase the likelihood of crime, violence and criminal behavior. They do not cause crime and violence, but increase the possibility of these being committed.

### Selecting target groups for programs to reduce offending: examples of different risk factors

#### Family factors

- Poor parental supervision
- Antisocial behavior and criminality among parent
- Low family income
- Family conflict
- Abuse of substances

#### School factors

- Absenteeism and lack of commitment to school
- Learning difficulties
- Disruptive behavior or conduct disorders
- Low achievement
- Poor school management and teaching
- Lack of support for children with special needs
- Violence, crime and intimidation at school
- School too big and children feel anonymous

#### Individual characteristics

- Alienation
- Lack of social involvement
- Early involvement in problem behavior (e.g. gang membership, drug and alcohol use)
- Peer involvement in problem behavior
- High proportion of unsupervised time spent with peers

#### Early adulthood factors

- Lack of skills or qualifications
- Unemployment or low income
- Homelessness

#### Community features

- Community disorganization
- Availability of drugs
- Opportunities for crime
- High levels of alcohol consumption
- Availability of firearms

## Step 9: Select the most suitable programs and refine them

Reducing the original selection of focus areas and their potential solutions to a final set of focus areas requires:

- detailed consultation (see Tip 2)
- using decision-making tools (See tip 3)
- building consensus (see Step 10)

You will need to carefully analyze the information about possible solutions when selecting and refining the most suitable programs. Each option needs to be assessed against a range of influencing factors. A matrix like the one below that uses the example of reducing car theft, can assist in decision-making.

<b>Table ?:</b>	<b>Decision-car</b>	<b>making theft</b>	<b>matrix</b>	<b>to select</b>	<b>programs to reduce</b>	
<b>Solution</b>	<b>Existing best practice</b>	<b>Estimated cost</b>	<b>Estimated effectiveness</b>	<b>Other partners' interest</b>	<b>Existence of local capacity</b>	<b>Selected/rejected</b>
<b>Promoting physical security in cars</b>	Yes	Low	Medium	High	Yes	Selected
<b>Punishment of corrupt licensing officials</b>	Yes	Medium	Low	Low	Yes	Rejected
<b>Improving licensing system</b>	Yes	Medium/high	High	Medium	Yes	Selected
<b>Closing unregistered scrap yards</b>	No	Medium	Medium	Medium	Yes	Selected
<b>Improving rapid response to hijacking</b>	Yes	High	Low	High	Yes	Rejected

Focus areas may not always include specific projects and programs. In some cases they may be more general – for example, developing the crime and violence prevention capacity in your community or making the most of a particular organization's ability to reduce crime.

The appendix provides some useful questions that can guide you in selecting programs and projects.

### **Example of a focus area typical of local government**

Most local governments will have a focus area that aims to develop internal crime and violence reduction capacity. This can include the following projects:

- Preventing and investigating corruption within local government
- Developing the crime and violence prevention knowledge skills of officials and politicians through initiatives such as training
- Aligning departmental functions so that they maximize crime and violence prevention within core functions
- Creating facilitating structures, staffing and resourcing for crime prevention
- Developing a community policing strategy

### **Tip 3: Use decision-making tools**

Several factors can assist you in deciding which programs to select. As you will see below, however, these are rarely straightforward questions that give you straightforward answers. Factors can work for or against a particular problem, depending on the context in which they are applied. This means you should carefully analyze all the factors and weigh up the positive and negative results of each choice. Remember to try and keep things simple.

### **Step 10: Obtain support for the programs you select**

Having carefully assessed the possible focus areas and solutions in each case, you should be in a position to report this to your project partners. If you have consulted widely the chances are good that finding consensus will not be too difficult. If you do anticipate problems, or are developing the strategy on behalf of a partnership rather than a single agency, the whole group should be involved in choosing the final programs and their solutions.

If the steps of Stage 2 are carefully followed, the final focus areas and crime and violence prevention programs you choose should:

- be creative solutions that address problems of limited resources and capacity
- be achievable, realistic, measurable
- have the potential to make a significant impact
- add value not duplicate
- tackle the problem at the most suitable level: in a particular area, or by targeting a defined victim or offender group

- have support and the potential to build support
- be sustainable
- satisfy both short and long term objectives
- include solutions that are both efficient and effective

**Tip 4: Suggestions for obtaining support**

- Consult extensively
- Understand organizational interests and motivations
- Find gaps or opportunities to make trade-offs between differing interest
- Find creative mechanisms for combining interests
- For local government, ensure political support and participation throughout the process
- Ensure there is ongoing communication and feedback with all partners
- Go back to the safety audit as your main foundation for decision-making

**Examples of a selection of focus areas and programs for a municipality**

**Focus area 1: Reducing youth related crime and violence**

- Develop evening sports and recreational programs at local schools
- Make schools crime and violence free environments
- Enforce laws relating to under-age drinking and sale of alcohol to minors
- Develop school completion and business development program for at-risk youth
- Keeps schools open later with supervision for pupils
- Train teachers to recognize child abuse
- Develop parenting programs: single-parent support and training opportunities
- Ensure children with learning difficulties continue at school
- Support pre-school activities

**Focus area 2: Reducing domestic violence**

- Develop and run a shelter in a neighboring town and provide a job-placement service
- Develop a school-based sensitivity program
- Provide victim counseling services through primary healthcare workers
- Provide counseling services for abusive partners
- Design community disapproval programs
- Restrict the sale of alcohol and supervise bars

**Focus area 3: Developing internal crime and violence prevention capacity in the municipality**

- Train ten officials in crime prevention through environmental design principles
- Initiate a functional planning process to increase departmental crime prevention work
- Initiate a quarterly meeting of department heads to discuss integrating crime and violence prevention programs across departments
- Agree on priorities with all departments and ensure that they are included in strategic work plans and budgets.



### **Example:**

#### **Focus on Youth: the model of the city of Boston, Massachusetts, USA**

**Background information:** In the early 1990's, a total of 152 homicides per year were committed in the City of Boston, an increase from an average below 100 in prior years. Reports showed that approximately 75 % of these homicides were linked to gangs in a city where nearly 40 different neighborhood gangs were indexed (a gang population of 4,000).

**Objectives:** Reduce teen/youth violence at the municipal level through preventive and controlling measures involving local authority and the local community. This program was selected by the National Crime Prevention Council (NCPC), in the USA, as one of six leading American cities with the highest crime reduction in ten years.

#### **Activities and achievements:**

- Launch of the Cease Fire Operation through gun control and gang control policies: sanctions strengthened for repeated offenders; police patrolled regularly to check that offenders on probation were in compliance with their probation orders. The police reinforced the control of arms trafficking.
- Creation of a coalition between the police and social workers to come up with effective measures to prevent and control gang violence illustrated by the Youth Service Providers Network (YSPN), partnership between the police and the Boys and Girls Clubs.
- Implementation of the Strategic Planning & Community Mobilization Project (SP&CMP) aimed at improving the relationship between citizens and the police, increase the citizens' confidence in the police.
- Promotion of peaceful means for resolving conflicts amongst youths.

#### **Outcomes, impacts:**

- The total crime rate declined by 29 %, or from 5,302 to 3,768 cases.
- The property crime rate decreased by 31 %, or from 4,613 to 3,187 cases.
- The rate for violent crimes was lowered by 16 %, or from 689 cases to 580.

SOURCE: Mogul, J. Boston : A city's success, Boletín de la Red de Alcaldes, Programa de Prevención de la Violencia, Banco Interamericano de Desarrollo - División de Desarrollo Social, Número 3, Julio 2000.

International Center for the Prevention of Crime, 100 Crime Prevention Programs to Inspire Action Across the World, 1999. <http://www.crime-prevention-intl.org>

## **Stage 3: Managing your Strategy.**

There are many different approaches to managing and implementing your strategy. Only the most important steps are outlined here. In stage 3 you will need to come up with detailed plans for each of the programs and projects you have developed in Stage 2. Remember that, above all, you should keep plans as simple as you can.

### **The difference between a program and a project**

- **Projects** are specific interventions that are usually attached to a specific time frame – for example, developing a directory of victim services.
- **Programs** are broader, can consist of more than one project and can have an open-ended time frame. An example is a program to alleviate the trauma of crime victims in a community.

Some successful projects will be expanded into programs in order to sustain or broaden their impact or to extend activities to other areas and target groups.

### **A successful project will**

- **Address real problems**
- **Have clear objectives**
- **Be based on well-formulated and well-appraised plans**
- **Be tightly managed and implemented by a competent and well motivated team**
- **Enjoy the support of key stakeholders**
- **Be adequately resourced and capacitated**
- **Have clear leadership**
- **Be measured for successful delivery**

## **Step 11: Develop a project plan with goals, objectives, a time schedule and budget**

You will need to develop plans for each of the projects in your strategy. The project plan should describe the activities, timelines, responsibilities and costs for each part of the project. The development of a plan has several stages.

### **Setting objectives**

Set clear objectives. Objectives must explain why you are doing the project and what you want to achieve by doing it. Only if you have clearly stated at the

beginning of the project what you wish to achieve can it be assessed at a later stage.

### **Planning activities to meet objectives**

You will need to decide which activities will best deliver each output. These actions should be documented in an activity plan. This plan must indicate the time needed for the activity and whose responsibility it is to carry it out.

### **Allocating responsibility for activities**

When you allocate responsibilities, assess each person's ability to complete the task in terms of skills and knowledge. If these are lacking, you will need to provide training and support to ensure that the activity is completed as planned. If new personnel are required, an outline of the necessary activities will help in designing the job descriptions. Make sure that it is very clear who is responsible for each activity; therefore identify clearly who will be doing what.

### **Establish a time frame**

Allocate a length of time for each activity. Some activities will run concurrently and some will depend on others being completed before they can begin. The length of time that the entire project will take to achieve its stated objectives can then be calculated. This timeframe should be constantly checked and changed to allow for any unforeseen problems that might arise during the course of implementation. The time that the different activities and the entire project take to be completed has consequences for the costs of the project. Scheduling is therefore seen as both a project planning and costing tool as well as a project monitoring tool.

### **Identifying the required inputs**

Through the process of identifying the activities and linking these to your existing resources, you will be able to see what gaps there are in terms of personnel requirements, financial obligations that will have to be met, and other inputs you will need to be able to carry out the stated activities. This will assist you in understanding what budgets you will need over what period of time, and when these will be required, as well as highlighting appropriate and possible resources to pay for the different activities.

## **Budgeting for your project**

The best way to budget for a project is to calculate the direct cost of each activity. Remember to factor in support costs like staff time and an allocation for project overheads. Future operational costs must also be considered at the start. It is therefore important to understand whose responsibility it will be to maintain the continued operation of the project. Should the future operation fall within a particular department's line of work, commitment should be gained prior to commencing the project. Always budget for and allow some financial resources for project management costs. It should be common practice to allocate between 5 % and 8 % for project management costs and an additional equivalent amount for the project's evaluation once it has been completed.

## **Monitoring project implementation**

The objectives, together with your time plan, will define what you need to do by a particular time so that you can keep within your budget. Constant monitoring of these is required, so that delays or problems that could stop you achieving what you want to do can be rectified before they get out of hand.

**Each project needs a detailed plan with a time frame, responsibilities and funding options. Different projects can be grouped according to their focus areas. These focus areas, with their respective projects, together make up the strategy. By using the time scale you can see which activities can be carried out concurrently and which ones are dependent on other actions being completed, and what needs to be in place before they can commence.**

## **Step 12: Project management is necessary**

It might be necessary to use the skills of an experienced project manager to manage some of the projects. The coordination function is different from the project management one, and different experience is therefore required. The coordinator needs good networking and communication skills, whereas the manager requires project management expertise.

Depending on the type of projects you have selected and want to implement, management skills might include financial planning and management, works supervision, technical expertise, etc. Make sure you have sufficient funds to pay for these services.

**Example:**

**Police and Community Cooperation for Reduction of Violence in Diadema, Sao Paulo, Brazil.**

**Background information:** This project was carried out by the Fernand Braudel Institute of World Economics, which is associated with the Fundação Armando Alvares Penteado in Sao Paulo, Brazil.

**Objective:** Develop a model program of how to reduce violence in Brazil's high-risk urban areas through community policing and community cooperation.

**Activities and achievements:**

- Pulled together support between diverse political actors
- Launched monthly town meetings in partnership with the Mayor, the City Council, Military and Civil Police Chiefs, business, religious and community leaders
- Developed contacts and in-depth knowledge on violence reduction approaches, which are transferable to other Brazilian cities
- Founded partnerships between the different city community authorities and community residents

**Outcomes, impacts:**

- A 12 % decrease in homicide rates; 11 % decrease in car thefts
- Increased public awareness on the problem of violence; initiated dialogue and effective police initiatives
- Founding of a Social Defense Coordinating office and a Municipal Public Safety Council to study and implement various approaches to violence prevention
- Introduced a Municipal law regulating the functioning of bars after 11:00 p.m.
- Implementation of a task force to work with parents, students and teachers in the area of violence prevention in the city; a pilot project targeting school violence
- Provision of a computerized criminal mapping system
- Creation of an anonymous telephone system for criminal activity report. In 2001, 65 of the 352 anonymous calls resulted in real arrests
- More police and community cooperation
- Increase in dialogue from other cities' officials, cities facing problems with violence such as Sao José, dos Campos and Campinas.

SOURCE: Fernand Braudel Institute of World Economics, *Development Marketplace Project: Police and Community Cooperation for Reduction of Violence in Diadema, Sao Paulo, Brazil*, Project 802, Final report, February 2002. <http://www.braudel.org.br>

Draw on the expertise of some of your partners in the private sector. If they come from the construction or engineering industries they could provide valuable insight and information in this field.

**Don't be intimidated by the need to manage your projects properly. Do the best you can and ask for help and advice from local business or others who have management skills. Remember, in most projects the most important thing is to have motivated people who work hard according to agreed and clear objectives, and who regularly report back to the community.**

## **Stage 4: Monitoring and Evaluating your strategy.**

Assessing your strategy is essential. Without this you will not be able to tell whether your strategy has achieved its goals, whether certain projects should be continued or changed, and whether resources have been well spent. This information is critical if you want your strategy to survive.

### **Monitor and assess your strategy**

This is necessary to be able to

- Measure whether the strategy has met its objectives
- Ascertain the cost of the initiative
- Measure any possible cost benefit
- Assess whether public perceptions have changed
- Adapt the strategy according to information about what works
- Get a better understanding of what the problems have been and why these have hindered implementation
- Understand negative results that the strategy might have had, like crime being displaced to another area
- Develop an understanding of successful or good practices
- Use all of these lessons to develop your strategy

### **What should you monitor and assess?**

You will need to assess the outcome or impact of your whole strategy. This means that each of the programs and projects that make up your strategy need to be monitored and assessed separately. Remember that the outcome of a project is not simply less crime.

### **When must you start the monitoring and evaluation process?**

Although monitoring and evaluation comprise the last stage in this manual, they need to be planned from early in the strategy-design process. From stage 2, when you start to select focus areas, you should begin the monitoring process. This will ensure that:

- The strategy is monitored from the beginning
- The information you will need to measure the strategy's impact will be collected (this information helps you to understand the reasons for the success or failure of your program)
- You will be in a position to track emerging crime problems and routinely scan your community to detect and prevent possible increases in crime.

### **Monitoring and evaluation are key to extending the life of your strategy**

You must develop skills to understand how and why your crime and violence prevention strategy succeeds or fails. Without these, you will struggle to change the objectives - both of the strategy and of individual projects. It will also be difficult to justify why your strategy should continue and why you should start new projects. Your skills could also influence others to become partners and get involved in similar projects. Furthermore, they could persuade partners to continue their involvement.

### **Step 13: Make sure you have planned and budgeted for monitoring and evaluation**

These must be adequately budgeted for within the overall program. It is not a cheap exercise that can be added on later.

Also remember that the results of a project can be evaluated only if they are compared to the situation before the project started. This means that certain information must be accepted by all project partners as the base line. This information should come from your community safety audit.

#### **Tip 5: Who should carry out this exercise?**

Monitoring is a management function. It involves continual checking to see how the implementation of the program and its project is proceeding. This is often allocated to the strategy coordinator but it is time consuming. You should consider hiring someone specifically to carry out this function. The evaluation requires an objectives measuring of achievements. Ideally someone skilled who has not been involved in the design or implementation of the program should evaluate your strategy.

## Step 14: Make sure you have clearly and correctly defined project objectives

You should take time to identify broad aims for your whole program, specific objectives to help you meet these aims and outputs that will help you achieve your objectives.

### Your project should have broad aims

These aims include:

- Making your community safer
- Reducing the fear of crime
- Reducing property crime
- Reducing the incidence of violence
- Reducing the impact of crime on vulnerable groups

### Your project should also have specific objectives

These could include:

- Reducing domestic burglary in a specified area by 20 percent by a set date
- Making community policing operational in a specified area by a set date
- Encouraging residents to report domestic violence to the police.

Objective can be more clearly understood and defined if you ask yourself what actions you have to take in order to realize the objective. The following examples, in which some objectives are linked to specific outputs, might clarify this.

Example of matching objectives and outputs	
Objective	Outputs
100 community police officers in operation in community X, by September 2003	<ul style="list-style-type: none"><li>• Community policing course developed by February 2003</li><li>• Potential community police officers identified by march 2003</li><li>• Equipment purchased by June 2003</li></ul>

### Make a distinction between monitoring and evaluation

*Monitoring* is an ongoing process that focuses on ongoing project activities. These are often called project *outputs*. *Evaluation* is seeing how the project has



performed, once it is complete. This is often called the *outcome*. Outputs usually refer to a more immediate result that is accomplished when the stated objectives are achieved. Outcomes generally refer to a much broader idea, and come about as a result of achieving the objectives. Some examples of project outputs as opposed to project outcomes are given below.

Examples of outputs and outcomes	
Output	Outcome
Community police officers operational/ visible policing increased by 50 percent	Reduction of mugging by 20-30 percent Reduction of fear of crime
Security locks fitted on 100 percent of houses in defined area by date	A 10-20 percent reduction in burglary in defined area
Domestic violence shelter created and leaflets distributed to all households by date	Victims of spouse abuse are more prepared to report incident to police services.

## Step 15: Identify ways to evaluate your program and how you carried out the projects

### Identify indicators to measure your project's outputs

You need to identify either an action that has taken place or some other measure that proves that the activity has been carried out. This is necessary in order to judge whether the output that you wanted has been achieved.

Examples of outputs and their performance indicators	
Outputs	Performance indicators
Increase levels of security patrols in defined area	Average daily deployment as shown from duty roster records
Making community policing project operational	I identified number of community police officers trained and equipped
Fitting security locks	Agreed number of locks fitted
Creating domestic violence shelter	Domestic violence shelter in operation
Distributing domestic violence leaflets	Records kept by mailing contractor
Outreach workers counseling youths about risks of substance abuse	Number of contacts made Number of information packs given

## **Identify indicators to evaluate your program's impact**

Once you have agreed on what you want to achieve through the program and have defined goals, aims and objectives, as well as what the outcomes are expected to be, you need to decide how you are going to measure or judge what impact you have made. The things that help you do this are often called the 'measurable' or indicators. You need to agree on the sorts of indicators you are going to use. You can use a range of indicators to evaluate the impact of your strategy. The following examples of possible indicators could help you choose the most relevant ones for your purpose.

- The crime and violence rates
- The level of fear of crime or feelings of safety among residents
- The victimization rates
- The amount and type of media coverage
- The level of public understanding of community safety
- The extent to which local activities involve youth
- The number, availability and use of programs that support positive parenting
- The number of calls for police service
- The number of residents involved in community development activities
- The number of residents using streets and public spaces
- The extent of residents' interaction and 'sense of community'
- The level of awareness of the crime and violence prevention project within the community
- The level of participation in the crime and violence prevention project
- The level of awareness of and satisfaction with police services
- The degree of cleanliness and maintenance of physical environment
- The extent of loitering
- The extent of vandalism and graffiti
- The changes in the number of insurance claims and the premiums
- The extent of target-hardening measures like the number of security locks
- The range and diversity of users of inner city/downtown areas

## **Identifying indicators to evaluate your strategy's performance**

Performance indicators provide information on how well the projects has been organized and carried out.

These indicators can measure processes of your strategy that can not be quantified. For example, to measure the commitment of different stakeholders, you can use attendance at meetings, contributions to – and actions resulting from –

meetings, as well as the level of funding from each stakeholder. You can also use opinion surveys carried out through community meetings, and meetings of organizations, focus groups or direct surveys.

**Tip 6: Select performance indicators carefully so that**

- They relate as directly and as accurately as possible to the intended outcomes
- They help focus attention on effective crime and violence prevention work
- They do not compromise other objectives (in their effort to be fulfilled themselves)
- They are quantitative and preferably ratio measurements
- They are easily understandable
- They are cost effective
- They are credible to the police and the public
- Their calculations are clear
- They help you learn what was done correctly, and what was not

<b>Some examples of outcomes and performance indicators</b>	
<b>Outcome</b>	<b>Performance indicators</b>
Reduced burglary	Crime survey burglary rates Burglary rates recorded by the police Attempted burglary rates recorded by police Level of expenditure on repairs to local government owned property Insurance claim rates Self-reported offending rates by known burglars
Reducing the extent of violence using knives, guns, etc.	Recorded rates for woundings/homicides caused by guns/knives Incidents of knife/gun attacks in hospital records Number of seizures of illegal weapons
Reduced fear of crime in public open space system	Rates of fear of crime measured through surveys Levels and types of street activity measured through observation
Reduced substance abuse related harm among teenagers	School children's knowledge and experience of drugs and/or alcohol as measured by surveys Hospital records
Improved quality of victim support and response to victims of crime	Rates of satisfaction as measured through victim surveys Levels of police complaints Information from local community police

### **Example: Community policing in Hatillo, Costa Rica**

**Background information:** In 1996, a community policing experiment was started in Hatillo, Costa Rica. The locality was selected for two reasons: 1) the high level of insecurity as expressed by the inhabitants and; 2) Hatillo has a high degree of community organization. This community organization is apparent in the existence of several religious, cultural, athletic groups.

#### **Objectives:**

- Identify and resolve problems in the community related to small delinquency and public safety
- Improve the public's feeling of insecurity
- Enhance the public's perception of the police
- Incorporate the community in action plans targeting public safety

#### **Activities and achievements:**

- Selected and trained 120 police agents in legal and interpersonal skills
- Installed Police units in order to effectively decentralize police forces
- Created the Monitoring and Communitarian Security Council which is an organ responsible for permanent consultation on the planning and execution of police actions
- Adopted new forms of patrol mainly foot and motorcycle patrols to comply with Hatillo's predominantly narrow tree-lined streets and avenues
- Developed special programs on issues such as intra-family violence, youth delinquency, alternatives to conflict resolution and drug-prevention.

#### **Outcomes, impacts:**

- The results are based on an evaluation conducted after only one year of implementation.
- Assaults, the city's biggest problem, decreased.
- Feeling of insecurity also decreased: 36 % of the population reported "they felt unsafe even at home" after the program only 19 % felt unsafe; 53% reported "the avoid going out at night because they felt unsafe" this rate dropped to 23 % after the program was implemented.
- The program had good effects on the population's opinion of the police: before the program 49 % of the population reported that "they did not trust the police" 29 % after the program; 47 % did not believe the police to be efficient, after the program the rate lowered to 27 %; before the program 46 % did not think that the police had sufficient training, 20 % still thought that after the program; before the program 37 % believed the police gave good treatment 16 % were still convinced of this after the program.
- The impact on delinquency was not significant after the first year, the decrease in the percentage was little, burglaries increased from 13 % to 14 %; armed street robbery went from 5 % to 2 %; unarmed street robbery was lowered by 1 point 9 % to 8 %; motor vehicle theft actually increased 4 % to 5 % for cars and from 3 % to 6 % for bicycles and motorcycles.

SOURCE: Laura Chinchilla M., *Policia de Orientación Comunitaria "Una Adecua Alianza entre Policia y Comunidad Para Revetir la Inseguridad"*, October 1999

## Step 16: Establish a framework for evaluation and carry it out

### Designing the framework

This is sometimes called a logical framework. It helps you to monitor and check that what you are doing and have done occur in a logical manner. The example, adapted from a crime prevention project in Miami, Florida, USA, clarifies how this can assist you.

<b>Example: Student crime watch to establish a school environment that does not tolerate crime</b>			
	<b>Project element</b>	<b>Indicator</b>	<b>Means of verification</b>
<b>Outcome/ Impact</b>	Reduced levels of student victimization and crime in and around identified high school over two-year period	50 % reduction in criminal incidents in year 1 and 'zero tolerance' for crime in year 2	<ul style="list-style-type: none"> <li>• Statistics from police</li> <li>• School records</li> <li>• Student council records</li> <li>• Student survey records</li> </ul>
<b>Objective</b>	250 students recruited and educated on crime prevention methods (e.g. a crime watch club)	Number of trained students monitored monthly	Records of the student crime watch club
<b>Output</b>	Month 1: educational material designed; each club watch member to identify 5 peer group trainees per month	<ul style="list-style-type: none"> <li>• No. of participants on the course</li> <li>• No. of trainees successfully recruited</li> </ul>	<ul style="list-style-type: none"> <li>• Course records</li> <li>• Post-course questionnaire</li> <li>• Club membership approval</li> </ul>
<b>Activities</b>	<ul style="list-style-type: none"> <li>• Develop training course</li> <li>• Provide training</li> <li>• Monitor and identify crime problems and feasibility of prevention</li> <li>• Continuous feedback from students through surveys and recruitment campaign</li> </ul>	<ul style="list-style-type: none"> <li>• Availability of training manual and number of students being trained</li> <li>• Reports regarding crime types to be prevented</li> </ul>	<ul style="list-style-type: none"> <li>• Club reports</li> <li>• Financial statements</li> <li>• Monthly</li> </ul>
<b>Input</b>	<ul style="list-style-type: none"> <li>• Support from</li> </ul>	<ul style="list-style-type: none"> <li>• Availability</li> </ul>	Club minutes and

	Student Security Council <ul style="list-style-type: none"> <li>• Support from school authorities</li> <li>• Club funding</li> <li>• Club executive committee's time</li> </ul>	and presence of club executive: chairperson and others <ul style="list-style-type: none"> <li>• Records of meetings held and attendance</li> </ul>	records
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### Carry out the evaluation

Using a framework like the one above, you can carry out the evaluation. To be workable, the elements of your projects at the levels of impacts/outcomes and objectives need to be **specific, measurable, achievable, realistic** and **according to a time schedule**. Remember that the aim of the impact evaluation is to decide whether the strategy has made a difference in your community. You will need to use the data that you collected for the community safety audit to do this.

#### Tip 7: Timing

You should leave enough time between the start of project implementation and the evaluation to allow the effect to take place. But it must not be too long afterwards, otherwise the effects might have diminished.

#### Tip 8: Don't be disheartened

Crime and violence prevention projects are notoriously difficult to monitor and evaluate. Because the prevention of criminal activity is the overall goal of any crime and violence prevention program, limitations experienced in general when evaluating projects are made more difficult: you cannot measure something that has been prevented from occurring. Be aware of the problems (identified below) and do not skip this important exercise.

#### Bear these challenges in mind

- Remember your objectives may be complex because they can often be achieved in indirect ways. This is especially true for reducing crime and violence.
- Projects with long time frames are generally hard to measure and it is difficult to attribute causes and effects to them. The effects of crime and violence prevention programs are often only realized several years later.

- Even if crime and violence decrease in your area, finding out what caused the decrease is often difficult, because crime is the result of many things beyond the reach of your strategy.
- Gathering baseline data that are reliable and comparable for future use is not easy, as crime reporting patterns, practices and rates and can change over time.
- Replicating approaches that have worked elsewhere should be done with care as conditions in your area may be different.
- Results of your evaluation may be limited to understanding what works, what is promising and what does not work.

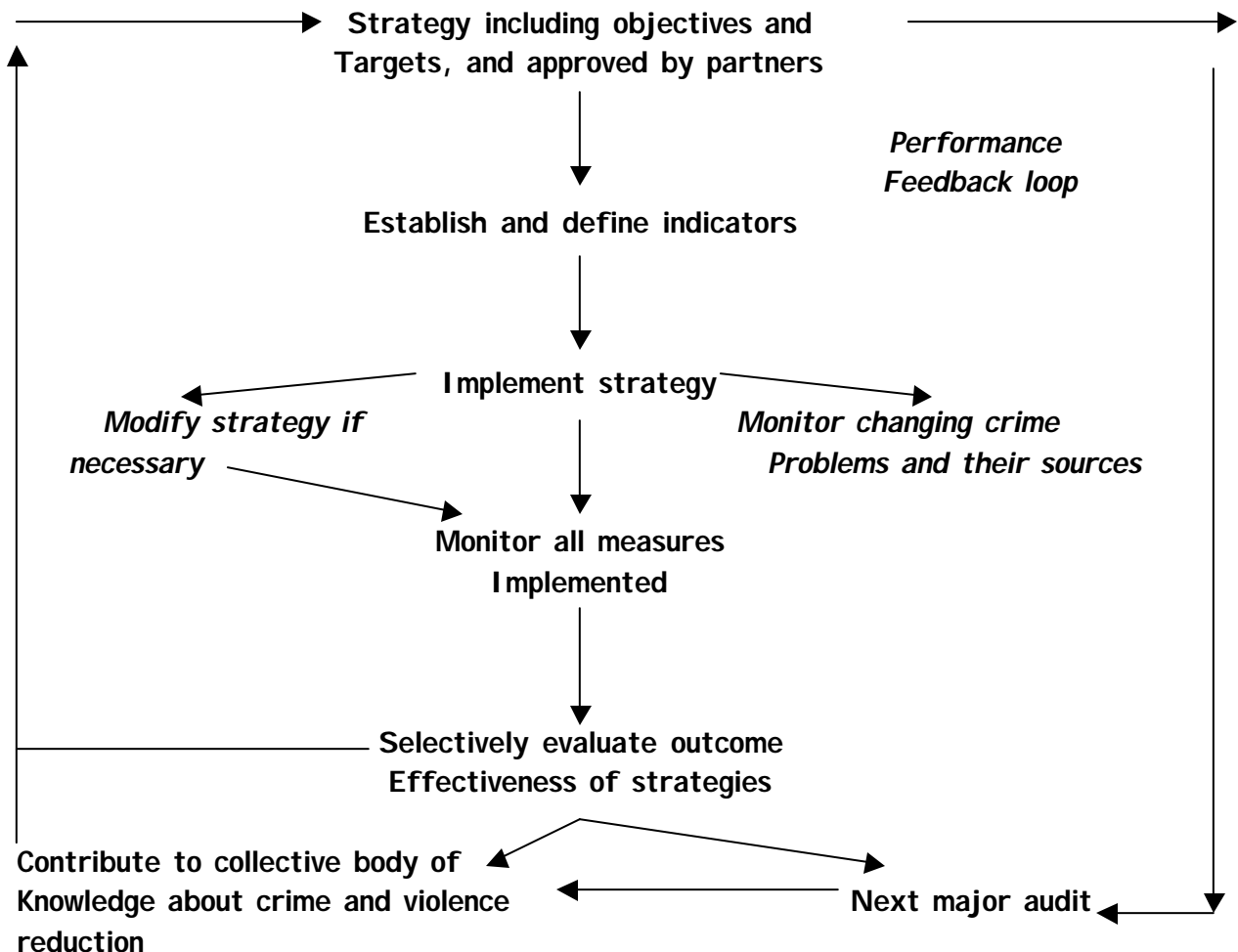


Figure ? : Monitoring, evaluating and feedback

### **Example: community-based programs: lessons from the USA**

In 1997, the U.S. Attorney General, presented a report for Congress, which classified different U.S. programs in three groups: 1) what works, 2) what doesn't work; 3) what is promising. The programs evaluated were classified into seven local institutional settings in which these practices operated: in communities, families, schools, labor markets, and places (business, hotels and other locations); by the police and the criminal justice agencies after arrest. More details on the methodology of the evaluation can be found on the National Institute of Justice, Research in Brief, July 1998 at <http://www.preventingcrime.org>. The key findings of the report can be summarized as follows:

**In communities:** According to the report, there are no community-based programs that have been scientifically proven to work in preventing crime and violence. However the report has been able to list several promising programs.

- Gang violence may be reduced by monitoring gang members with the help of community workers, probation and police officers.
- Increasing the number of police officers in cities may diminish crime in general. Polite field interrogations of suspicious persons may lessen street crimes. Police showing greater respect for crime offenders may abate the number of repeat offenses.
- Community-based mentoring (an example is Big Brother/Big Sister of America) may prevent drug abuse amongst young children. Community-based after-school recreational programs may decrease local juvenile crime.
- Creating shelters for battered women may help reduce repeat domestic abuse.

**In families:**

- The home visiting strategy. This program targets infants and is geared at preventing - at an early stage - the development of antisocial behavior in children and youth resulting from abuse, neglect, and bad parenting. The program sends trained nurses and other helpers to educate expecting mothers and mothers with babies aged 0-2 on parenting skills and ways to cope with issues such as depression, anger, impulsiveness and substance abuse. [Studies conducted found a 79 % reduction in cases of child abuse and neglect among poor mothers (Olds et al., 1997); adolescents whose mothers has received home visits were 60 % less likely to have run away; 55 % less likely to have been arrested and 80 % less likely to have committed a crime than adolescents whose mothers did not receive visits (Olds et al., 1998)] .
- Classes complemented by weekly visits by preschool teachers constitute a successful strategy to reduce violence amongst young children. This program is similar to the home visiting strategy; moreover in this approach both child and parent are sensitized on violence prevention since the work done by the school personnel is prolonged at home, thus providing a certain continuity in the process. It has been found that providing these services to children under 5 reduces arrests at least through age 15 (Lally et al., 1988) and up to age 19 (Berrueta-Clement et al., 1985).
- Family therapy and parent training about delinquent and at-risk preadolescents has been found to reduce aggression and hyperactivity, risk factors of delinquency.



**In schools:**

The best way to prevent violence in schools is to change the school and classroom environment. The report found that individual programs such as counseling and peer counseling of students, drug prevention classes, and school-based leisure-time enrichment programs did not work. Four strategies have been found to successfully change school and classroom environment:

- Building school capacity to manage itself
- Implementing behavioral norms and enforcing school rules, policies, and regulations.
- Changing classroom organization for a better classroom climate and improvement of educational processes.
- Grouping students in different ways to achieve more suitable micro-climates within the school.

**In labor markets:**

- Providing job training for ex-offenders no longer on probation prevents repeat offending.
- Arresting domestic abusers on the work scene has proven to be an effective way to reduce domestic violence.

**In places:**

Civil action (suit) against landlords for not addressing drug problems on the premises, reduces drug dealing and crime in privately owned rental housing

**By the police:**

Adding more police patrols in high crime areas helps reduce crime and the fear of crime in those places. The police can effectively help reduce crime through the installation of a monitoring unit aimed at tracking repeat offenders and returning them to jail faster than when they are not monitored.

**By criminal justice agencies:**

- Developing rehabilitation programs for adult and juvenile offenders has been found to reduce repeat offending. Good programs must target the offenders' specific risk factors.
- Drug treatment in prison operated through therapeutic community programs also reduces chances of repeat offenses after release from prison.

SOURCE: NATIONAL INSTITUTE OF JUSTICE, RESEARCH IN BRIEF, July 1998 Website:  
<http://www.ojp.usdoj.gov/nij> also <http://www.preventingcrime.org>

## Appendix 1: Useful questions to guide you

<b>Should you choose areas where crime and violence levels are high?</b>	
<b>Yes</b>	<b>No</b>
Selecting an area/neighborhood with very high levels of crime and violence concentrates resources where they may be needed the most.	You may be criticized for using resources inequitably, particularly if people from an area with strong lobbying power have influenced you.
The impact may be more visible if resources are focused in specific areas. Some evidence does, however, suggest that spreading resources over a large area does not necessarily dilute benefits. This is harder to organize though.	Some crime and violence problems that occur in one area have solutions that involve intervention beyond these boundaries.
Selecting an area where few other projects are working may mean that the area has been neglected. This will make it easier to determine the impact of your program.	Reducing crime usually requires a multi-agency approach. It may be wise to select areas where others are already working.

<b>Should the rates and impact of crime and violence be your main concern?</b>	
<b>Yes</b>	<b>No</b>
Generally the higher the rate and impact of a crime the higher priority it should be given. Assessing impact is a subjective exercise, however. For example, should violent crime rate above property crime? Should crime against children rate above crime against the elderly?	Sometimes the magnitude of a crime problem is beyond the resource capacity of a particular initiative. If gangs in a specific city are the problem and there are 100,000 gang members, it is unlikely that this problem can be tackled without a precise definition of the target groups and areas.

<b>Is targeted action for repeat victimization important?</b>	
<b>Yes</b>	<b>No</b>
Very often a small group of people in your community are repeatedly the victims of one type of crime. Research suggests there is great potential for reducing crime if repeat victims are	In some areas, rates of victimization and repeat victimization are so high that some of the value of targeting repeat victims for crime prevention – gained from working with a small defined target

targeted for intervention.	group - is lost.
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<b>Should you only take on projects that are your own institution/department's roles and responsibilities?</b>	
<b>Yes</b>	<b>No</b>
The solutions to certain crime and violence problems can be the clear responsibility of a particular agency, in which case it may be wiser to leave this intervention to that agency or at least lobby for its involvement. And if a problem exists due to the failure of an agency to do its job, it may be better for that institution to solve the problem itself.	Some agencies are slow to take up their roles, for several reasons. Sometimes it may be useful for other agencies to deliver pilot projects as an example of what can be done.
Addressing new areas of competency develops capacity and broadens prospects of reducing crime and violence by an organization. But you should not expect radical deviations in what organizations do and the resources they will be prepared to commit.	It is difficult to get internal support for solutions to crime problems that fall outside the traditional role of an agency. But, since crime and violence reduction is not truly a core activity of any agency, the degree to which activities deviate is probably most important.
Example: Safer Cities: Greater Johannesburg was at first viewed with skepticism both internally and externally, since people did not see crime prevention as a role for local government. To alleviate fears, many of the program's original activities related in some way to traditional local government activities.	

<b>Should you invest in developing new capacity to prevent crime and violence?</b>
<b>Yes</b>
You should carefully consider the capacity of a particular organization or partnership to solve a crime or violence problem. Lack of skills and knowledge are often associated with bad project design and poor implementation. When deciding on a program, existing skills should be audited and the potential to add capacity through employment or training should be assessed.
Crime and violence reduction is new field for many cities in Latin America and there are few experienced practitioners. The availability of human capacity is often limited, as are examples of good project practice. Your only option may be to 'learn by doing'.

<b>Should you follow the examples of others?</b>	
<b>Yes</b>	<b>No</b>
If there are examples of projects that have successfully reduced a crime problem, it may be wise to follow an example, rather than construct a new project that may not be as successful. Even projects that have not worked can provide useful lessons.	The setting in which a successful project operates is extremely important. What works in one case may not work in another. Any project that is taken from elsewhere needs to be adapted to your community.

<b>How do you balance cost with benefit?</b>	
In assessing a particular program you should weigh up the costs versus the benefit of starting the project. Bear in mind that available resources must be considered when you choose your program. Effective and efficient solutions are most appropriate.	
1 <sup>st</sup> Choice	Low cost: high benefit
2 <sup>nd</sup> Choice	High cost: high benefit
3 <sup>rd</sup> Choice	High cost: low benefit

<b>Should your strategy focus on long- or short-term interventions?</b>
Social crime prevention programs take longer to implement and to show results than situational or law enforcement ones. It may, for example, take years to know the impact of pre-schooling programs for children from families at risk. In choosing programs, you may need to balance immediate results with longer-term benefits. If your institution is developing a crime prevention function for the first time and some skepticism exists as to its effectiveness, you should focus on shorter-term interventions at first.

<b>Should you worry about displacing crime to neighboring areas?</b>	
<b>Yes</b>	<b>No</b>
If projects succeed they might cause crime to increase in a neighboring area, affect another group of victims or result in increased violence. But remember that it is unlikely that displacement will equal the decline in the target area.	Some programs have benefits that extend beyond their target group or areas. This type of spin-off effect can add value to your strategy.

<b>Is the perception and fear of crime important?</b>	
<b>Yes</b>	<b>No</b>
Tackling the fear of crime and violence is arguably as important as tackling crime and violence itself, since living in fear affects people's quality of life. It may be important to include strategies that deal with fear of crime and violence.	The fear of a particular crime or act of violence is often not proportional to the actual levels of the crime or type of violence. For example, men are more often victims of assault, but they fear assault less than women do. Also, as certain people have better access to the media or political representatives, certain fears get undue publicity. It is therefore important not to overlook actual victimization patterns.

<b>Do you need political support for the programs you select?</b>
<b>Yes</b>
Having strong political backing for a project is often vital for effective delivery of crime prevention programs – if only because it helps unlock doors to resources. Lack of political support for a project can kill it before it begins. As a local authority department, if you do not canvass your political head you may not get approval to go ahead with the project. If this happens, your partnership could try to gain political support. Other partners could proceed with the project instead.

## Useful Resources and Contacts.

### Publications

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\*CSIR, National Crime Prevention Centre. 2000. *Designing Safer Places: A manual for Crime Prevention through Planning and Design*. Pretoria, South Africa. [www.csir.co.za](http://www.csir.co.za)

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### **Institutions-NGO's**

#### **UN-Habitat - Safer Cities Program**

Governance Unit/Urban Development Branch

UNCHS(Habitat)

Room P-310

UN Compound Gigiri

Nairobi, Kenya

Tel: + 254- 2- 623208

Fax: + 254-2- 623536

e-mail: [safercities@unchs.org](mailto:safercities@unchs.org)

website : <http://www.unchs.org/programmes/safercities/>

Contact Person :

Ms. Soraya Samoun

Social Affairs Expert

[Soraya.smaoun@unchs.org](mailto:Soraya.smaoun@unchs.org)

Or

Ms. Laura Petrella

Urban Safety Expert

[Laura.petrella@unchs.org](mailto:Laura.petrella@unchs.org)

#### **Viva Rio**

Ladeira da Glória 98

Rio de Janeiro, RJ 22221-120

Brazil

Tel: 55 21 285 5427

Fax: 55 21 558 1381  
e-mail: [vivario@vivario.org.br](mailto:vivario@vivario.org.br)  
Website: <http://www.vivario.org.br/>

Contact person:  
Rubem César Fernández  
[rubem@vivario.org.br](mailto:rubem@vivario.org.br)

**International Centre for the Prevention of Crime (ICPC)**

507, Place d'Armes  
Suite 2100  
Montreal (Quebec)  
Canada H2Y 2W8  
Tel: [1] (514) 288-6731  
Fax: [1] (514) 288-8763  
e-mail: [cipc@crime-prevention-intl.org](mailto:cipc@crime-prevention-intl.org)  
website: <http://www.crime-prevention-intl.org>

Contact Person:  
Terrance Hunsley  
Director-General  
[thunsley@crime-prevention-intl.org](mailto:thunsley@crime-prevention-intl.org)

**World Health Organization (WHO)**

Department of Injuries and Violence Prevention  
20 Avenue Appia  
CH - 1211 Geneva 27  
Switzerland  
Tel: + 41 (22) 791-3480  
Fax: + 41 (22) 791-4332  
Website: [http://www5.who.int/violence\\_injury\\_prevnetion/](http://www5.who.int/violence_injury_prevnetion/)

Contact Person:  
Dr. Etienne Krug  
[Kruge@who.ch](mailto:Kruge@who.ch)

**Pan American Health Organization (PAHO)**

HPP/Violence and Health  
525, 23<sup>rd</sup> Street, NW  
Washington, DC 20037  
USA



Tel: [1] (202) 974-3268  
Fax: [1] (202) 974- 3694  
e-mail: [violence-health@paho.org](mailto:violence-health@paho.org)  
Website: <http://www.paho.org>

**Inter-American Development Bank (IDB)**

Social Development Division  
SDS/SOC

1300 New York Ave., NW  
Washington, DC 20577  
Stop W 502  
USA

Tel: [1] (202) 623-3533

Fax: [1] (202) 623-1576

e-mail: [sds/soc@iadb.org](mailto:sds/soc@iadb.org)

website: [http://www.iadb.org/sds/SOC/site\\_471\\_e.htm](http://www.iadb.org/sds/SOC/site_471_e.htm)

**National Crime Prevention Centre (NCPC - Canada)**

Macdonald Building  
123 Slater Street, 8<sup>th</sup> floor  
Ottawa, Ontario  
Canada, K1A 0H8

Tel: (613) 941- 9306

Fax: (613) 941- 7863

e-mail: [ncpc@crime-prevention.org](mailto:ncpc@crime-prevention.org)

Website: <http://www.crime-prevention.org>

**National Crime Prevention Council (NCPC - USA)**

1000 Connecticut Avenue, NW  
13th floor  
Washington, DC 20036  
USA

Tel: [1] (202) 466- 6272

Fax: [1] (202) 296- 1356

e-mail: [webmaster@ncpc.org](mailto:webmaster@ncpc.org)

Website: <http://www.ncpc.org>

**The Centers for Disease Control and Prevention (CDC)**

National Center for Injury Prevention and Control  
Mailstop K 65  
4770 Buford Highway NE

Atlanta, GA 30341-3724  
Tel: [1] (770) 488-1506  
Fax: [1] (770) 488-1667  
e-mail: [OHCIINFO@cdc.gov](mailto:OHCIINFO@cdc.gov)  
Website : <http://www.cdc.gov/ncipchm.htm>

**European Forum for Urban Safety**

38, rue Liancourt  
75014 Paris  
FRANCE  
Tel : + 33 1 40 64 49 00  
Fax : + 33 1 40 64 49 10  
e-mail : [fesu@urbansecurity.org](mailto:fesu@urbansecurity.org)  
Website : <http://www.urbansecurity.org>

Contact Person :

Elizabeth JOHNSTON  
Deputy of Executive Director  
[Johnston@urbansecurity.org](mailto:Johnston@urbansecurity.org)

**Fernand Braudel Institute of World Economics**

Associated with the Fundacoa Armando Alvares Penteado  
Rua Ceará 2 Sao Paulo,  
Brazil, 01243-010  
Tel: (5511) 3824-9633  
Fax: (5511) 3825-2637  
e-mail: [ifbe@braudel.org.br](mailto:ifbe@braudel.org.br)  
Website :<http://www.braudel.org.br>

Contact Person :

Noram Gall  
Executive Director  
[ngall@braudel.org.br](mailto:ngall@braudel.org.br)

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<http://www.cybergrrl.com/views/dv/book/edf.html>

<http://child.cornell.edu/army/domestic/sect2.html>

<http://www.cdc.gov/ncipc/factsheets/ipvfacts.htm>

<http://www.media-awareness.ca>

<http://www.cbcs.ca/english/codes/violence.htm> (Canadian Broadcast Standards Council)

<http://www.ccfv.org/types~.html> (The Community Coalition on Family Violence)