

# Making South Africa Safe

A Manual for Community-based Crime Prevention



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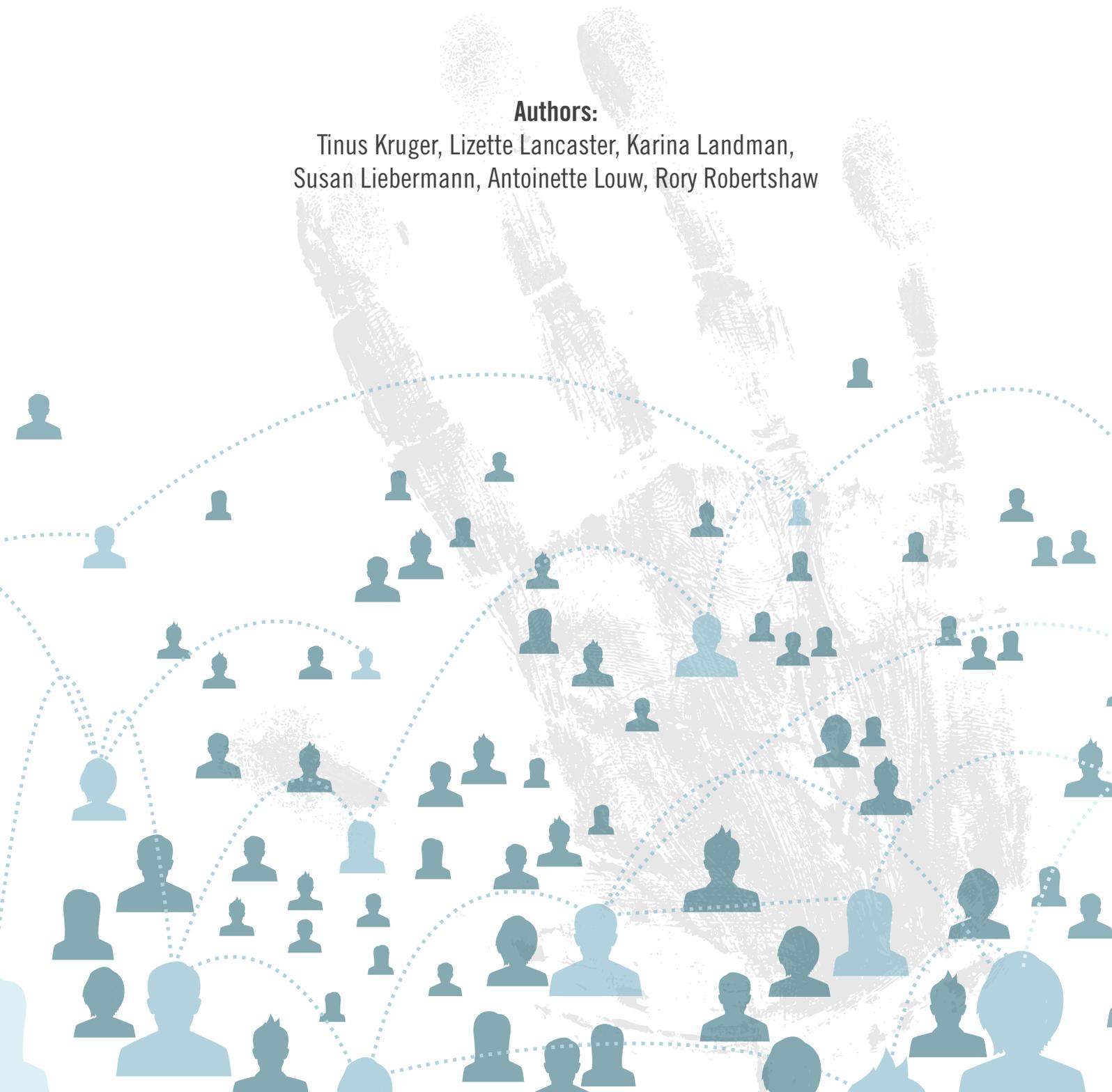


# MAKING SOUTH AFRICA SAFE

## A Manual for Community-based Crime Prevention

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## Preamble

In view of the high levels of crime and violence being experienced by communities, and with the high priority people are currently placing on safety and security, the former National Crime Prevention Centre of the Department of Safety and Security initiated the production of a manual to assist local authorities with the development of their own crime prevention plans. The need to produce a user-friendly manual was also influenced by the significant role and increased responsibility of local government to combat and prevent crime.

Crime cannot be prevented through law enforcement and by the criminal justice system alone. Ideally, crime should be prevented before the police and the rest of the criminal justice system intervene. Crime and violence can be prevented in different ways through environmental approaches (including situational crime prevention and urban planning initiatives) and by addressing the social and economic challenges in communities through social crime prevention approaches. Any approach requires commitment and an understanding of the complex dynamics that operate within society. It is also necessary to acknowledge that different types of crime and violence have different causes and occur in different circumstances. It is thus essential to gain a clear understanding of the nature of specific crime problems and the relevant context in order to tackle it more effectively.

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International institutions and their publications that provided valuable insights include the UK Home Office, the US Department of Justice and US National Crime Prevention Council (NCPC), as well as the Canadian Department of Justice and the International Centre for the Prevention of Crime (ICPC) of Canada. Additional information can be found in the documents listed at the end of this manual.

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The programme manager at the former National Crime Prevention Centre responsible for the production of the original manual was Philip Nel. The responsible Deputy Director General of the Department of Safety and Security was BL Fanaroff. The manual was developed in partnership with the Council for Scientific and Industrial Research (CSIR) and the Institute for Security Studies (ISS), a leading African policy research and training organisation.

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# Chapter 1

## About the manual

Crime and violence affect the quality of life of every South African. Reducing crime and building safer communities require the commitment of everyone and require the implementation of crime prevention initiatives at community level. Government policy and legislation urge local government to take the lead in implementing local level crime prevention programmes. This makes sense, since local government is often in the best position to do this. The key to reducing crime lies in having several organisations work together in a partnership. These efforts need to be co-ordinated and led by a committed team, and local government could play this role. A crime prevention strategy provides a useful framework to support the development and implementation of crime prevention initiatives at local level.

The purpose of this manual is to support those responsible for such a strategy. It provides concise, user-friendly, practical guidance and outlines a step-by-step process to develop and implement a community-based crime prevention strategy. It is aimed primarily at local government, but others involved in community safety such as a Community Police Forum (CPF), Community Safety Forum (CSF) or other type of community organisation could also benefit from it.



### What is a community crime prevention strategy?

- An action plan or strategy to prevent crime and violence and reduce public fear of crime.
- A tool to bring together different role-players involved in crime prevention.
- A means of developing local crime prevention partnerships.
- A method to ensure co-ordination and management of crime prevention initiatives.
- A way to identify priority areas and tasks.

The manual is divided into two sections. The first provides background that would assist you in understanding the concept of crime and violence prevention, it explains what is expected in terms of the latest government policy and legislation, and what kinds of structures are needed at the local level to support a sound strategy. The second section provides you with a step-by-step guide to assist you in developing and implementing a strategy, outlining the activities involved in conducting a community safety audit, assimilating the information gathered to guide the development of a strategy, identifying priorities, developing and implementing programmes and projects and monitoring and evaluating the strategy.

# Chapter 2

## Crime prevention

South African crime levels are well above international averages. The direct and indirect costs of crime to individuals, families, neighbourhoods, business, government and the country as a whole include financial loss, increased fear of victimisation, restricted behaviour and movement, a breakdown of trust relationships, and untold short-term and long-term trauma and potentially lasting physical and psychological consequences. High crime and violence levels place a heavy burden on the Criminal Justice System, Health Care System and state expenditure.

It is therefore essential to find effective, cost-efficient ways of reducing incidents of crime and violence and to limit the negative effects and the destructive impact thereof. Crime prevention is a proven approach that could make a substantial contribution in this regard. In essence, crime prevention aims to stop crime from happening rather than responding to it after it has occurred. Crime prevention entails any action designed to reduce the actual level of crime and/or perceived fear of crime (Lab, 2010).

A community crime prevention strategy provides a framework for the crime and violence prevention activities that will make your area safer.



### A definition of crime prevention

Crime prevention comprises of strategies and measures that seek to reduce the risk of crimes occurring, and their potential harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes.

*Source: Handbook on the Crime Prevention Guidelines – Making them work. UNODC (2010)*

Many countries have implemented crime prevention initiatives for several years, and numerous examples exist where such projects have succeeded in bringing down crime levels. The National Institute of Justice (NIJ) in the United States of America provides examples of effective and promising programmes and practices in criminal justice, juvenile justice, and crime victim services. The NIJ has compiled profiles of a range of crime prevention initiatives evaluated globally and classifies them as effective, promising or no effect. The information can be accessed at [www.crimesolutions.gov](http://www.crimesolutions.gov).

In South Africa, different crime prevention projects and programmes have also been implemented in various communities. Information about some local initiatives is available at [www.saferspaces.org.za](http://www.saferspaces.org.za).



It should be remembered that crime prevention programmes and projects that work in one community may not work as well in another area. However, you can benefit from the experiences of others and you could adapt examples of successful projects to make your community safer.

## Crime prevention links our responses to the causes of crime

Crime prevention aims to address some of the causes of crime. One way to explain this approach is to refer to the so-called problem analysis triangle, also known as the crime triangle (Figure 1). It has its origins in one of the central theories of environmental criminology – routine activity theory – developed by Cohen and Felson (1979). According to this theory, certain types of crime could only occur when a likely (or motivated) offender and suitable (or vulnerable) target (property) or victim (person) are present at the same place at the same time. In addition, there should be an absence of effective control or protective measures such as someone responsible for preventing the crime from happening or people willing to intervene.

For instance, a vehicle hijacking could only take place if all these elements are in place. Consider this scenario: A man drives up to his poorly lit driveway in his luxury car. He is not vigilant, there are no neighbours or security guards around who could come to his aid should he be attacked. A young man with a history of committing violent crimes is lying in wait behind shrubbery next to the driveway. The young man now has the opportunity to forcibly take the luxury car, and a crime has been committed (Figure 2).

More information is available on the Center for Problem-Oriented Policing website. ([www.popcenter.org](http://www.popcenter.org)).

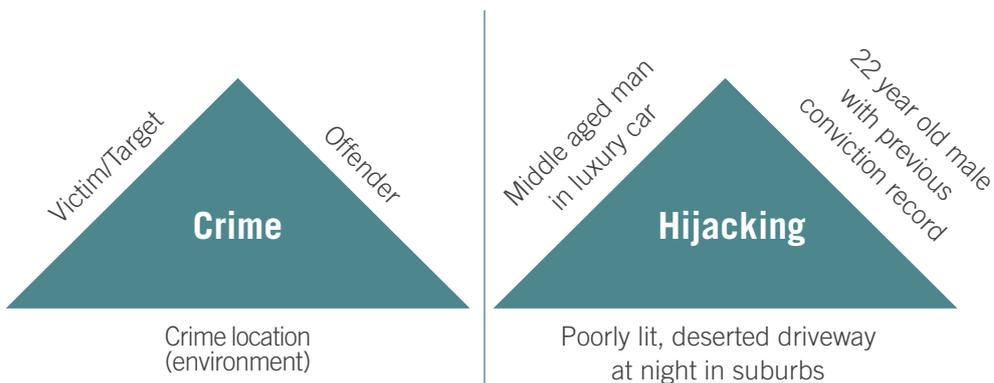


Figure 1: Simplified version of the crime triangle

Figure 2: Application of the crime triangle

The crime triangle could assist you in understanding particular crime problems. It illustrates that a number of factors need to be in place for a crime to occur. This implies that a particular crime problem could be addressed by dealing effectively with any of the elements of the crime triangle, and that a range of different interventions could

potentially be implemented. Crime prevention initiatives could focus on the victims, the offenders or the location (environment), for instance:

- Victims: Initiatives could aim to reduce the vulnerability of certain individuals, groups of people or communities.
- Offenders: Initiatives could focus on the reasons why certain individuals or groups of people are at risk of committing crime.
- The environment: Initiatives could address the physical characteristics or other situational factors of specific locations or areas that increase opportunities for crime.

Possible interventions could involve law enforcement, situational crime prevention and social crime prevention approaches. Often a combination of these three approaches has a better chance of delivering results (Figure 3).



**Figure 3: Three approaches to reduce crime with examples of possible interventions**

The crime triangle also demonstrates that a range of agencies could, and should, play a role in crime prevention interventions. A multi-pronged approach is key – the police alone could certainly not take responsible for reducing all crime. Other role players need to contribute, including various government departments, NGOs and local government.

For instance, in order to deal with a crime such as hijacking, the police could patrol the area, possibly arrest the suspects and investigate the case. However, they cannot provide better street lighting in high risk areas, cut the grass at intersections, convince vehicle owners to take precautions and be more vigilant, or provide potential offenders with alternative employment opportunities.



### Example of a multi-pronged approach

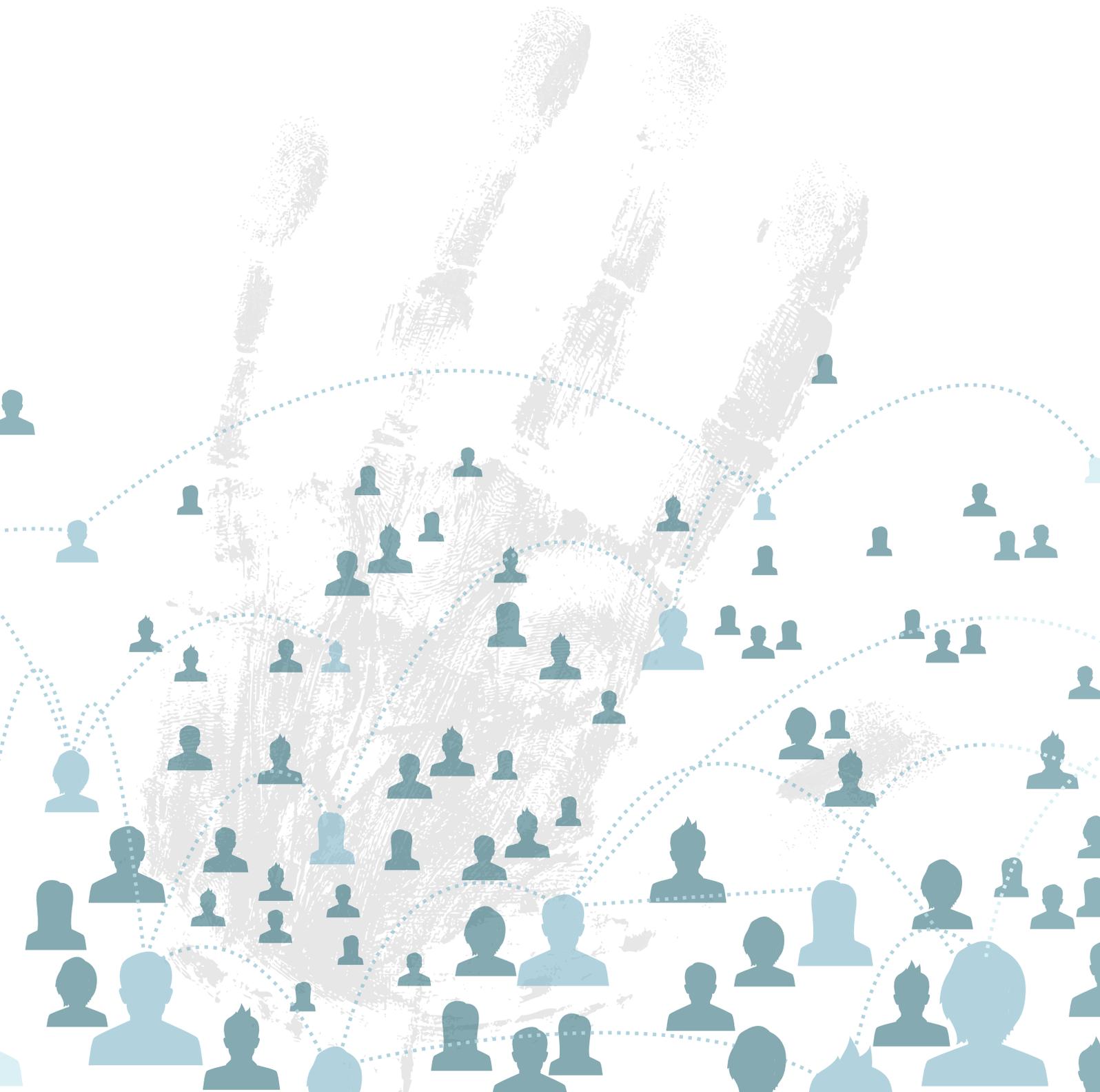
The following role-players could be part of a local crime-prevention partnership to address the problem of hijacking:

- Law enforcement agencies (police and prosecution agencies): Visible police patrols, investigation, intelligence gathering, arresting and prosecuting of suspects and syndicates;
- Municipalities: Providing better street lighting, designing buildings and roads to reduce the opportunities for hijacking, installing Closed Circuit Television (CCTV) cameras, improving signage informing people of risk factors and hijacking locations. Providing work opportunities for at-risk youth.
- Community: Neighbourhood-watch groups that provide information; support victims and deter attacks by patrolling the area.
- Business: Supplying cars and radios for police patrols; project management; and applying media liaison and publicity skills to advertise the project.
- Civil society: Counselling victims of car hijackings and giving support in court preparation; drug counselling centres; shelters for women and children.

# Section 1

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Before developing your  
crime prevention strategy



# Chapter 3

## Government's framework for preventing crime: policies and legislation

Preventing crime has been a priority for the government since 1994. The 1996 National Crime Prevention Strategy (NCPS) focused on the involvement of the community and of government departments in crime prevention rather than relying exclusively on the criminal justice processes to arrest and convict offenders – this is critical to making our communities safer. The Departments of Justice and Correctional Services and the Department of Social Development (DSD) also have primary responsibility, together with the provincial community safety departments. Local government is identified as a key partner to drive development and safety. This is because crime occurs in specific places and is often related to the conditions experienced in a local context.

Documents that may provide useful guidance when developing a crime prevention strategy are briefly discussed below.

### The National Development Plan

Community safety receives particular attention in South Africa's primary strategic framework for development, the 2012 National Development Plan (NDP). Chapter 12 (Building safer communities) sets out recommendations aimed at improving the functioning of the criminal justice system and at protecting vulnerable communities such as women, the youth and rural communities. The NDP acknowledges that an integrated approach to safety and security will require co-ordinated activity across a variety of departments, the private sector and community bodies, and it encourages community activism and responsiveness (National Planning Commission, 2012).



*In 2030, people living in South Africa feel safe and have no fear of crime. They are safe at home, at school, at work and they enjoy an active community life free of fear. Women can walk freely in the streets and children can play safely outside. The police service is a well-resourced professional institution staffed by highly skilled officers who value their work, serve the community, safeguard lives and property without discrimination, protect the peaceful against violence and respect the rights of all to equality and justice.*

***National Development Plan***

### The Integrated Social Crime Prevention Strategy

The 2011 Integrated Social Crime Prevention Strategy (ISCPS) provides a framework to address the root causes of crime in a focused and co-ordinated manner. It looks not only at crime prevention but safety in general. The strategy enables optimal community participation in the development of crime prevention and safety solutions (Department of Social Development, 2011).



## The six strategic objectives of the ISCPS

1. Strengthening internal and external capacity to sustain better service delivery.  
Investing in capacity to build and deliver key services. All government departments should find ways to equip the community and its members to deliver simpler services under minimal departmental supervision.
2. Facilitating targeted collaborative partnership with other government departments and civil society organisations.  
Exploring ways in which individuals, families and organisations within the communities can be mentored and supported to reduce the burden on existing capacity within the departments.
3. Ensuring equitable and integrated site-based service delivery for local service providers.  
All departments' services should be delivered to all people at each site.
4. Promoting sustained institutional mechanisms in communities.  
Feedback loops should be created and sustained in communities to ensure realistic expectations by community members and transparent reports on progress or lack thereof, in relation to service delivery by departments. This will result in building trust with and between communities.
5. Improving social fabric and cohesion within families.  
Communities should be strengthened to build the family as a cradle of nurture. Departments should focus on providing support and services to families, both directly and indirectly, in order to strengthen and grow families as places of nurturing and peace.
6. Ensuring investment in prevention and early intervention services with long-term benefits.  
Government departments should encourage all respective partners and role-players to recognise and commit to social crime prevention as a long-term strategy and commitment, and to see the value of current actions as not just for the moment, but also for the future.

*Source: Integrated Social Crime Prevention Strategy. Department of Social Development (2011)*

## Draft White Paper on Safety and Security

The Draft White Paper on Safety and Security (2016) supports the approaches adopted in the NDP and ISCPS. The White Paper confirms the need for an integrated approach involving multiple stakeholders from communities, civil society and all spheres of government. National government is tasked with establishing a functional implementation

mechanism that would oversee the implementation of the White Paper. It also outlines a central role for local government that could be summarised as follows:

- Establish Community Safety Forums.
- Develop and implement local strategies and plans in alignment with White Paper and National and Provincial Strategies on safety and security, crime and violence prevention.
- Allocate roles, programmes and budgets for safety, security and crime and violence prevention plans, at local and district municipality levels.
- Contribute to setting joint safety and security priorities and identifying possible areas for local government intervention.
- Align internal resources and objectives with safety and security, crime and violence prevention.
- Ensure that integrated development plans (IDPs) take safety and security, crime and violence prevention into account.
- Co-ordinate safety and security, crime and violence prevention initiatives operating within a municipal area.
- Ensure the effective enforcement of by-laws on safety and security, crime and violence prevention.
- Assist victims of crime through the provision of information about services that are available or, where capacity exists, provide victim support services.
- Initiate targeted crime prevention programmes aimed at specific problems and groups at risk.



### The Draft White Paper on Safety and Security:

#### Six broad objectives to improve safety and security

1. An effective criminal justice system.
2. Early intervention to prevent crime and violence.
3. Victim support.
4. Effective and integrated service delivery.
5. Safety through environmental design.
6. Community participation and an active public.

*Source: Draft White Paper on Safety and Security. Civilian Secretariat for Police (2016)*

## The Municipal Systems Act of 2000

The mandate of local government to provide safety and security stems from various forms of legislation that indicate that local government should promote integrated spatial and socio-economic development for all communities and to form partnerships in the field of crime prevention.

The Municipal Systems Act of 2000 (MSA) stipulates that local governments must promote a safe and healthy environment in the municipality. The MSA together with the Medium Term Expenditure Framework (MTEF) require municipalities to develop five-year integrated development plans (IDPs), which provide a framework for all development activities in the area of the municipality.

The MSA stipulates that local government must consult with communities and use municipal resources in the best interests of the local community. Communities should be involved in the IDPs, budgeting and specific strategies for service delivery, e.g. the development of safety plans. Communities should also participate in the establishment, implementation and review of the municipal performance management system and the monitoring and review of municipal performance, including outcomes and impact.

Involvement in local government processes is difficult for disadvantaged and vulnerable groups. The MSA specifies that community participation must be encouraged through capacity building of the community, local councillors and staff. Municipalities must allocate funding for these activities.



### Legislation and policy documents that should inform a community-based strategy

#### **National**

- South African Constitution (1998)
- National Development Plan 2030: Our future – make it work (2012)

#### **Social Development**

- Integrated Social Crime Prevention Strategy (2011)

#### **Criminal Justice System**

- Draft White Paper on Safety and Security (2016)
- Draft White Paper on the Police (2016)
- SAPS Amendment Act No 83 of 1998 (including amendments)
- Provincial Department of Community Safety policies, e.g. Gauteng Safety Strategy (GSS)

#### **Local Government**

- Municipal Systems Act (2000)
- Spatial Planning and Land Use Management Act (2013)
- Integrated Urban Development Framework (IUDF)
- Local government specific by-laws and safety or crime prevention plans, e.g. Joburg City Safety Strategy (revised 2015)

# Chapter 4

## Working with local government



*Local municipalities must work closely with all state and non-state bodies to establish their safety needs and develop strategies to fulfil them. They should develop safety audits or barometers with communities to inform their responses. These could include better street lighting, removing rubbish dumps and hazardous waste and municipal bylaws to increase community safety and wellness.*

### ***National Development Plan***

There are several reasons why local government should take the lead in building safer communities. Successful crime prevention interventions require collaboration between several groups. However, partnerships are not always easy to set up and maintain. Crime prevention partnerships require leadership and co-ordination, sustained involvement and community participation.

### **Why 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.
- 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 prevention.
- Local governments are tasked with developing their communities. It is local government's duty to promote a safe and healthy environment.

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

The core functions of local government include the delivery and maintenance of services and infrastructure, these being roads, water, sewerage and sometimes electricity supply; the management and planning of the town's development; and the protection of the infrastructure and facilities, including parks, forests and recreational assets as well as buildings and properties. To carry out these functions it collects revenue – for instance, in the form of taxes levied on properties located within its jurisdictional boundaries.

Many of these core functions can play a critical role in reducing crime. However, several important elements of crime prevention are not core functions of local government (for example, the delivery of health, education and welfare services). These remain within the domain of provincial and national departmental services. This means that involving these levels of government is key to the success of an integrated plan.

Crime prevention initiatives could therefore be implemented at three different levels:

Level 1 – Building on existing functions: by-laws, traffic policing, council security.

Level 2 – Aligning local government functions with crime prevention and safety principles.

Level 3 – Beyond local government activities and towards partnerships.

### ***Level 1 – Building on existing functions: by-laws, traffic policing, council security.***

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



#### **Building on existing functions – some examples**

- Enforcing municipal by-laws: street trading, littering, noise pollution, land invasion.
- Traffic police: enforcing traffic laws, providing visible policing.
- Providing security: protecting council staff and assets, rapid response, patrols.
- Assisting police: joint operations, patrols, searches.
- Municipal policing: by-laws enforcement, targeted patrols, penalising traffic violations.
- Reducing public disasters by enforcing by-laws.

### ***Level 2 – Aligning local government functions with crime prevention and safety principles.***

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



## Aligning functions with crime prevention and safety principles – some examples

Human resources	<ul style="list-style-type: none"><li>• Training and skills transfer to increase crime reduction capacity</li></ul>
Urban design	<ul style="list-style-type: none"><li>• Designing and implementing crime prevention through environmental design (CPTED) guidelines in urban planning</li><li>• Retrospective improvements to physical environments</li></ul>
Marketing	<ul style="list-style-type: none"><li>• Addressing skewed perceptions of crime and victimisation</li><li>• Marketing nightlife in deserted areas of the city</li></ul>
Emergency services	<ul style="list-style-type: none"><li>• Providing emergency counselling to victims</li><li>• Making referrals or disseminating information to victims</li></ul>
Local economic development	<ul style="list-style-type: none"><li>• Incentives for job creation programmes for at-risk groups</li><li>• Support of business start-up programmes for at-risk groups</li></ul>
Purchasing and finance	<ul style="list-style-type: none"><li>• Conducting forensic audits to identify corruption</li><li>• Overseeing correct tender processes and contract awards</li></ul>
Licensing	<ul style="list-style-type: none"><li>• Tackling corruption and the trade in stolen cars</li></ul>
Transport, roads, etc.	<ul style="list-style-type: none"><li>• Improving bus shelters' location and safety for 'after hours' commuters</li><li>• Acknowledging problems related to rapid transport routes</li><li>• Designing transport modal interchanges with CPTED principles</li><li>• Physical intervention to reduce hijacking at intersections</li></ul>
Parks and public open space	<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>
Urban planning	<ul style="list-style-type: none"><li>• Building regulations that are compatible with CPTED principles</li><li>• Reducing areas of vacant/under-utilised land by identifying appropriate land uses</li><li>• Ensuring context-specific design/management of the built environment to reduce crime</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>
Housing	<ul style="list-style-type: none"><li>• Minimum safety requirement for new or low-cost developments</li></ul>
Sports, culture and recreation	<ul style="list-style-type: none"><li>• Facilities/programmes targeting youth and children</li><li>• Community drama projects which address violence</li><li>• Appropriate recreational/sports facilities in deprived areas</li></ul>
Social welfare	<ul style="list-style-type: none"><li>• Parenting education programmes</li><li>• Life skills programmes for adolescents</li><li>• Programmes to support children with special needs</li></ul>

### *Level 3 – Beyond local government activities and towards partnerships.*

Level 3 includes activities beyond typical local government functions. These require the most 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.



#### **Towards partnerships – some examples**

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

### **Where should the crime prevention function be located in local government?**

Local governments vary. Some consist of more than one small town, while others are large metropolitan areas. Departmental structures and functions differ. Therefore, locating the crime prevention function should be guided by local circumstances and the priorities identified by the council. However, it usually makes a significant difference if a very senior official or the mayor champions and supports the crime prevention initiative.

### **Resourcing and financing a strategy**

The availability of funding is crucial to the success of your strategy. As soon as you start the development of your strategy it is essential to consider how you are going to raise finances and what items you will need to budget for. Many good projects fail

because of poor project management; therefore it is essential to budget for this aspect in particular. The budget should include the costs of the planning phase, as well as the costs of monitoring and evaluation while the projects are in progress and when they have been completed.

The following six items are likely to require financing:

### ***Crime prevention co-ordinator***

Having a dedicated co-ordinator is critical. To follow all the steps in this manual will take some time. Implementation will require at least one co-ordinator and one or more assistant co-ordinators.

The primary functions of the co-ordinator would be to:

- Set up partnerships.
- Interact with partners.
- Assist local government departments and other partners to:
  - undertake the crime/safety audit and strategy development processes,
  - design and develop projects and programmes,
  - drive functional planning processes across different local authority departments,
  - advise on local government crime and violence reduction strategies,
  - maintain a reporting system, and
  - mentor project leaders.

What you need to look for in a co-ordinator:

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

### ***Secretarial and administrative support***

Secretarial and administrative support is essential, especially if local government is active in co-ordinating a local crime prevention partnership.

### ***Project management***

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

It is unlikely that the co-ordinator will be able to manage projects and fulfil all his or her other functions. You could sub-contract 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.

### ***Conducting the analyses***

Stage 1 as described in Chapter 8 involves a range of activities that will require funding.

### ***Implementing the actual crime prevention projects***

Some crime prevention activities can be funded through existing council departmental budgets. Additional resources will be needed for projects that do not fall within the functions of departments.

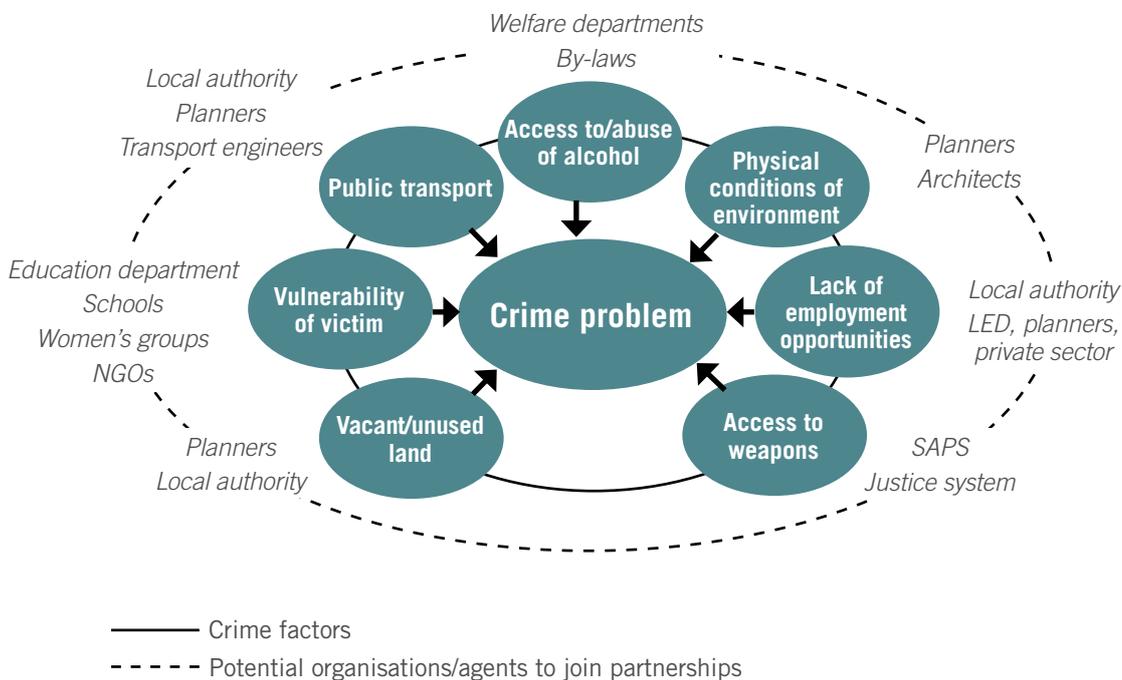
### ***Monitoring and evaluation assistance of your strategy***

The financing of this stage of the project should be done at the start. Therefore, include this item when you draw up your budget requirements.

# Chapter 5

## Partnerships: the key to structuring crime prevention

Crime and violence are the products of many different factors. All organisations that can influence these factors must take part in projects to make a community safe. Because these organisations all have different perspectives and skills, their crime and violence prevention activities need to be formalised and co-ordinated (Figure 4). Partnerships are the key to making such multi-agency approaches work.



**Figure 4: Example of factors contributing to crime and violence and agencies that can respond**

Partnerships against crime make the most of the strengths, experience and skills of the different role players. This benefits and supports all those concerned. It is important to identify and acknowledge both the strengths and weaknesses of the public, commercial, private and non-governmental sectors. This will allow particular strengths to be developed while possible inefficiencies caused by weaknesses can be minimised.

### What is a partnership?

The nature of partnerships and their role in preventing crime and violence 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 is reduced.

Establishing partnerships does not take away the need for a comprehensive community participation initiative. You will still need to put substantial effort into getting all relevant

groups to participate in the process of developing and implementing your strategy. This will involve regular interactions with your community, setting up structures to engage local people, balancing the competing interests of different groups and dealing with groups who may feel excluded.

## Who should set up partnerships?

No particular agency or government department is specifically tasked with setting up crime and violence prevention partnerships. Community police forums as one type of partnership are indeed legislated, but other types of partnerships could be established by anybody.

The White Paper on Safety and Security stipulates that the provincial departments of Safety and Security should co-ordinate activities at the local level but allocate specific roles to local government such as developing and implementing local strategies and plans (as discussed in Chapter 2). The Municipal Systems Act (2000) obligates local governments to consult with communities and use municipal resources in the best interests of the local community. However, this responsibility is shared with other agencies, for example many welfare services. Assistance to victims of crime violence should be provided by the Department of Social Development. The ICPS sets out rules and responsibilities for all departments.

If provincial government is slow to take up the challenge and a local government is actively driving crime and violence prevention, the local government should co-ordinate partnerships itself. Communities, business and local government have initiated several partnerships in South Africa. A well-thought-through partnership is more important than who initiates it.

## Who should the partners be?

The range of role players to include in a partnership would often depend on the local context. Any partnership should ideally include at least the following organisations or groups:

- The South African Police Service.
- Local government and provincial departments of Safety and Security.
- Government departments, particularly Justice and Correctional Services and the Department of Social Development (but also consider Health, Education, and Human Settlements).
- Community Police Forums (CPFs).
- Community Safety Forums (CSFs).
- Civil society and community-based organisations.
- Business.



It is helpful 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 and violence make contact and share ideas with those who are managing the project.

## Who should represent the potential role players?

Agreeing who should represent the different role players could often be very challenging. Certain interest groups may not be willing to accept a particular organisation as their representative. It could also be difficult to decide which groups or organisations to include and to distinguish between legitimate parties and those without any real mandate.

You may need to decide whether or not to include faith-based organisations and, if so, which ones. You could also be required to make decisions regarding representatives from the police, for instance whether you would need national, provincial or local representation. 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 a partnership operates.

## What is the role of a partnership?

The purpose and role of a partnership would depend on local circumstances. Partnerships can be built around specific crime and violence problems as well as specific initiatives. They can also organise around specific issues. Each partnership must agree on its specific roles and responsibilities. These can evolve with time as working relationships develop and cooperation becomes easier.

Partnerships could get involved in any of the following functions:

- Share information and research about crime and violence and how to reduce it.
- Identify information gaps and formulate a plan to get some of the missing information.
- Agree on and set priorities. Without agreement on joint priorities, partners can still deliver projects together but this will be in an ad hoc manner.
- Joint planning of crime and violence prevention activities.
- Co-ordination of crime and violence prevention activities.
- Planning around resourcing. Each organisation can fund its own activities within the partnership, or funds can be raised jointly for collaborative projects.
- 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 and violence.

## Who provides the leadership and co-ordination?

The question of who leads a partnership can be controversial. If this is a problem, it may be useful to rotate the chairperson and the responsibility for organising meetings. The leader of a partnership should ideally have a good understanding of crime and violence

prevention, have a vision for the partnership and be able to motivate people to strive to achieve this vision. The leader should also have political and mediation skills and be able to get different groups to reach consensus. It would be highly advantageous if the person responsible for leading a partnership has access to decision makers and resources.

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

## At what level should a partnership operate?

Partnerships could be established at a provincial, district, municipal, ward or neighbourhood level. It could also be linked to a policing area. The level of the partnership would be determined by local circumstances including the types of crime problems that need to be addressed and geographical considerations.

## Structure of partnerships

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

Informal partnerships are typically loose networks of interested and affected parties and organisations that meet periodically and often at short notice. They can usually 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 might be a designated crime prevention group (which could be created through a council resolution) or individuals who formally represent an agency or group.



### Non-profit organisations and non-profit companies

Some crime and violence prevention partnerships register as non-profit organisations (NPOs) or create non-profit companies (NPCs), trusts, or voluntary association of persons. NPCs (formally known as a Section 21 company) are companies regulated in terms of the new Companies Act of 2013.

Creating a legal entity is especially useful to organise partnerships with external stakeholders. As a registered and regulated company operating 'not for profit', the body can open bank accounts, enter into contracts and accept donations and funding and own property. The Companies Act also regulates the rights and obligations of NPCs.

# Chapter 6

## Communication and community participation

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

### Communication

Critical to the success of your strategy is an effective communication programme. 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.



*Communication to communities and stakeholders about safety plans should be aimed at reducing fear and increasing the responsibility for safety to all role players including citizens.*

***National Development Plan***

The need to keep all stakeholders informed of progress cannot be overemphasised. Ongoing feedback should be provided at regular intervals. This can be done through meetings, traditional media (including community radio stations), social media, 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 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 of the aspects of developing and implementing your crime 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 through to implementation and monitoring of the different projects that make up your strategy.



Do not confuse community participation with consultation. Meaningful participation means that people are actively involved in making decisions about the planning and implementation of the processes, programmes 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 in the decision-making process and not just getting opinions and feedback on proposed actions.

Ideally, members of the community should be involved with the full range of aspects of the decision-making process, right from the start of discussions about a community crime prevention strategy. It is not sufficient to organise a meeting where a project or programme is presented to the interested and affected people and parties for discussion or their approval.



Because meaningful 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 community-based organisations, churches, schools, businesses, trade unions, civic organisations, sport groups, CPFs, residents’ associations, informal trading associations, etc. The elected ward councillor should always be included in the process, but this councillor should not be expected to act as the sole representative of the different groups within his/her ward.

Community participation is very complex. The detail of all aspects of community participation will not be discussed here. Numerous publications on the topic are available and it is suggested that further information be gathered through such publications, as well as by consulting an expert on community participation. It is extremely important to have a clear understanding of what community participation entails and how it can be effectively utilised for the benefit of all those who are involved.

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.

# Section 2

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How to plan and implement  
your crime prevention strategy



# Chapter 7

## The process to develop and implement a crime prevention strategy

Successful crime prevention programmes often involve basic interventions that target a few specific problems. The key is planning. Approach community problems systematically – find out what the main problems in your area are, develop programmes that address specific needs and evaluate these to make sure they are working.

The key to a successful crime prevention strategy is planning. The process described here will help you to do the following:

- Approach your community's problems logically and systematically.
- Develop focus areas and programmes to address the needs you identify.
- Evaluate these programmes to ensure that they are effective.

### Developing and implementing your strategy – stages and steps

The development and implementation of a crime prevention strategy involve the following four stages:

- Stage 1: Conducting a community safety audit to identify crime and related problems and get an understanding of the characteristics of the community, physical and social environment and organisations/people who are already involved in crime prevention initiatives in your area.
- Stage 2: Developing a strategy to address crime and violence in your community guided by the results of the safety audit.
- Stage 3: Implementing and managing the strategy in accordance with sound project management principles.
- Stage 4: Monitoring and evaluating the strategy based on a structured framework to identify what works, what does not work, and what could possibly work.

The stages and steps are summarised in Figure 5 and discussed in more detail in Chapters 8–11.

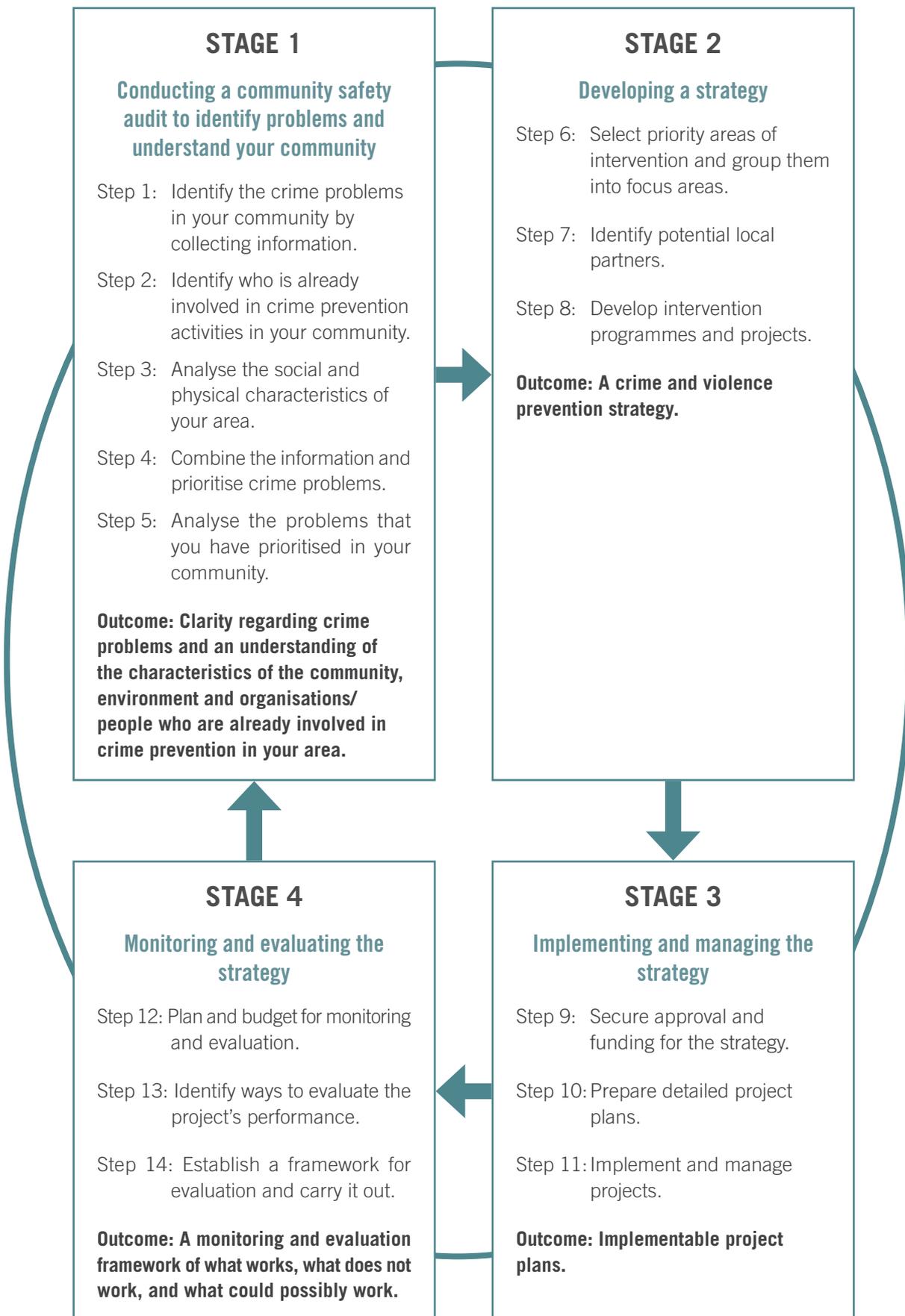


Figure 5: The stages and steps involved in developing and implementing a community-based crime prevention strategy

# Chapter 8

## Stage 1: A community safety audit

The first stage in the process of developing a strategy involves doing research to gather factual information that will help you understand the nature of crime problems, your community and factors that need to be considered when identifying appropriate responses. This will assist you in addressing crime and violence problems systematically rather than in an ad hoc manner.

A safety audit helps you focus crime prevention initiatives where it is needed most. There are four reasons why it is important to conduct a safety audit:

- Resources are always limited: an audit helps you identify the most serious crime and violence problems to ensure you don't waste time, effort and money.
- Different stakeholders in your community may want to focus on different problems. Some may have vested interests or other reasons for wanting to influence decisions regarding crime prevention projects. An audit helps to resolve these conflicts by providing factual information on which problems are most serious.
- The efforts of different organisations can be co-ordinated to avoid duplication and make the best use of available resources.
- If you start by gaining a clear understanding of the nature of the crime problem, it will make it much easier to assess the impact of your programmes later.

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

It should be remembered that it may be very difficult to identify and analyse certain crimes. For instance, violence is often one of the most serious problems, but many incidents of violence, such as domestic violence, rape and child abuse, occur between friends, family and acquaintances in private spaces. They are therefore less likely to be identified during safety audits and surveys.

The process to conduct a community safety audit involves the five steps described below.

- Step 1: Identify the crime problems in your community by collecting information on crime and violence.
- Step 2: Identify who is already involved in crime prevention activities in your community.
- Step 3: Analyse the physical and social characteristics of your area.
- Step 4: Combine the information gathered and decide which crime problems to prioritise.
- Step 5: Analyse the problems that you have prioritised.

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

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### Define your community

Before you start collecting information, you need to decide who you would consider to be the community the strategy is intended for. A community could be linked to an entire municipal area or a smaller geographic area such as a ward, policing area, suburb, village, farming area or town.

In some cases you may want to address a particular crime problem and would therefore use different criteria to define the nature of the community such as relevant interest groups like women, youth, schools, small business, rural communities or the elderly.

### Information you will need

In order for you to gain an understanding of the nature and extent of the crime problem in your area, information regarding a range of issues needs to be collected and assessed. The following issues need to be considered:

- The different **types** of crime in a specific area. It may be helpful to use the crime categories as defined by the police to ensure that everyone has a common understanding regarding the nature of the various offences. It also makes it easier to differentiate between property crimes and violent crimes.
- The **number of incidents** in a given period, such as per year, per month or per season. Try to access statistics for as long a period as possible to determine whether levels are increasing or decreasing.
- Crime **rates** (number of incidents per 100 000 population). Crime rates are more useful than the number of incidents when comparing different areas (cities, towns or suburbs) with different population sizes. The rate is calculated by dividing the number of crime incidents (e.g. number of murders over a year period) by an area's population and then multiplying the result by 100 000.
- **When** different crimes occur. As much as possible information should be gathered regarding the day and time on which crimes have been committed to assist in understanding patterns and trends.
- **Where** different crimes occur. Try to access as much detail as possible regarding the location of incidents (street address, co-ordinates) to enable detailed assessments. This would assist you in identifying hot spots and specific crime patterns. It would also help you to develop appropriate responses. For instance, crime on public transport could be identified as a serious concern. Possible responses to this problem would be different from the interventions that would have to be developed if the problem was car theft in areas with poor or no street lighting.
- **How** crimes are committed. An understanding of the methods used to commit certain crimes could assist in developing appropriate responses. For instance, if your analysis tells you most murders in your local area are committed with knives in informal taverns, this would guide you towards certain types of responses. If you found that most murders occurred during the course of car hijackings committed by organised syndicates armed with guns, the responses would be very different.

- **Victims/targets:** Try to gather information on victims/ targets regarding factors like age, sex, population group, occupation, type and location of home or business, type of stolen property etc.
- **Offender characteristics:** Information on offenders may be hard to find because many offenders are not caught. If possible, gather information regarding factors such as the number of offenders, age(s), sex, population group(s), possible relationship to victim, distances travelled to commit the offence, previous criminal history and probable motivation for committing the crime. Victim surveys may be useful in this regard. For instance, victim surveys have shown that a very high percentage (up to 70%) of offenders who commit common assault, sexual assault and murder are known to their victims. This would indicate that a large proportion of these crimes could be domestic violence, which would guide the interventions identified as part of your strategy.
- **Risk of crime:** Risk shows the number of crimes per potential number of targets in a given period. This information is often hard to get, but it could be very useful.
- **Impact of crime:** This information is helpful, especially if several types of crime are prevalent 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. 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 instance, murder may occur less frequently but have a more severe impact on victims than car theft.
- **Involvement of alcohol and drugs:** Many crimes, particularly 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 their influence. Therefore, it is useful to determine whether there was a possibility of alcohol or substance abuse both on the side of the victim and the offender.

## Sources of information

Many different sources provide information about crime. Information could be sourced from reports and other documents, you could speak to specialists, those affected by crime and other role players, and you could conduct surveys.



### Role players who could provide information and assistance

- The police (they have access to crime data and are familiar with the local crime problems).
- Community police forums (CPFs).
- Community groups or NGOs who work on crime, violence or related issues.
- Private security organisations.
- Members of a local universities and research organisations.
- National government departments.
- Local and provincial government: IDPs, safety strategies etc.
- Online resources such as the ISS Crime Hub ([www.issafrica.org/crimehub](http://www.issafrica.org/crimehub)).

## *Police statistics*

The police can be a good source of information about crime. Contact your local police station to find out how they could assist. There are several reasons why police statistics should be used. They are useful because they record all reported crime, record crime across your entire area (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).

However, police statistics have certain limitations. Importantly, only incidents that the public reports are recorded, and underreporting affects the accuracy of crime statistics, especially regarding sexual violence, petty crimes like mugging, crimes against children, fraud, corruption and drug-related crimes. Neighbourhood or street level crime data are not readily available, and details about crimes (such as how crimes are committed, whether weapons are used, types of injuries, relationship of victim to offender) are sometimes difficult to access.

## *Victim surveys*

Victim surveys are a very 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 problems often differ from what the official statistics say.

Victim surveys are useful because they:

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

Victim surveys have limitations because:

- They can be expensive and time-consuming.
- Some people, for instance victims of sexual crimes and domestic abuse, may be reluctant to talk about their experiences, while strict ethical research principles could also make it difficult to interview such victims.
- They may not provide data on crimes against children (usually only people over 18 years of age are interviewed due to stringent requirements related to research ethics).
- They usually do not provide information about offenders (although you can include this when you design the survey).

### *Other sources in your community*

Other sources of information may be 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 from:

- Municipal departments of electricity and housing, or schools.
- Shops and small businesses.
- Insurance companies.
- Private security companies and banks.
- Hospitals, clinics, district surgeons, social workers and doctors.
- Victim support agencies like Lifeline and Rape Crisis.
- CPFs.
- Prisons.
- Women's organisations and youth groups.
- Civic organisations.
- Trade unions.

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

- Interviews with key people: These could include local leaders of political parties; the CPF chair; women's groups; church groups and leaders; business people; non-governmental organisations working on related issues such as NICRO; victim support agencies like FAMSA, Lifeline, Rape Crisis, SANCA; legal resources centres; school headmasters or counsellors; social workers; police station commanders in your area and heads of the local crime prevention unit and detectives; magistrates; prosecutors; street committee members; taxi drivers; bartenders and shebeen owners; hawkers or their association leaders; car guards; trade union and civic leaders.
- Group meetings: If your community is a small town or neighbourhood you can arrange meetings with residents or community organisations 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 organise general community meetings or meetings with specific groups like women, business owners or taxi owners and drivers.

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## Step 2: Identify who is already involved in crime prevention activities in your community

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An important part of the community safety audit is finding out which agencies and organisations are already involved in crime prevention activities. These could include initiatives implemented by national or provincial government departments, municipalities, the police, CPFs, CSFs, CBOs, NGOs, faith-based organisations, community-driven safety organisations (e.g. neighbourhood watch) and private security firms.

The benefits of getting information about other role players and initiatives include the following:

- It makes the co-ordination of activities in your area easier.
- It helps to avoid the duplication of programmes.
- It exposes the gaps in service delivery: for example, many areas have a shortage of shelters for victims of domestic violence or access to substance abuse treatment centres.
- It could maximise scarce resources, skills and capacity by teaming up with existing initiatives.
- The time you spend meeting with these organisations can be used to tell them about the strategy. Community consultation also helps encourage participation. People are more likely to get involved in programmes that meet their needs because their views have been considered.



It is usually easier to implement crime prevention programmes in communities where there is good communication among residents and active participation in organisations and activities. Assess the initiatives and organisations in your area to determine how well they are working and whether the community participates in activities.

It is also important to be aware of the level of involvement that could be expected from those who would have to take responsibility for certain tasks related to the development and implementation of the strategy. A capacity audit of the skills, experience and human and financial resources available, specifically at local authority level, would help you determine what type of initiatives they could realistically be expected to get involved with.

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## Step 3: Analyse the physical and social characteristics of your community

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Information about the physical and social features of your area will help you identify some of the factors that could contribute to the occurrence of certain types of crime. It will also help you develop context-specific crime prevention programmes that are appropriate to your community and its physical environment.

### Physical characteristics

Crime patterns, the types of crime occurring, the vulnerability of residents and opportunities for crimes to be committed can be influenced by a range of factors related to the physical environment, the structure of cities and towns, neighbourhood layouts, housing types, land use, infrastructure, levels of maintenance and upkeep, nature of transport routes, location and availability of facilities and amenities, natural features (water bodies, hills, ridges, general topography), vacant land, commercial and industrial facilities and population density.

This information will be useful for guiding crime prevention through environmental design (CPTED) interventions. More detailed information is available in the publication “Designing Safer Spaces – A manual for Crime Prevention through Planning and Design” referred to in the Reference List. In this document five principles are described that could assist you in assessing the physical environment. They deal with interconnected objectives or qualities to be strived for, and involve the following:

- ***Surveillance and visibility***

Maximise opportunities for observance of public and private areas by users or residents during the course of their normal activities (passive surveillance, “eyes on the street”) or by police or other security personnel (active surveillance).

- ***Territoriality***

Encourage a sense of ownership of, and responsibility for, a space by employing mechanisms that will allow residents or users to identify with the space and experience it as legible.

- ***Access and escape routes***

Limited opportunities for offenders to utilise access and escape routes such as vacant land enhance the level of ease with which potential victims could find and access escape routes.

- ***Image and aesthetics***

Ensure that the physical appearance of an environment creates a positive image and instil feelings of safety in users.

- ***Target hardening***

Reduce the attractiveness or vulnerability of potential targets by physically strengthening these or installing mechanisms that will increase the effort required to commit an offence.

## Interconnected

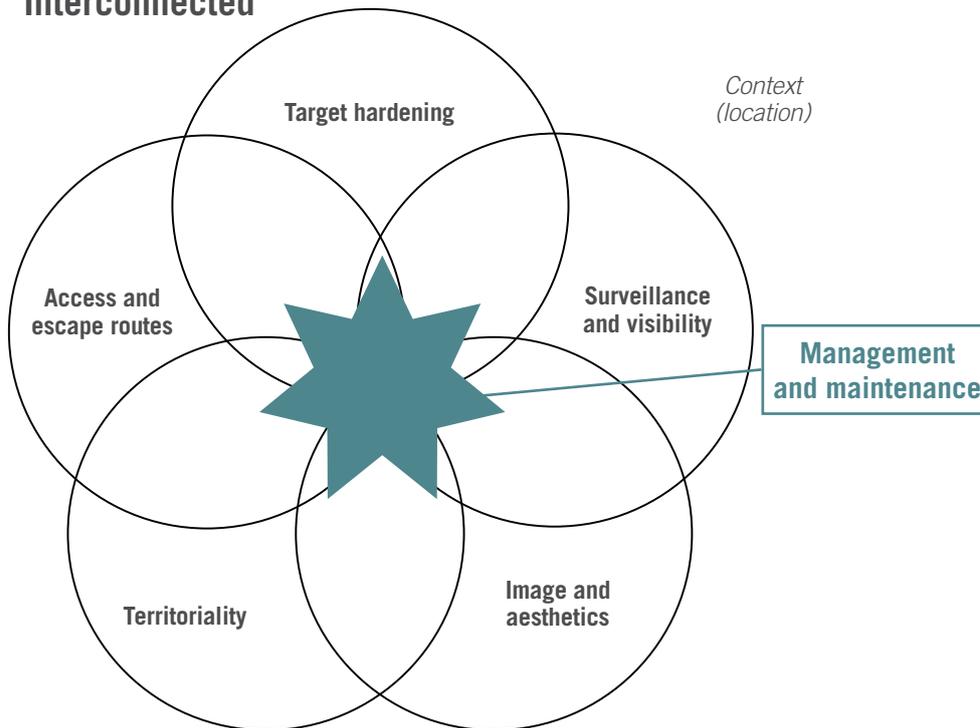


Figure 6: CPTED principles

## Social characteristics

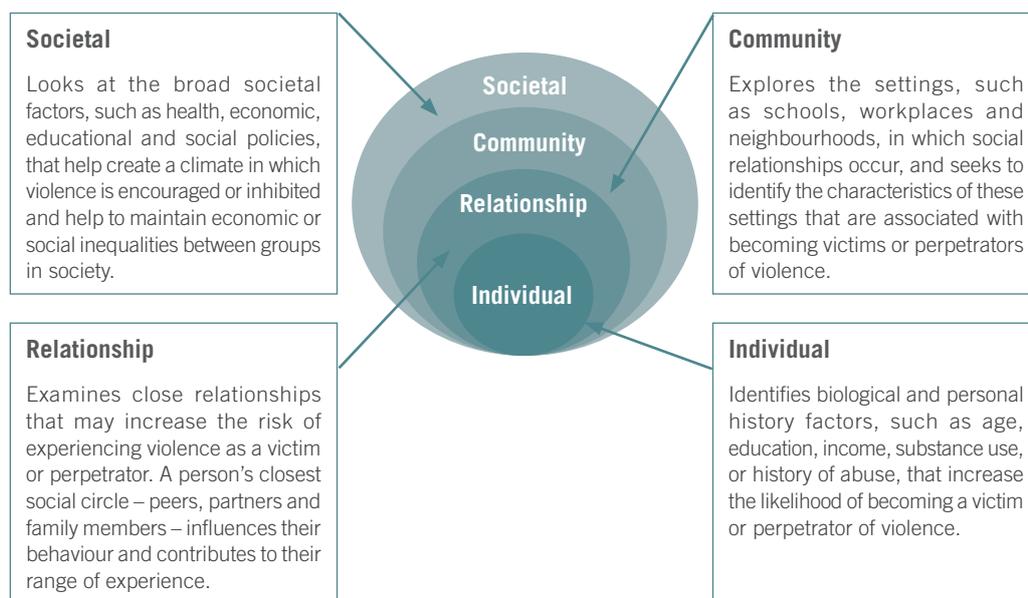
Gather as much information as possible about the demographic composition of the communities involved and their social and economic conditions. Issues to consider include age and gender distribution, average size and composition of households (single family, child-headed), poverty levels, inequality, unemployment rates and potential job opportunities. It will also be useful to get an understanding of social and recreational activities prevalent in the community, typical health concerns, typical occupations, levels of education, prevalence of alcohol abuse, gang activity, youth activities and programmes, religious activities, availability of support or treatment programmes (e.g. for substance abuse or support for victims of domestic violence).

This information could not only highlight specific social risk factors that could contribute to crime and violence, it could also reveal protective factors and identify possible opportunities for interventions that could reduce or prevent crime and violence. A useful tool to assist with an assessment of all the information is the social-ecological model (SEM) as utilised by the Centres for Disease Control and Prevention (CDC) and the World Health Organisation (WHO) to better understand and prevent violence.

The SEM provides a framework to identify and address the factors that put people at risk or protect them from experiencing or committing crime in general and violence in particular (risk and protective factors). Crime and violence result from a combination of influences, and the model provides a way of examining how individuals relate to those around them and to their broader environment. It focuses on the interaction between factors at four interrelated levels, namely the individual, relationship, community and societal level (Figure 7). Furthermore, the SEM enables the development of prevention strategies aimed at addressing the risk factors across the different levels.

More detailed information is available on the CDC and WHO websites:

- [www.cdc.gov/violenceprevention/overview/social-ecologicalmodel.html](http://www.cdc.gov/violenceprevention/overview/social-ecologicalmodel.html)
- [www.cdc.gov/ViolencePrevention/pdf/SEM\\_Framework-a.pdf](http://www.cdc.gov/ViolencePrevention/pdf/SEM_Framework-a.pdf)
- [www.who.int/violenceprevention/approach/ecology/en](http://www.who.int/violenceprevention/approach/ecology/en)



**Figure 7: The Social-Ecological Model**

Source: [http://www.cdc.gov/ViolencePrevention/pdf/SEM\\_Framework-a.pdf](http://www.cdc.gov/ViolencePrevention/pdf/SEM_Framework-a.pdf)

## Sources of information about your community

Information about the social and physical characteristics of your area can be obtained from city planners in your local council. All municipalities should have Integrated Development Plans (IDPs), spatial development frameworks and other relevant planning documents that incorporate planning for land use, transport, infrastructure and the promotion of integrated economic development.

These documents provide much of the information needed to analyse the physical nature of your community. You should also get to know your area by visiting and observing relevant places. Information about your community's social characteristics can also be obtained from IDP and other reports. Statistics SA will also be able to assist you with statistics about your area based on census data.

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## Step 4: Combine the information gathered and decide which crime problems to prioritise

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Your crime prevention strategy is more likely to succeed if you focus on a few key problems and develop targeted, manageable interventions. A priority problem could be a specific type of crime (for instance vehicle hijacking), a group of similar crime types (violent crimes), crimes occurring in a specific area (property crimes in a particular neighbourhood), crimes targeting specific victims or items etc. In order for you to make informed decisions regarding priorities, the information collected during the previous steps needs to be synthesised and analysed systematically.

Setting priorities means making hard choices. You will probably have to choose between several serious crime problems and between geographical areas in your community. To make these decisions you need good information about your community and the experience and judgement of your planning team. To help you decide which crime problems to focus on first, consider the following factors:

- The most serious crimes.
- Places in your community that are most affected.
- Victims at high risk, affected by and in fear of crime.
- Categories of people most likely to offend.

### The most serious crimes

To help determine the most serious crime problems you should consider the following:

- Volume: consider how much crime occurs.
- Rate: consider which problems have the highest rate of occurrence.
- Rate of change: consider which problems are increasing the fastest.
- Fear and concern: consider which problems people are most worried about.
- Impact: consider which problems will have the greatest impact (financial, physical, psychological, social etc.).
- Reduction potential: consider which problems will be easiest to prevent.

You might want to list each problem and fill in as much information as you have for each of the considerations listed above. Consider the following scenario:



## Hypothetical scenario

*You need to select one of the following three crime problems for priority action:*

- **Sexual assault** – Occurs at moderate levels; results in injuries and deaths; poor response from the criminal justice system; low potential for reduction.
- **Residential burglary** – Occurs at moderate to high levels causing some level of fear; does not result in injuries; low property recovery rates; moderate reduction potential.
- **Car hijacking** – Occurs at low levels causing high levels of fear in some parts of the community; results in some injuries and death; some property recoveries are being made; moderate reduction potential.

A matrix to compare factors related to different crime problems could look like this:

Matrix to compare factors related to different crime problems*			
Problem type	Sexual Assault	Residential burglary	Car hijacking
<b>Size of problem</b>	No of Incidents: 215 Rate: 43/100 000	No of Incidents: 1 560 Rate: 312/100 000	No of Incidents: 65 Rate: 13/100 000
<b>Rate of change</b>	9% increase	2% decrease	7% increase
<b>Fear</b>	32% of respondents believe it is a problem	82% of respondents believe it is a problem	56% of respondents believe it is a problem
<b>Injury (impact)</b>	3 deaths 90 serious injuries 122 minor injuries	No injuries or deaths	2 deaths 8 serious injuries 28 minor injuries
<b>Loss in rands</b>	Not known	R2 400 000	R6 750 000
<b>CJS response</b>	22% arrested 42% of arrestees convicted	10% arrested 30% of arrestees convicted	10% arrested 51% of arrestees convicted
<b>Reduction potential</b>	Not known	Moderate	Moderate

\* All figures are hypothetical, based on a police precinct or town with a population of 500 000 and calculated per year.

This matrix highlights the complexity of the challenges you may face when comparing different types of crime problems. The crime most people believe to be a problem may not always be the type of crime that results in deaths or injuries and may not be the one with the most serious financial implications. Similarly, the crime with the lowest rate may have a serious impact in that it is more likely to result in deaths and injuries. The devastating impact of some crimes on the lives of people may not be clearly visible, and therefore it is essential that you consider other factors as well, as described below.

## Places in your community that are most affected

The information you collected should help you to identify which areas are most affected by crime. You will also need to identify particular places where specific crimes are most likely to occur. If an analysis shows that certain parts of your community are crime-prone you might decide to prioritise those areas for intervention. You should also consider the impact of perceptions. Sometimes residents are fearful in certain areas, even though actual crime levels are not that high. This may be because such areas are run down, unmaintained or congested, and appropriate interventions could potentially change these perceptions.

Maps and Geographic Information Systems (GIS) are useful tools for synthesising, analysing and visualising crime problems spatially. The use of GIS and statistical analysis methods allow for various types of information to be combined to assist with the identification of crime patterns, trends and hot spots (Figure 8). These analysis methods could also be useful in identifying potential environmental and other characteristics that could contribute to the occurrence of certain crimes in specific locations. Consider all aspects and issues emerging from the research to decide on priorities. Priorities enable crime prevention programmes to be targeted where they are most needed and where they are most likely to succeed.



**Figure 8: Example of a GIS crime map indicating hot spots**

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

Assess the information gathered regarding, for instance, the impact of crime on victims and the community, the extent of repeat victimisation (whether people are victims of a crime more than once), crimes that people tend to fear the most, and why. These details may point to a particular group of victims that could be prioritised by your crime prevention strategy. This could, for instance, help identify interventions that would support those most vulnerable.

## **Categories of people most likely to offend**

Information about those committing crimes in your area, or those most likely to commit crimes, will help you to develop interventions that could reduce the risk of these people continuing their involvement or becoming involved in criminal activities. This could involve a range of activities, including education programmes and programmes to support offenders and ex-offenders. By incorporating such initiatives in your strategy you could improve the longer term effectiveness thereof.

## Step 5: Analyse the problems that you have prioritised

Once your community's main crime problems are identified, you need to gain a thorough understanding of all factors that should be considered when developing responses. This means you would have to build on the assessments conducted thus far and access additional, more detailed information. This information would assist you in identifying key areas for intervention that would effectively address the problems.

The following example demonstrates the types of information you need to gather to help you assess the priority problems.



Information matrix to compare information related to different crimes

Factors	Assault related to domestic violence	Assault related to gang violence
<b>Targets/victims</b>	Women (28 and 45 years), mixed socio-economic background, mixed employment status, some under the influence of alcohol	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 08:00, weekends, holiday periods and month-end	Between 18:00 and midnight, Fridays and Saturdays, and some weekdays
<b>Where</b>	In the home and/or yard of the victim	In shebeens, bars or on streets in the victim and offender's neighbourhood
<b>How</b>	Fists, various household objects, knives	Knives, guns
<b>Opportunity factors</b>	Absence of restraining factors like the public, police, neighbours, and increased vulnerability of victims through other factors like unemployment, etc.	Poor street lighting, police station far from crime scene; high levels of intimidation mean that victims and witnesses don't report crimes or cooperate with police
<b>Reduction potential</b>	Not known	Moderate

To help you understand the problems you could make use of various analytical processes and assessment frameworks developed internationally. One such framework is the SARA model developed by John Eck and Bill Spelman. Certain aspects of this model could help to guide the assessment during this step of the process as well as some of the steps discussed in the following chapters. It could, in particular, be very useful during Step 8. A summary of the components of this model follows.



## The SARA process:

### Scanning, Analysis, Response and Assessment

#### **Scanning:**

- Identifying recurring problems of concern to the public and the police.
- Identifying the consequences of the problem for the community and the police.
- Prioritising those problems.
- Developing broad goals.
- Confirming that the problems exist.
- Determining how frequently the problem occurs and how long it has been taking place.
- Selecting problems for closer examination.

#### **Analysis:**

- Identifying and understanding the events and conditions that precede and accompany the problem.
- Identifying relevant data to be collected.
- Researching what is known about the problem type.
- Taking inventory of how the problem is currently addressed and the strengths and limitations of the current response.
- Narrowing the scope of the problem as specifically as possible.
- Identifying a variety of resources that may be of assistance in developing a deeper understanding of the problem.
- Developing a working hypothesis about why the problem is occurring.

#### **Response:**

- Brainstorming for new interventions.
- Searching for what other communities with similar problems have done.
- Choosing among the alternative interventions.
- Outlining a response plan and identifying responsible parties.
- Stating the specific objectives for the response plan.
- Carrying out the planned activities.

#### **Assessment:**

- Determining whether the plan was implemented (a process evaluation).
- Collecting pre- and post-response qualitative and quantitative data.
- Determining whether broad goals and specific objectives were attained.
- Identifying any new strategies needed to augment the original plan.
- Conducting ongoing assessment to ensure continued effectiveness.

Source: <http://www.popcenter.org/about/?p=sara>

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. These descriptions will be used to develop key areas for intervention. You will then be in a position to move on to the second stage of the strategy-planning process, where you will develop a range of programmes most likely to address these problems.

# Chapter 9

## Stage 2: Developing a strategy

After completing Stage 1, several priority problems will have been identified. In Stage 2 programmes will be selected to respond to these problems and your strategy document completed. You should follow the next three steps:

Step 6: Select priority areas of intervention and group them into focus areas.

Step 7: Identify potential local partners.

Step 8: Develop intervention programmes and projects.

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### Step 6: Select priority areas of intervention and group them into focus areas

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During this step, areas of intervention are identified and prioritised into a manageable number of focus areas. These focus areas should respond to the priority crime problems identified and analysed in Steps 4 and 5. A focus area would typically contain a particular crime problem or group of problems. In each focus area, several crime prevention projects may target the problem.

You may initially identify a range of focus areas, but it would be better to limit the number of focus areas to avoid too wide a focus, spreading resources too thinly, having too much to manage and working in areas where you lack skills or capacity. Ideally, your strategy should not have more than four focus areas.

Decisions regarding focus areas are often influenced by practical and political considerations in your community. However, it is important that you try to be guided as much as possible by the safety audit conducted in Stage 1. It provides objective, factual information, and the initial ideas for selecting focus areas must come from the audit, and the programmes and projects that are chosen at the end of Stage 2 should relate to the audit. Consider the following when identifying focus areas:

- Urgency of the problem.
- Likelihood of it being addressed successfully.
- Possible positive impact it may have in other areas.
- Cost of the intervention.
- Availability of resources to implement the response.
- Existing community support, social networks and capacity.



### Examples of possible focus areas

- Addressing crimes committed with firearms in targeted communities.
- Developing interventions focussing on the physical environment to reduce potential opportunities for crime.
- Reducing car theft in a specific neighbourhood.
- Tackling stock theft in a defined area.

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## Step 7: Identify potential local partners

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Meeting with local groups can help you 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 and resources they can bring to the table. It is essential that this process starts at an early stage of designing your strategy. The information on partnerships provided in Chapter 5 is also particularly relevant to this step. 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 formalise this process.

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## Step 8: Develop intervention programmes and projects

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This step involves the development of suitable practical responses to the crime problems you have identified and grouped into focus areas. These proposed responses should involve implementable activities that are structured as **projects** and could also be grouped into **programmes** if required.

The responses identified would be guided by the information gathered during Stage 1. All the issues identified need to be considered when deciding what type of project would be most effective and appropriate. The SARA process referred to in Step 5 could be effectively applied to inform decisions regarding possible responses to the priority crime problems identified. The Social-Ecological Model discussed in Step 3 would also be a useful decision support tool during this step.

## The difference between a programme and a project

- **Projects** are specific interventions that are usually attached to a specific time frame. For example, affecting changes to the physical environment in a specific area to reduce opportunities for crime.
- **Programmes** are broader, can consist of more than one project and can have an open-ended time frame. An example is a programme to alleviate the trauma of crime victims in a community.

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

## Use information on good and bad practice to help you identify possible responses

Consult other practitioners and role players, and, if possible, visit successful projects to find out why they are working. You can also review reports and articles of other programmes and projects. However, be careful not to take every internet report or document of an evaluation of a crime prevention initiative at face value. Access as much information as possible, since the published findings are not always based on real evidence.

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 programmes have been effective.

## Identify implementable responses

At this stage of the process you need to get more specific regarding the particular problem you are targeting and the proposed intervention. If applicable, you need to define the crime problem, the type of offender, the group of victims and the geographic area. You also need to designate responsibilities to implementers and decide whether it should be co-ordinated at a national, provincial, municipal or neighbourhood level. The responses could involve social crime prevention programmes and projects, law enforcement activities, situational crime prevention interventions or a combination of some or all of them.

As an example, if you have identified the reduction of car theft as a focus area, a range of interventions could be considered. The interventions would be determined by the possible causes and other relevant factors as identified earlier in the assessment process. Possible interventions could involve improving the security mechanisms of the targeted vehicles, changing the physical characteristics of the hot spot areas, increasing surveillance of these areas by employing guards or installing CCTV systems, increasing police patrols or staging special policing operations, targeting the potential markets for stolen vehicles such as scrap yard owners who buy stolen vehicles and parts or improving investigations into car theft to ensure more convictions.

In this example, you may not be in a position to implement all the possible interventions. You would need to compare different responses with each other. To help you make an informed decision, it may help to consider the following:

- Do you have examples of best practice that would provide you with practical guidance to develop a workable response?
- Are there sufficient financial resources available?
- Based on experience or other evidence, how effective is this type of intervention?
- Are other partners involved and committed?
- Does the capacity exist locally to implement and manage this type of initiative?
- What is the anticipated time frame for the intervention to show results?



It sometimes helps to include a number of interventions that are likely to achieve successes in a relatively short space of time ('quick wins'). It is normally good for morale and could just inspire those involved to continue with the implementation of the strategy.

# Chapter 10

## Stage 3: Implement and manage the strategy

Before you can implement your strategy you would need to secure approval and funding for the strategy and the programmes and projects that form part of it. You would most probably have to prepare proposals to submit to various role players and potential funders, whether it is your local council, CPF board, or any other governing body. Only then would you be able to start with the process of implementing and managing the various projects. The key steps you would have to follow are described below:

Step 9: Secure approval and funding for the strategy.

Step 10: Prepare detailed project plans.

Step 11: Implement and manage projects.

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### Step 9: Secure approval and funding for the strategy

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All the data and information gathered during Stage 1, the assessments conducted and the decisions made need to be clearly and logically documented and presented in the form of a strategy (as opposed to a mere report). This means that the outcome of everything you did as part of the first stage should result in a coherent strategic framework with clear focus areas and implementable programmes and projects. The strategy needs to outline what you would like to achieve, or the change you want to see as a result of it being implemented. The projects and programmes provide a way of doing this.

To secure approval for your strategy you need to ensure that at least the following aspects are clearly described:

- Strategic vision – to define your aspirations and ensure that all the partners agree on the changes it should ultimately lead to.
- The purpose – reasons for the strategy, how the strategy would make a difference.
- Aims and objectives – more detail about what needs to be achieved and how it will be done.
- Partners, role players and stakeholders – who are directly involved and who will be affected.
- Roles and responsibilities – those responsible for funding, implementing and participating.
- Funding and resourcing – requirements and sources.
- Timeframes – period that the strategy is planned for and start and end dates of projects.
- Communication – how information about the strategy, activities and results will be shared with all role players.
- Monitoring and evaluation – how to measure progress and the success of the strategy.

You may have to prepare proposals to submit to potential partners and funders to help

them understand the strategy and make decisions regarding their involvement. Such proposals need to effectively summarise the key elements of the strategy and clearly highlight the benefits of being involved with the proposed initiative and of investing money in it. You may be required by some to include more detail regarding specific projects. The project plans as described in Step 10 will help you with this.

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## Step 10: Prepare detailed project plans

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To achieve the aims and objectives of the strategy, the programmes and projects identified need to be implemented. You would need to develop detailed plans to guide implementation and ensure that you don't overlook any key components and activities. Many of the aspects related to the strategy mentioned in the previous step also need to be addressed, focussing in more detail on specific projects. Some of the key elements you need to incorporate into a project plan are summarised below.

### Purpose of the project

Describe what you want to achieve with the project and mention specifically the problems it would address and the difference it would make.

### Scope of the project

Define clearly what the project will address and what not. For instance, be clear on the crime types that will be targeted, what problems are explicitly excluded, the geographical area that the project will be implemented in or the results that will and will not be expected. It is important to provide the project with a strong emphasis and focus, and not to expect the project to be everything to everyone given time and budget constraints.

### Aims and objectives

It is not always easy to get a common understanding of the meaning of aims and objectives, and it could be a challenge to define these for a project. However, it is very important to understand what you want the project to achieve and how you intend doing it. Only if you have done this at the beginning of the project can it be assessed at a later stage. The following description of aims and objectives could help you to do this:

- Aims are more general descriptions of what the end results or intentions of the project are. It explains what you would like to accomplish and not how you will do it.
- Objectives deal with how the aims will be achieved – the actions or steps that need to be taken. They define the stages you need to reach on the way to achieving the end results. A project will therefore have more objectives than aims.



It is essential to clearly define the aims, objectives, outputs and outcomes during the project planning phase to make sure it is possible to assess it later on. This is discussed in Chapter 11, which provides more detail on aspects related to monitoring and evaluation.

## Outputs and outcomes

**Outputs** are the tangible or intangible deliverables that are produced as part of certain tasks in the process of meeting the objectives or ultimate aim of the project. It is useful to define outputs clearly to ensure that those responsible for their development or preparation know what is expected of them and can be held accountable. An output or deliverable could be a report or document, product, facility, design, service, software programme or equipment.

**Outcomes** result from project activities and outputs and could include changes, benefits, learning or other effects. Outcomes could be applicable to the intended beneficiaries of the project or to others involved in the project.



### Example of the purpose, scope, objectives, outputs and outcomes of a project and the interrelationship between them

#### *Purpose of the project*

The intention with the project is to address the problems experienced in the specified suburb with vehicle crime, specifically theft of motor vehicles and theft out of motor vehicles. This area has been identified as a hot spot for these crimes, especially between 19:30 and 23:30 in the evenings. This negatively affects the number of people supporting the small businesses like craft shops and restaurants in the area, which in turn reduces the foot traffic in the area and therefore increases the opportunities to commit these crimes. This results in a loss of income for the businesses and could lead to some of the businesses having to close down. This could negatively affect the entire area, and the project should ultimately prevent this from occurring.

#### *Scope*

The project will focus specifically on vehicle crime even though it may also contribute to the prevention of other crimes such as street robbery. It will be implemented in a defined geographical area, namely the neighbourhood craft shop and restaurant quarter between West Street and East Street.

#### *Aim of the project*

Reduce theft of and theft from motor vehicles in the defined area by 80% within nine months.

<i><b>Objectives</b></i>	<i><b>Outputs</b></i>	<i><b>Outcomes</b></i>
1. Deploy 18 trained car guards by [date].	<ul style="list-style-type: none"> <li>• Car guard training course developed.</li> <li>• Potential car guards recruited and screened.</li> <li>• Equipment purchased.</li> <li>• Recruits trained.</li> <li>• Successful trainees contracted and accredited.</li> </ul>	<ul style="list-style-type: none"> <li>• Car guards successfully trained and accredited.</li> <li>• New jobs created.</li> <li>• Increased support of shops and restaurants.</li> <li>• Reduced fear of crime after dark.</li> <li>• Reduction in theft of and theft from motor vehicles in the target area.</li> </ul>
2. Improve and maintain the physical environment in a defined area by [date] and on an ongoing basis after that.	<ul style="list-style-type: none"> <li>• Garden equipment and tools purchased.</li> <li>• Volunteers recruited and clean-up and maintenance initiatives completed (rubble removed, overgrown vegetation and trees trimmed).</li> <li>• Maintenance schedule prepared.</li> <li>• Ongoing maintenance done according to maintenance schedule.</li> </ul>	
3. Improve lighting in a defined area by [date].	<ul style="list-style-type: none"> <li>• New light fittings and electrical supplies purchased.</li> <li>• Light fittings installed.</li> </ul>	

## Activity schedule

In order to meet the objectives identified for a particular project and produce the required deliverables, certain activities and tasks would have to be performed. An activity schedule helps you to organise the different tasks into a logical framework, often grouping them into phases, activities, work packages or other structuring elements. Linked to this schedule could be the outputs associated with different activities, and the partners responsible for, and involved in, each particular component of the project. Time lines and costs could also be associated with each activity or group of activities.

## Timeframes and milestones

If at all possible, assign a start and end date to each of the activities in the schedule. Some activities will run concurrently and some can start only once others are completed.

Agreeing on timeframes beforehand will be useful when tracking progress and will alert you timeously when a task is taking longer than expected. These timeframes would most probably be adjusted as the project progresses because of realities that inevitably cause delays.

Milestones are specific points along the project timeline that should be identified from the outset. They are linked to important dates or achievements such as the completion of a particular activity or group of activities and are not necessarily linked to deliverables.

## **Budget**

The activity schedule is useful when estimating the total cost of a project because it makes you aware of every aspect of the project that will require funding. Allow for human resource costs (salaries) and running expenses such as facilities, equipment, vehicles, office supplies and consumables. Also provide for the cost of managing the project and for evaluating the project at some later stage.

## **Resources, roles and responsibilities**

Resources can include funding, people, equipment, facilities, vehicles, materials and even knowledge and time. Source as much of these as possible from the partners involved in the project and try to reduce the component of the project that requires financial contributions.

When you allocate responsibilities, assess each person's ability to complete the task in terms of skills, experience and knowledge. If these are lacking, you may need to provide training and support. If new personnel are required, an outline of the necessary activities will help in designing job descriptions. Make sure that it is very clear who is responsible for each activity and what exactly is expected of them.

## **Risks**

A very important aspect of planning and managing a project involves the identification of potential risks and the development of ways to deal with them. This needs to be done to help you recognise possible events or conditions that could affect the successful implementation of the project. The sooner such risks are identified, the sooner you will be able to put in place measures to avoid the risk or mitigate the effects thereof.

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## Step 11: Implement and manage projects

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The project plans developed during the previous step should provide you with a road map to support the implementation of your projects. You are now ready to put the activities outlined in the project plan into action.

A number of key decisions need to be made regarding the following:

- Which partner would take the lead and be ultimately responsible for the project? It is usually better to assign responsibility to one entity to avoid people shifting blame if something goes wrong.
- Who will take responsibility for the project management function? Some types of projects may require the involvement of an experienced project manager that may have to be appointed specifically to perform this duty.
- Who will be responsible for administrative support? In some cases you may need the services of a dedicated person or team to perform administrative tasks such as preparing minutes and reports or general office support.
- What institutional arrangements would have to be put in place? Would you have to establish a steering committee or appoint a board of trustees or directors? Would you register a legal entity? Who is going to open bank accounts or become signatories?
- Who would the project team report to? Who would they be held accountable to and who will have the authority to authorise certain requests or sanction the team if required?
- Who will be responsible for financial management and reporting?



### Key characteristics of a successful project

- It addresses real problems.
- It has clear objectives.
- It is based on well-formulated and well-appraised plans.
- It is tightly managed and implemented by a competent and well-motivated team.
- It enjoys the support of key stakeholders.
- It is adequately resourced and capacitated.
- It has clear leadership.
- It is measured for successful delivery.

# Chapter 11

## Stage 4: Monitoring and evaluating the 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. Therefore, you need to systematically monitor and evaluate the strategy and the programmes and projects incorporated in it. Monitoring and evaluation complement each other, yet they are very distinct concepts.

### Monitoring

Monitoring is an ongoing process that measures progress of an initiative by tracking activities, milestones and outputs to establish if planned results are being achieved. It is normally a management function that improves decision-making and helps identify the need for remedial action.

Monitoring involves the continuous, systematic collection of data and information and the documenting of processes and results to guide decisions regarding the future of the initiative. It also allows for learning from experiences that could improve future practices and benefit other initiatives.



The data and information collected as part of the monitoring process would often be used for the evaluations conducted later on. It therefore makes sense to have a dependable monitoring system in place to increase the reliability of your evaluations.

### Evaluation

Evaluations are conducted to find out if an initiative has achieved the desired results as a consequence of the activities being implemented and the outputs being delivered. It focusses to a large extent on the goal, objectives and outcomes of an initiative and involves a systematic assessment of aspects such as efficiency, impact, effectiveness, relevance, quality and sustainability.

Often the responsibility for an evaluation is given to an external, independent agency to try to ensure impartiality. Evaluations are usually done once an initiative has been completed, but it could also happen at the mid-point or the end of a phase. The information gathered often informs strategic decisions and provide learning that could be applied to other initiatives.



## How monitoring and evaluation could be of benefit

The information gained could possibly help you to establish the following:

- Whether the initiative has met its objectives.
- If it resulted in a discernible improvement in the lives of community members.
- The cost of the initiative.
- Any possible financial benefits resulting from the initiative.
- Whether public perceptions have changed.
- Challenges and stumbling blocks that impede progress and delay implementation.
- Whether there may be negative results or unintended consequences, like crime being displaced to another area.
- Successful or good practices.
- How to adapt the strategy, programmes and projects along the way.
- Whether the aims and objectives were realistic and achievable.
- If the partnerships formed were effective and successful.
- To what extent the initiative impacted on previously existing crime prevention initiatives.
- How the initiative benefitted those involved in its planning and implementation.

## What to do

The monitoring and evaluation component commences when you first start to plan your strategy and the programmes, and projects included in it. You need to monitor and evaluate the strategy as a whole as well as each of the programmes and projects individually as outlined below:

Step 12: Plan and budget for monitoring and evaluation.

Step 13: Select indicators to help you measure progress and results.

Step 14: Carry out monitoring and evaluation activities.

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## Step 12: Implement and manage projects

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It is important to acknowledge the importance of monitoring and evaluating your strategy and the individual programmes and projects, and to incorporate activities related to this aspect from the outset. Furthermore, it should also be recognised that there could be significant costs involved that would have to be budgeted for.

Planning for monitoring and evaluation at project and programme level should already start when the project or programme plan is being developed (as discussed in Chapter 10). The results of a project or programme can be assessed only if the situation during or after implementation can be compared to the situation before it

started. This means that the information gathered during the community safety audit should be accurately documented. All partners should agree on this as the base line against which progress and success would be measured.

It may be useful to, as part of the initial planning process, develop a structure or plan to guide the monitoring and evaluation process. This should provide you with a methodical way to make decisions regarding the following:

- What to evaluate and who the evaluation is ultimately done for.
- The key evaluation questions and the related monitoring questions that would help answer the evaluation questions.
- What indicators to use.
- Information and data that would have to be collected during the course of implementation.
- How the data and information will be collected, stored, analysed and presented and by whom.
- The forms and tools that will be used.
- Data or information gaps that may exist regarding the current situation and possible data collection activities that may have to be undertaken such as pre-intervention surveys.



### Who should carry out this exercise?

Monitoring is a management function that involves the continual measuring of progress of your initiative. Often the project manager or co-ordinator is responsible for this. However, it could be a time consuming exercise and you may want to consider appointing someone specifically to carry out this function.

The evaluation requires an objective measuring of achievements. Ideally someone skilled who has not been involved in the design or implementation of the programme should be responsible for the evaluation.

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## Step 13: Select indicators to help you measure progress and results

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To help you with the monitoring and evaluation function, it is essential to identify indicators that can be used to provide you with a specific way of measuring the progress made with your strategy, programmes and projects and the result achieved or changes affected. In other words, indicators enable you to assess progress towards achieving the intended aims, objectives, outcomes and outputs. It is therefore important that you select indicators carefully to ensure that they will provide you with reliable information when you need it and without undue effort.



## Make sure you select SMART indicators

Characteristics of good indicators:

- **Specific.** They should be clearly defined and describe accurately what is being measured. It should be concise and focus on a single issue.
- **Measurable.** They should deal with an aspect that can be objectively quantified to measure changes based on facts rather than feelings or perceptions. It should be reliant on data and information that are reasonably readily available.
- **Achievable.** They should be realistic and possible to achieve. They should allow for potential changes that may occur during implementation of the initiative.
- **Relevant.** They should relate to important aspects of the initiative and only measure changes and progress that are significant and useful.
- **Time-related.** They should be linked to deadlines and interim target dates.

Various types of indicators can be used to measure performance, including input, process, output, outcome and impact indicators. Generally speaking, the first three types relate more directly to monitoring while the last two would be used for evaluations.

## Indicators related to monitoring

You would have to develop different sets of indicators for the strategy as a whole and for each of the individual projects. For instance, to measure progress with the implementation of the strategy as a whole and establish the level of commitment of stakeholders, the following criteria may be applicable:

- Number of programmes and projects initiated as part of the strategy.
- Number of programmes and projects still operational after a specified period of time.
- Number of programmes and projects submitting progress reports as required.
- Number of programmes and projects successfully completed.
- Number of people employed as part of the strategy.
- Number of volunteers involved in the strategy.
- Number of people trained as a result of the strategy.
- Number of stakeholders actively participating in the strategy.
- Number of meetings held per year to manage the strategy.
- Percentage of stakeholders attending the meetings.

Indicators related to programmes and projects would be determined by the nature of the intervention and the activities involved. The indicators should be selected to help you to track progress towards reaching certain milestones and delivering planned outputs. Examples of possible indicators that may be applicable to different outputs follow.



### *Examples of outputs and possible performance indicators*

<i>Outputs</i>	<i>Indicators</i>
Leaflets distributed to households containing information on the nature of domestic abuse, victims' rights, contact details of support organisations active in the area and support and facilities provided by the police.	<ul style="list-style-type: none"><li>• Number of leaflets printed.</li><li>• Number of leaflets distributed.</li></ul>
Trained and accredited car guards deployed.	<ul style="list-style-type: none"><li>• Number of new guards trained and accredited.</li><li>• Number of guards reporting for duty in accordance with schedule.</li></ul>
Youth at risk counselled by outreach workers. Security locks supplied to small businesses.	<ul style="list-style-type: none"><li>• Number of young people contacted.</li><li>• Number of information packs distributed.</li><li>• Number of locks handed out.</li><li>• Number of locks fitted.</li></ul>
Volunteer neighbourhood public space clean-up and maintenance initiative by implemented.	<ul style="list-style-type: none"><li>• Number of volunteers involved.</li><li>• Number of public spaces regularly maintained.</li><li>• Number of clean-up and maintenance exercises undertaken in accordance with schedule.</li></ul>

## Indicators related to evaluation

Ultimately, you need to measure the impact of your strategy, programme or project. This means you would have to develop indicators that could help you to establish what results were achieved (quality, quantity, directly or indirectly, intended or unintended) and what the longer term effects were (whether positive or negative).

You would need to develop a set of indicators specifically for the strategy and different sets for the individual projects. The outcomes and impact of the strategy may often be closely linked to the results achieved by the different programmes and projects included in the strategy. The following examples of aspects that could be measured could help you identify possible indicators that are appropriate:

- Crime rates.
- Levels of fear of crime or feelings of safety among residents.
- Victimisation rates.
- Amount and type of media coverage.
- Level of public understanding of community safety.
- Extent to which local activities involve the youth.
- Number, availability and use of programmes that support positive parenting.
- Number of calls for police service.

- Level of participation in a crime prevention initiative.
- Number of residents involved in community development activities.
- Number of residents using streets and public spaces.
- Extent of residents' interaction or 'sense of community'.
- Level of awareness of a crime prevention initiative within the community.
- Level of awareness of and satisfaction with police services.
- Degree of cleanliness and maintenance of physical environment.
- Extent of loitering.
- Extent of vandalism and graffiti.
- Changes in the number of insurance claims and average value per claim.
- Extent of target-hardening measures like the number of burglar alarm systems.
- Range and diversity of users of inner city areas.



<i>Examples of outcomes and possible performance indicators</i>	
<i>Outputs</i>	<i>Indicators</i>
More victims of domestic abuse are willing to make use of services and facilities provided by the police and local organisations.	<ul style="list-style-type: none"> <li>• Percentage increase in number of victims who contacted the police.</li> <li>• Percentage increase in number of victims seeking support from local organisations.</li> </ul>
Reduction in theft of and theft from motor vehicles in area where car guards were deployed.	<ul style="list-style-type: none"> <li>• Percentage reduction in number of incidents reported to the police.</li> <li>• Percentage increase in number of attempted car crime incidents foiled.</li> </ul>
Reduction in number of young people involved in criminal or anti-social incidents either as victims or offenders.	<ul style="list-style-type: none"> <li>• Percentage reduction in number of arrests of young offenders.</li> <li>• Reduction in number of young people receiving hospital treatment for injuries resulting from violence.</li> <li>• Percentage decrease in truancy levels.</li> <li>• Percentage reduction in incidents reported to the police related to youth gang activities.</li> </ul>
Reduction in number of small businesses being targeted for theft and robbery.	<ul style="list-style-type: none"> <li>• Percentage reduction in number of incidents reported to the police.</li> <li>• Percentage reduction of incidents identified during victim surveys.</li> </ul>
Reduced fear of using neighbourhood public spaces.	<ul style="list-style-type: none"> <li>• Percentage reduction in fear of crime according to perception studies.</li> <li>• Percentage increase in the number of people using public spaces based on surveys.</li> <li>• Percentage increase in the number of events being held in public spaces based on requests for permission.</li> </ul>

## Step 14: Carry out monitoring and evaluation activities

There are many models, frameworks tools and resources available to assist you with the monitoring and evaluation of your initiatives. Various approaches can be followed. For instance, participatory monitoring and evaluation could be very effective and appropriate in some cases. Use whatever works best for you in your context.

One way to help you make sense of the information you need to document as part of the monitoring and evaluation process is to develop a structuring framework or decision-support matrix. This will also highlight the relationships between a project's aims, outputs, outcomes and indicators (see example below).



### *Example of the interrelationship between aims, outputs, outcomes and indicators*

<i>Aspect</i>	<i>Indicator</i>	<i>Means of verification</i>
<b>Aim (impact)</b> Reduce theft of and theft from motor vehicles in the defined area by 80% within nine months.	<ul style="list-style-type: none"> <li>Percentage reduction in number of incidents of theft of and theft from motor vehicles.</li> </ul>	<ul style="list-style-type: none"> <li>Incidents reported to the police.</li> <li>Incidents recorded by the car guards.</li> </ul>
<b>Outcomes</b> <ul style="list-style-type: none"> <li>Car guards successfully trained and accredited.</li> <li>New jobs created.</li> <li>Increased support of shops and restaurants.</li> <li>Reduced fear of crime after dark.</li> </ul>	<ul style="list-style-type: none"> <li>Number of guards trained and accredited.</li> <li>Number of new guards reporting for duty.</li> <li>Percentage increase in number of customers supporting shops and restaurants.</li> <li>Percentage reduction in levels of fear of crime after dark.</li> </ul>	<ul style="list-style-type: none"> <li>Training and accreditation records.</li> <li>Shift schedule and other duty records.</li> <li>Local surveys of business owners and/or visitors.</li> <li>Perception study (victim survey).</li> </ul>
<b>Primary outputs</b> <ul style="list-style-type: none"> <li>Successful trainees contracted and accredited.</li> <li>Ongoing maintenance done according to maintenance schedule.</li> <li>Light fittings installed.</li> </ul>	<ul style="list-style-type: none"> <li>Number of car guards successfully employed.</li> <li>Scheduled maintenance performed.</li> <li>Number of light fittings installed.</li> </ul>	<ul style="list-style-type: none"> <li>Employment records.</li> <li>Maintenance schedule records and visual inspection.</li> <li>Procurement records and visual inspection.</li> </ul>

Bear the following in mind:

- Projects with long timeframes are generally hard to measure and it is difficult to attribute causes and effects to them. The effects of crime prevention programmes are often only realised several years later.
- Even if crime decreases in your area, finding out what caused the decrease is often difficult, because crime is the result of so many factors. This also means that any successes could be 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 can change over time.
- Replicating approaches that have worked elsewhere should be done with care as conditions in your area may be different.



Crime and violence prevention projects are notoriously difficult to monitor and evaluate. If the purpose of a project is to reduce crime, evaluating the results could be challenging since you have to measure something that did not occur. However, you should not be disheartened – if you are aware of the potential difficulties you could try to manage them from the outset. Also, there are a range of other factors that you could measure to demonstrate the benefits and value of the project.

# Chapter 12

## A lasting strategy

The success of a crime prevention strategy can often only be measured after an extended period of time. Therefore, it is important that the strategy is not seen as an end in itself, and that its implementation is not regarded as an event, but as a continuous process that has to be sustained in order for the strategy to remain effective.

A common threat to the sustainability of a community-based crime prevention initiative is the lack of ongoing support and commitment from role players. Strong leadership is needed as are committed champions. It is critical to ensure that the strategy remains active and that the programmes and projects do not disappear or become ineffective as time goes by.

Given the complexity of crime and violence, a systemic approach needs to be adopted when developing interventions. This means that comprehensive responses need to be developed that take into account the various factors that could contribute to the crime problem. It involves integrated and sustained interventions that require the continued commitment of a range of role players. This is often one of the biggest challenges faced by those responsible for implementing a crime prevention strategy.



*...sustainable responses to violence and crime cannot be achieved overnight or by one actor alone. Prevention is most effective if co-ordinated long-term efforts are made by actors across a wide range of sectors – social workers, teachers, police, politicians, the private sector, academia and civil society organisations, just to name a few.*

*The systemic approach encourages networking and cross-sectoral cooperation among all of these actors channelling their actions towards the common goal of a safer South Africa for all its citizens.*

*Source: Inclusive Violence and Crime Prevention (VCP) Programme (GIZ)*

*[http:// www.saferspaces.org.za/understand/entry/how-can-we-prevent-violence](http://www.saferspaces.org.za/understand/entry/how-can-we-prevent-violence)*

## Continued support for the crime prevention strategy

A number of mechanisms could be employed to assist in ensuring that the strategy remains active and continues to have a positive impact in the community. If at all possible, the initiative to reduce crime and create a safer community should be integrated into the normal, day-to-day activities of the community or local authority. Ideally, the implementation of the strategy should become part of the core functions of a municipality to ensure that it receives the dedicated support and attention it deserves. This is often referred to as *mainstreaming*, or *institutionalising*, the crime prevention initiative and related activities.



### Institutionalising the local crime prevention process means changing structures and/or attitudes so that:

- Safety and crime prevention are integrated into municipal (and public) policymaking, planning, design, and working and implementation modalities as intersectorial priority concerns that require co-ordinated efforts – **Mainstreaming**.
- Identifying policies, laws, regulations, etc. in support of community safety and crime prevention, inter-agency collaboration and participatory action for local crime prevention are developed, formally adopted and implemented at local as well as provincial and national levels – **Policy and Legal Reform**.
- Implications for safety and crime prevention of individual organisations' modes of operation, policies and activities as well as individual job descriptions and working modalities are understood and adapted to maximise a positive impact on community safety – **Attitudinal Change**.
- Policies, laws, regulations, etc. in support of local government empowerment, improvement of local governance, municipal service delivery, etc. are developed, formally adopted and implemented at local as well as provincial and national levels – **Strengthening Local Governance**.
- Awareness is expanded, and knowledge and capacities for crime prevention and the improvement and maintenance of community safety are further developed and strengthened to build and maintain sufficient public and political support as well as human resources to effectively address the issues, identify lessons learnt, replicate successes and sustain efforts and investments in the long run – **Public and Political Support**.

*Source: "Safer cities" global dialogue series 1: Towards municipal policies for crime prevention and urban safety*

## Conclusion

By following the process outlined in this manual you are making an active contribution to the creation of a safer living environment. If implemented and sustained, a strategy to reduce crime and violence has the potential to make a tangible difference in the lives of those living and working in your community.

By tackling crime and violence problems in your own community, you are also supporting the *2030 Agenda for Sustainable Development*, a global plan of action adopted by world leaders in September 2015. It is aimed at achieving a better future for all and strengthening universal peace. It includes 17 Sustainable Development Goals (SDGs), some dealing specifically with safety and security, for example SDG 11 ("Make cities and human settlements inclusive, safe, resilient and sustainable") and SDG 16 ("Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels"). Therefore, your initiative not only has the potential to make a difference in your local community, but it also supports the country in its endeavours to achieve the goals which define the world we want for everyone.

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